



**REPORT OF THE
COMPTROLLER AND AUDITOR GENERAL
OF INDIA
ON
DISTRICT BARAMULLA
FOR THE YEAR ENDED 31 MARCH 2011**

GOVERNMENT OF JAMMU AND KASHMIR

TABLE OF CONTENTS

CHAPTER	SUBJECT	PAGE NO.
	Preface	(iii)
	Executive Summary	(v)
1	Introduction	1
2	Audit framework	2
3	Planning	4
4	Fund Allocation	5
5	SOCIAL SERVICES	
	Education	8
	Health	23
	Water Supply	36
	Municipal Council	41
6	ECONOMIC SERVICES	
	Road connectivity	50
	Power sector	55
	Forest	58
	Industries	63
7	GENERAL SERVICES	
	Law and order	69
	Appendices	77

PREFACE

1. This Report of the Comptroller and Auditor General of India contains the results of Audit of Baramulla district in Jammu and Kashmir. The Report has been prepared for submission to the Governor under Article 151(2) of the Constitution of India.

2. The Audit involved a review of the significant socio-economic developmental programmes implemented in the district during 2005-11. The audit was conducted by a test-check of records of the Deputy Commissioner, Departmental Heads of Education, Health, Rural Development, Urban Development, Forest, Public Health Engineering, Power, Roads and Buildings, Irrigation, Industries, Forest, Municipal Council and Police Department. Implementation of developmental programmes subsequent to March 2011 has also been commented upon wherever necessary.

3. The Audit has been conducted in conformity with the Auditing Standards issued by the Comptroller and Auditor General of India.

EXECUTIVE SUMMARY

INTRODUCTION

Substantial funds are allocated to social and economic sectors through state sector by States and also by the Government of India through flagship programmes (Centrally sponsored schemes) with a view to ensuring efficient and effective delivery system. To achieve this goal, empowerment of the local Governments at the District, Block and Gram Panchayat levels are absolutely necessary. Due to non-implementation of the Panchayati Raj System, the involvement of these entities in implementation of various socio-economic programmes in the State is bare minimum. Most of the funds provided through CSS are provided directly by the GOI to the executing agencies instead of routing the same through the State Government to avoid/reduce loss of time in release of funds.

As more emphasis has been laid by the GOI on development through District-centric approach, the District audit of Baramulla was undertaken to assess the impact of various socio-economic developmental activities on various sectors undertaken in the District and bring out shortcomings in achievement of the laid down targets alongwith significant positives in the sectors like education, medical, Public health (PHE), Rural Development, Forest etc. during 2005-06 to 2010-11.

PLANNING

Absence of perspective plan and integrated annual plans, based on inputs from stakeholders, has prevented identification of gaps in the requirement and availability of infrastructure, with the result the needs of the general masses particularly the weaker sections including SC/ST population in the district could not be assessed/addressed.

Recommendations

A District Planning Committee needs to be set up in accordance with the GOI guidelines for the preparation of holistic perspective plan/annual plans for the district based on inputs obtained from blocks, Panchayats and beneficiaries for reliable long term planning and overall development of the District.

FUND MANAGEMENT

The total allocation of funds under all the components and spending thereagainst in respect of various sectoral offices/departments was not available with the Chief Planning Officer. In respect of major socio-economic programmes/schemes, the funds received directly by implementing agencies are shown as utilized as soon as they are released even though major portion of the released funds remained unutilized with lower level functionaries.

Recommendations

Financial management needs substantial improvement. A reliable centralized system of receipt and utilization of funds should be put in place to keep a watch over their effective utilization so that the benefits of the investments percolate down to the masses for which the schemes have been formulated. The administrative expenditure needs to be reduced to 35 per cent of the total expenditure as recommended by the 12th Finance Commission.

SOCIAL SERVICES

EDUCATION

The number of schools in the district, although, had increased over a period of time, it had not been commensurate with the enrolment. Neither had the targeted infrastructure been provided nor basic amenities provided in the schools. The pass percentage of students though satisfactory needs to be improved.

The lifting and consumption of food grains for Mid-day Meal programme (MDM) was not up to the mark. A large number of schools were without kitchen-sheds and drinking water facilities.

Recommendations

Adequate infrastructure/amenities like toilets, safe drinking water facilities, playground, separate toilets for girls, electricity, kitchen shed, etc. should be provided at schools. Schools building lying incomplete should be completed on priority, Deployment of teachers needs to be made in a balanced way as per norms for imparting of quality education. All interventions aimed at promoting girl's education need to be implemented fully including establishment of KGVBs. Sincere efforts should be made to provide mid-day meals to all enrolled students.

HEALTH

Despite National Rural health Programme being under implementation for long the shortage of infrastructure existed. Community participation was virtually non-existent. Achievements under interventions like control of blindness, institutional deliveries and immunization was not upto the desired levels. Inadequate manpower and non-involvement of ASHAs in the sector made the provision of healthcare precarious. Family planning had not been given its due share in the district.

Recommendation

The District level authorities particularly District Health Society ought to take steps to survey and identify gaps in health care infrastructure and facilities so that the District and lower level plans are formulated on more realistic basis. Steps need to be taken to provide requisite infrastructure and basic amenities like electricity, standby power, drinking water facility, proper accommodation facility for patients and for staff for ensuring improvement in quality of health services to all health centre up to SC level. Services of ASHAs need to be revived to ensure their effective participation through assured earnings. Maternal health programmes need to be implemented comprehensively with focus on components like registration, antenatal checkups, post-natal checkups, immunization and administering of vaccines, IFA tablets, etc. The District needs to increase male participation in use of family planning methods which is almost negligible at present. In the absence of Panchayati Raj institutions, the District needs to establish village health and sanitation committees for effective community participation.

DRINKING WATER

Out of the schemes aggregating 209, only 25 schemes had been completed during 2006-11 leaving 184 schemes in progress at the close of March 2011 which showed that the works in progress had shown a phenomenal increase of about 156 per cent over the period which implied that proper phasing had not been done by prioritizing WSSs. Unplanned execution and taking-up of schemes for execution without identification of sites/acquisition of land resulted in unfruitful expenditure and unnecessary cost over-runs.

Recommendations

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

MUNICIPAL COUNCIL

The Council had not reviewed the process of registration or conducted survey to enlist the new traders/professionals so far and the number of such traders/professionals had remained stagnant over the years. Possibility of coming up of new buildings without proper permission of the Council had not been ensured. Check of sale of adulterated food and management of solid waste was not up to the mark. Establishment various civic amenities such as town hall, abattoir, parking, public conveniences, etc. had not been prioritized.

Recommendations

Municipal Council should proactively establish various civic amenities such as town hall, abattoir, parking, public conveniences, etc. in the District through better planning and better manpower and revenue management. Available manpower should be deployed effectively for optimizing realizations from rents, rates and taxes.

ECONOMIC SECTOR

ROAD CONNECTIVITY

Completion of road works both under State sector and other centrally sponsored schemes was dismal as prioritization was missing. A number of road works had been taken on land not acquired for the purpose, resultant unfruitful expenditure of ₹ 3.16 crore.

Recommendations:

Better planning in terms of prioritization of works and resources and land settlements and clearances are required to prevent wastages and expedite extension of intended

benefits of all-weather road connectivity of all villages. This should include appropriate policy interventions with a view to streamlining various processes. Stringent efforts need to be made by Project implementation unit and PMGSY Authorities to settle all pending issues for speedy completion of works within the stipulated time.

POWER SCENARIO

Power scenario in the district was dismal. Various schemes undertaken in the district had failed to reduce power losses. Metering of consumers to check power thefts had not been achieved to the desired levels. Arrears of revenue had accumulated to exorbitant heights over the years.

Recommendation

Feeder metering, consumer metering and establishment of computerized billing centres should be completed on priority basis so as to ensure proper accounting of energy and minimizing the transmission and distribution losses. Stringent action should be taken for recovery of outstanding dues in full.

FOREST DEPARTMENT

There was tardy implementation of afforestation schemes for rehabilitation of degraded forests as the targets fixed and achievements made thereagainst were insignificant as compared to the availability of degraded forests. No action to evict the encroached upon forest areas had been taken by the department. Compensatory afforestation programmes for the land transferred for non-forestry purposes was not upto the mark. Watershed development committees had not been set up.

Recommendations

Steps need to be taken to tackle degradation of forests on a large scale and recover forest land from encroachers in right earnest. Besides, projects for compensatory afforestation in lieu of forest lands diverted for non-forest purposes need to be formulated and executed on priority. For maintenance and sustaining the assets created in the saturated watersheds, watershed development committees need to be involved and provided with corpus fund so that the benefits of the investment may accrue to the common man for a longer period of time.

INDUSTRIES

New credit linked subsidy programme “Prime Minister’s Employment Generation Programme (PMEGP)” launched in the District level replacing “Prime Ministers Rozgar Yojna (PMRY)” had not been implemented in letter and spirit as loan in most of the cases had not been disbursed. Though training had been imparted to the prospective entrepreneurs, yet in none of the cases had the units been established. Most of the industrial units established were non-functional.

Recommendations

For ensuring nearly 100 per cent disbursement of sponsored loan cases, periodical meetings need to be conducted with financial institutions to reconcile the problems in time. Industrial units established need to be revived and allottees approached for taking up their bonafide trades. Upcoming and interested entrepreneurs need to be provided training courses under different trades and encouraged to take up their bona-fide trade under running schemes.

GENERAL SERVICES

LAW AND ORDER

Inadequate housing facilities and other infrastructure was noticed in the district. Deficiency in weaponry, mobility and training to the police personnel contributed to non-reduction in the response time. Cases pending investigation were seen to be on the rise.

Recommendations

Adequate housing facility need to be provided to police personnel, particularly at the police stations. Deficiency of weaponry, mobility, trainings etc needs to be made good to enable the force to meet future challenges. Attention needs to be paid to provide better infrastructure and mobility at police stations for smooth and fast actions to reduce response time. Stringent efforts need to be made to finalize the pending investigation cases.

Chapter 1 Introduction

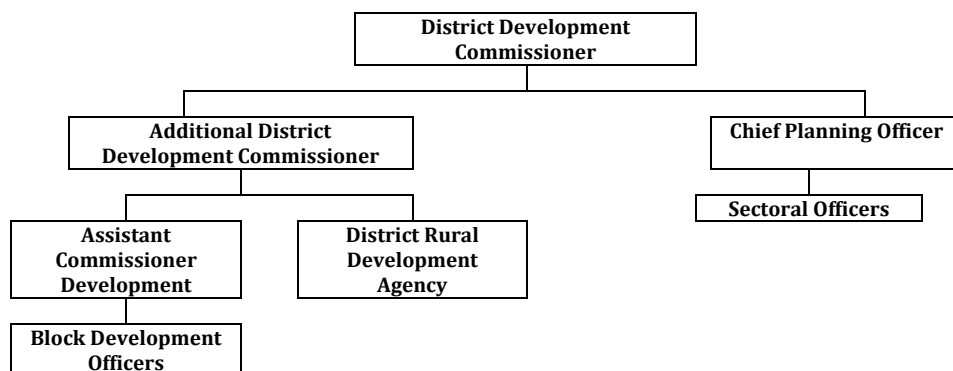
District Baramulla derives its name from Baramulla town (earlier pronounced as *Varahamula*). *Varahamula* derives its name from two words *Varrah* (Sanskrit: Boar) and *Mul* (Sanskrit: Molar). The city of Baramulla, founded by Raja Bhimsina, held the position of a gateway to the valley as it was located on the route to the Valley from Muzaffarabad, now in POK, and Rawalpindi, now in Pakistan. The District extends over both the mountainous land and plain areas. The District has distinction of having geographical diversity as it has in its jurisdiction, sub temperate/sub tropical areas apart from vast area falling in temperate zone. It has severe cold climate in winter and a pleasant weather in summer. Almost all parts of the district experience snowfall during winter. The District is bounded by District Kupwara in the North, Budgam and Poonch in the South, parts of Srinagar and Ladakh in the East and the Line of Control in the West. Subsequent to the division of the erstwhile Baramulla District, from which Bandipora district has been carved out (2007), the District now covers an area of 4,190 sq km and comprises eight tehsils with 543 villages out of which 532 villages are inhabited. As per Census 2011, the provisional population of the district is 10,15,503 with 82.81 *per cent* (8,40,948) residing in rural area. It is fourth populous district of the State. Decadal growth in the population of the District since Census 2001 was 20.34 *per cent*. The District has a literacy rate of 66.93 *per cent* compared to the overall literacy rate of 68.74 *per cent* in the State.

Administrative Set up

The District has been divided into twelve community blocks and eight tehsils with Baramulla city as the District headquarters. The District Development Commissioner (DC) 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 Deputy Development Commissioner and a Chief Planning Officer (CPO) for preparation of Plans.

The administrative set up of the District is shown below:

CHART-1



Chapter 2 Audit Frame-work

2.1 Scope of Audit

The District-based audit of Baramulla District involved a review of significant socio-economic developmental programmes implemented in the District from 2005-06 to 2010-11. The present review of the District includes an appraisal of social sector programmes relating to education and health, infrastructure development and provision of employment. This review also includes steps taken for development of various sectors and the associated expenditure thereof for which funds are received from Government of India or the State. It highlights the role and responsibility of District administration and sectoral officers in achievement of targets set under various programmes. Under the Social sector, Education, Health, Employment and Sanitation were reviewed, while under Economic sector, Road Connectivity, Water Supply, Power, Industries and Forest were reviewed. In addition, Police was taken up under General sector.

2.2 Audit objectives

The objectives of audit were to assess and evaluate the various measures taken by the Government for overall development of the District and also the role and responsibility of the District Administration in running of the programmes. The main focus was to assess whether.

- ✚ planning process for various programmes was adequate and effective;
- ✚ developmental programmes were implemented economically, efficiently and effectively and whether targets laid down were achieved;
- ✚ funds provided for various developmental works were available and had been utilized for specific purposes; and
- ✚ monitoring, reporting and evaluation mechanism was in place and was adequate.

2.3 Audit Criteria

Audit findings were evaluated against the following Criteria.

- ✚ District Annual plans
- ✚ Guidelines of the developmental schemes
- ✚ State Government rules and regulations
- ✚ Prescribed monitoring mechanism

2.4 Audit methodology

An entry conference was held (May 2011) with Deputy Commissioner, Baramulla and other district functionaries wherein audit objectives, methodology and scope of audit were discussed. Audit was conducted by reviewing the records of 24 implementing units out of 52 across various sectors. The data incorporated in the report was collected from various departmental offices at the district level and in lower formations. The findings brought out in the review include an on-the-spot assessment of developmental programmes in 68 schools, 35 health centres and 25 villages. An exit conference was held (August 2011) with the District Development Commissioner, Baramulla, who assured that suitable remedial action would be taken. The responses of the Departmental officers have been incorporated in the Report at appropriate places.

2.5 Acknowledgement

The Indian Audit & Accounts Department would like to record its appreciation for the cooperation extended by the district administration during the conduct of audit.

Chapter 3 Planning

District Policy and Planning

The Constitution of India (74th amendment) has mandated establishment of a District Planning Committee (DPC) to make the planning process inclusive and participative for the overall development of the district and satisfy the needs and aspirations of the community. 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 and use as a tool for effective planning for distribution of resources and monitoring their utilization. Due to non-enactment of the amendment by the State Legislature, a District Development Board (DDB) functions as a DPC, headed by a senior Cabinet Minister of the State as its Chairman, DDC as its Member Secretary, and departmental heads and MPs, MLAs and MLCs as its members. The DDB finalizes the annual plan of the district.

Audit findings

- It was seen that no perspective plan, considered to be a key parameter for development of the district for long term planning, was being formulated at the district level.
- The district plan was being formulated on the directions of the Planning and Development Department on the basis of sector-wise ceiling communicated by the Government which was being approved by the DDB.

The absence of perspective plan and integrated annual plans, based on inputs from stakeholders, has prevented identification of gaps in the availability of infrastructure, with the result the needs of the general masses particularly the weaker sections including SC/ST population could not be assessed or addressed.

Recommendations

- ✚ ***A District Planning Committee needs to be set up in accordance with the GOI guidelines for the preparation of holistic perspective plan/annual plans for the district based on inputs obtained from blocks, Panchayats and beneficiaries for reliable long term planning and overall development of the District.***

Chapter 4 Fund allocation

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 socio-economic and developmental programmes sponsored by Government of India and State Government. The position of allocation of funds in respect of major departments (including seven components under social sector, 20 departments under economic sector and one department under General sector) and expenditure booked thereagainst is detailed in the *Appendix-I*. The expenditure on social sector was ₹ 243.44 crore and on economic sector ₹ 853 crore. Within the social sector education received ₹ 111.05 crore (45 per cent) against which ₹ 107.37 crore had been spent during 2005-11. Under *Sarva Shiksha Abhiyan*, a flagship programme of the education department, funds allocated could not be utilized in full as ₹ 20.51 crore were lying unspent with the Chief Education Officer Baramulla as of 31 March 2011.

In respect of certain significant departments, the position of allocation and expenditure during 2005-11 reported and collected from departmental records was as under.

Table 1

(₹ in crore)

Name of the Department	Funds received	Expenditure incurred
Social Sector		
Chief Education officer Baramulla	111.05	107.37 (97)
Chief Medical Officer, Baramulla	99.37	98.85 (99)
Municipal Council, Baramulla	25.46	18.73 (74)
Total	235.88	224.95 (95)
Economic Sector		
Public works Department	145.61	142.86 (98)
Public health Engineering.	331.23	308.30 (93)
PMGSY	56.49	42.67 (76)
District forest officer Baramulla	26.45	25.62 (97)
Power Development Department	159.17	154.21 (97)
Total	718.95	673.66 (94)
General Sector		
Police	207.71	203.91 (98)

(Source: Departmental Records)

The percentage utilization of allotted funds was in the range of 74 to 99 in respect of the above Departments.

Audit Findings

- The total allocation of funds under all the components during 2005-11 and expenditure incurred thereagainst in respect of various sectoral offices/departments was not available with the Chief Planning Officer.
- In respect of major socio-economic programmes/schemes, the funds received by implementing agencies are shown as utilized as soon as they are released even though major portion of the released funds remained unutilized with lower level functionaries.

Following further points were also noticed.

The expenditure under different components/programmes is to be incurred uniformly throughout the year both for better decision-making and better controls over the expenditure. Rush of expenditure during the closing months of the financial year clearly indicates improper management of finances. Audit observed rush of expenditure ranging between 29 *per cent* to 40 *per cent* in respect of three Public Works Divisions and one Forest division primarily due to release of funds in the last quarter of the year as detailed below.

Table 2

(₹ in crore)

Year	Expenditure during the year	Expenditure during March	Percentage
2005-06	55.90	23.23	42
2006-07	63.65	14.95	23
2007-08	91.60	39.01	43
2008-09	94.66	35.58	38
2009-10	106.71	30.93	29
2010-11	96.84	38.71	40

(Source: Departmental Records)

It was further observed that, in respect of three sectoral offices, expenditure on administrative charges had been incurred far in excess of the expenditure incurred on developmental activities during the period 2005-06 to 2010-11. The Administrative expenditure incurred by these sectoral offices was in the range of 70 to 92 *per cent* of the total expenditure incurred during the period 2005-06 to 2010-11.

Table 3

(₹ in crore)

<i>Sectoral officer</i>	<i>Total expenditure</i>	<i>Administrative expenditure</i>	<i>Developmental expenditure</i>	<i>Percentage of Admn. Charges</i>
General Manager, DIC	16.07	12.27	3.80	76
Divisional forest officer, Baramulla	25.62	23.49	2.13	92
Executive-officer, MC Baramulla	18.73	13.15	5.58	70

(Source: Departmental Records)

Recommendations

- Efforts should be made to release funds as quickly as possible so that the expenditure is evenly spread throughout the year***
- The administrative expenditure needs to be reduced so that funds are available for actual developmental activities.***

Chapter 5 Social sector

In the Social sector, the Audit took up for review Education, Health and Municipal Council. The results of the review are discussed hereunder.

5.1 Education

Education is one of the most important indicators of social progress of a nation. Both the GOI and the State Government have been spending huge funds on increasing the enrolment and retention of children in schools, especially in the primary and elementary segments. Focus is also on an inclusive progress, with special attention to girls, SC/ST 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.

(i) Sarva Shiksha Abhiyan

The *Sarva Shiksha Abhiyan*, one of the flagship programmes of the Government of India, was launched (2000-01) by the GOI to universalize elementary education and ensure that all children complete five years of primary education by 2007 and eight years of elementary education by 2010. In the District, the programme was launched in the year 2002-03.

The main components of the scheme included opening of new primary schools, construction of additional class rooms and certain other facilities. The details of allocation of funds under the scheme and expenditure incurred thereagainst during 2005-11 are given in the table.

Table 4

(₹ in crore)

Year	Opening balance	Releases	Total	Expenditure	percentage utilization	Closing balance
2005-06	4.75	24.28	29.03	17.21	59	11.82
2006-07	11.82	40.93	52.75	38.04	72	14.71
2007-08	14.71	28.79	43.50	24.34	56	19.16
2008-09	19.16	18.85	38.01	25.06	66	12.95
2009-10	12.95	43.20	56.15	33.66	60	22.49
2010-11	22.49	53.50	75.99	55.47	73	20.52

(Source: Departmental figures)

As the table shows, the percentage utilization of funds witnessed fluctuations during the period 2005-11 ranging between 56 per cent in 2007-08 to 73 per cent in 2010-11. Poor utilization of funds led to swelling up of unspent balances from ₹ 11.82 crore during 2005-06 to ₹ 20.52 crore at the end of March 2011 and adversely affected the achievements of the scheme as discussed below. It was further observed in audit that amount booked as expenditure under the scheme reflected the funds released to Zonal

Education Officers/lower formations, which had mostly remained unutilized. This could be gauged by the fact that most of the funds released to ZEOs had remained unutilized at the end of each financial year resulting in accumulation of huge amount of unspent balances. The CEO Baramulla stated that less utilization of funds was due to slow progress in completion of works out of the released funds by ZEOs and steps would be taken to utilize the available funds.

Availability of Schools and enrolment

A review of status of schools viz-a-viz enrolment of students revealed that the number of schools in the District had increased from 1,273 in 2005-06 to 1,607 in 2010-11. While the number of primary schools had increased from 861 to 986, the enrolment of students in the primary schools had declined from 94,250 to 93,700 during the corresponding period. The fall in enrolment was noticed in nine out of 18 zones of the District with *percentage* fall ranging between nine *per cent* (Kunzar Zone) and 51 *per cent* (Fatehgarh zone). Though the enrolment in the upper primary level had marginally increased from 35,505 in 2005-06 to 42,488 in 2010-11 (20 *per cent*), yet the same had fallen in seven out of 18 zones ranging between two (Dangiwacha zone) *per cent* and 47 (Fatehgarh zone) *per cent* during 2005-11.

Table 5

Year	Category of schools	No. of schools	Total	No. of students enrolled	Total
2005-06	Primary	861	1273	94250	129755
	Upper primary	412		35505	
2006-07	Primary	864	1287	94829	136837
	Upper primary	423		42008	
2007-08	primary	825	1280	87756	129134
	Upper primary	455		41378	
2008-09	Primary	1012	1579	87646	131125
	Upper primary	567		43479	
2009-10	Primary	1020	1588	90765	132035
	Upper primary	568		41270	
2010-11	Primary	986	1607	93700	136188
	Upper primary	621		42488	

(Source: Departmental figures)

It was also seen that 909 primary schools (92 *per cent*) were having enrolment up to 60 and 345 upper primary schools (55 *per cent*) schools were having enrolment ranging up to 100 as depicted in the following table.

Table 6

(In number)

Range of enrollment	Primary schools	Upper primary
Zero	-	-
1- 20	328	12
21 to 60 students	581	178
61 to 100 students	55	155
101 to 140 students	17	80
141 to 220 students	5	82
221 to 300 students	-	56
More than 300 students	-	58
Total	986	621

(Source: Departmental figures)

Thus, the enrolment of students had not been watched against any bench mark to improve the enrolment figures. On being pointed out, CEO Baramulla attributed the decrease and fluctuating trend in enrolment to increasing tendency of people to move towards urban areas for settlement, detachment of schools to other zones/districts and establishment of private schools. The reply could be seen in light of the fact that the enrolment in certain zones had shown decreasing trend gradually during all the years from 2005-06 to 2010-11.

Infrastructure

Construction of new buildings for primary and middle schools, construction of additional classrooms, accommodation for Cluster Resource Centres (CRC's) and Block Resource Centres (BRCs) is one of the important interventions under SSA. Since the start of SSA, ₹ 70.02 crore had been released for improvement of infrastructure. Out of this, ₹ 67.22 crore had been spent during 2005-11. It was observed that targets fixed for completion of these works had not been fully achieved. The details of targets fixed for construction of new school buildings, classrooms etc., during the period 2002-11 under SSA are as under:

Table 7

Year	Target					Achievement				
	Schools	Addl. Class rooms	CRCs	BRCs	Middle Schools	Primary Schools	Addl. Class rooms	CRC's	BRC's	Middle Schools
2002-03	14	51	-	-	2	14	51	-	-	2
2003-04	104	85	5	5	-	104	85	5	5	-
2004-05	30	71	17	5	10	30	71	17	4	10
2005-06	52	-	34	-	13	52	-	34	-	13
2006-07	207	418	-	-	39	110	304	-	-	19
2007-08	155	-	-	-	-	80	-	-	-	-
2008-09	70	-	-	-	55	27	-	-	-	22
2009-10	32	351	-	-	-	-	9	-	-	-
2010-11	120	165	5	-	-	-	-	-	-	-
Total	784	1141	61	10	119	417	520	56	9	66

(Source: Departmental figures)

As per the SSA guidelines, the construction works were to be completed in two to six months. It was observed that out of 2,115 works taken up for execution during 2006-11, only 1,068 works had been completed and 974 works taken up for execution during 2006-11 were lying incomplete¹ (expenditure ₹ 23.46 crore²) at various stages of construction rendering the investment unfruitful. Further work on the construction of 73 buildings (24 primary/middle schools, 48 ACR's and 1 CRC) sanctioned between the period from 2006-11 had not been taken up at all. This indicated that there was slow progress with regard to the execution of works which delayed their completion. Furthermore, slow progress in construction works could be gauged by the fact that no new work of 152 primary schools and 516 ACR's taken up for execution during 2009-11 could be completed, except for nine ACR's completed during 2009-10.

The CEO, Baramulla attributed low achievement in completion of buildings to land disputes, non-availability of timber and absence of provision of head load charges in hilly areas.

Due to non-completion of infrastructure, 525 primary and upper primary schools (33 *per cent*) continued to operate in rented and tented accommodations at the end of March 2011, as given in the table.

Table 8

Category of School	No. of schools	Government	Rented	Pucca	Partially pucca	Kuccha	Tents Pre-Fabricated huts
Primary	986	539	447	612	214	48	6
Upper primary	621	538	69	374	144	11	3
Total	1607	1077	516	986	358	59	9

(Source: Departmental figures)

Out of a total of 1,607 primary/upper primary schools, 516 schools were still accommodated in rented buildings. Besides 358 (22 *per cent*) buildings were partially *pucca* and 59 buildings were *kuccha*. However, no assistance had been provided under SSA or otherwise for construction of new buildings to the schools that did not have *pucca* buildings of their own. Nine schools were without buildings and were accommodated in tents (pre-fabricated huts).

The fallout of the non-completion of the schools has been that two to three schools had been adjusted in six middle schools as tabulated below.

¹ Plinth level: 142; Lintel level: 242; Roof level: 109; Not been completed up to plinth; 481.

² Expenditure upto 2009-10 ₹ 23.46 crore, Figures for 2010-11 not available

Table 9

S. No	Name of the school where accommodated	Number of schools	Name of the schools
1	Middle School Kanul bagh	03	1) M/S Kanilbagh.2) P/S Sangri Colony.3) P/S Sangritop
2	Middle school, Naibasti	03	1) M/S Naibasti. 2) P/S jaded. 3) P/S Kanilibagh
3	Boys Middle school Benglobagh	05	1) M/S Benglobagh. 2) P/S Azad Ganj. 3) P/S Syed Karim
4	Middle School Jadeed	02	1) M/S Jadeed. 2) P/S faqirwani
5	Middle school Rajghat	03	1) M/SRajGhat (Girls). 2) M/SRajghat (Boys). 3) P/S Dastageer sahib
6	Middle school Ramgarh	02	1) GPS Jamia. 2) M/S Ramgarh

(Source: Departmental figures)



1) M/S Benglobagh. 2) P/S Azad Ganj. 3) P/S Syed Karim Housed in single building

Housing of a number of schools in one single building was bound to effect providing quality education to children due to interference of the activities undertaken by one school with the others.

Records showed that 10 school buildings were in bad condition and had been declared unsafe by the ZEO, Kunzar but the schools had continued to run in eight of the ten buildings thereby putting the safety of the children at risk. This indicated lack of interest on the part of the department in getting immediate repairs of the buildings done or to shift the schools to safer buildings. On being pointed out, the CEO stated that the case of major repairs had been submitted to higher authorities annually but no funds had been released. This should be seen in the backdrop of significant funds having remained unutilized under SSA as discussed in the foregoing paragraphs.



Unsafe building at Mulgam Kunzar

Availability of accommodation

As per the norms, there should be a classroom for every forty students in both primary and upper primary schools. It was seen that 702 primary and upper primary schools (44 per cent) were still having one or two classrooms. About 113 primary schools were accommodated in single classrooms and 511 primary schools were having only two classrooms. This indicated that construction of school buildings was not prioritized and that the department had failed to provide better accommodation for housing these schools before opening of new schools.

Table 10

Year	School category	Number of class rooms		
		One roomed	Two roomed	More than two
2010-11	Primary	113	511	362
	upper primary	-	78	537
	Total	113	589	899

(Source: Departmental figures)

It was also seen that there were about 203 schools with student class room ratio ranged between 56 and 67 for academic session 2010-11 which was higher than the norm fixed. Against the total enrolment of 51,965 students in the primary and upper primary classes in these schools, there were only 917 classrooms available to accommodate these students and required another 483 classrooms in accordance with the norms fixed. It was further seen in audit that for construction of additional classrooms land for the construction of classrooms was available in 114 (56 per cent) schools only.

Besides, there were 5,257 classrooms in the primary and upper primary schools in the District (2,312 classrooms available in 986 primary schools and 2,945 classrooms in 621 upper primary schools). Out of these classrooms, 2,443 classrooms were in good condition, but a major part thereof i.e. 2,814 (54 per cent) classrooms required major/minor repairs as detailed below. While 13 per cent of the total classrooms required major repairs, 40 per cent of those required minor repairs also.

Table 11

<i>School category</i>	<i>Good condition</i>	<i>Requiring minor repairs</i>	<i>Requiring major repairs</i>	<i>Total classrooms</i>
Primary	1092	977	243	2312
Upper primary	1351	1146	448	2945
Total	2443	2123	691	5257

Lack of Basic amenities

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 2002-11, ₹ 5.88 crore had been released to Chief Education Officer, Baramulla under SMG for improvement and maintenance of infrastructure out of which ₹ 4.72 crore had been spent. Despite ₹ 4.72 crore having been spent on creation and maintenance of infrastructure, there were still critical deficiencies in providing of basic amenities in the schools. A majority of the schools at the elementary level did not have the basic minimum amenities as detailed in the table below.

Table 12

<i>Category of schools</i>	<i>No. of schools</i>	<i>Common toilets*</i>	<i>Separate toilets*</i>	<i>Drinking water (tapped)</i>	<i>Electricity</i>	<i>Access ramps</i>	<i>Play ground</i>	<i>Boundary wall</i>	<i>Kitchen-shed</i>
Primary	986	299	58	543	18	33	81	67	421
Upper primary	621	267	117	431	30	106	175	44	180
Total	1607	566	175	974	48	139	256	111	601

(Source: Departmental figures) *The figure pertain to year 2009-10 as the figure for 2010-11 was not available with the Department

Out of 1,607 schools, toilet facility was available (2009-10) in 566 (35 per cent) schools only with separate toilet facility in 175 schools only (11 per cent). While drinking water (tapped) facility was available (2010-11) in 974 schools (61 per cent), electricity was available in 48 schools only (three per cent). Majority of the schools also lacked space for extra-curricular and physical activities. Playground was available in 256 schools (16 per cent) and only 111 schools (seven per cent) were having boundary walls.

To improve the situation, ₹ 25 lakh, (₹ nine lakh for electricity and ₹ 16 lakh for boundary walls) were exclusively released under SSA to zonal authorities during 2007-09 but the deficiency still persisted.

In 68 sampled primary and upper primary schools visited, toilet facility was not available in 42 (62 *per cent*) schools and separate toilet facility existed in 16 schools only. Drinking water facility was not available in 33 (49 *per cent*) schools and 56 (82 *per cent*) schools were not having boundary walls around school premises. While none of the 35 sampled primary schools had access ramps, it was present only in four upper primary schools. This indicated that basic facilities were not provided in all the schools.

Availability of teachers

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. By the end 2010-11, there were 1,36,926 students and 8,731 teachers at elementary level which places the teacher student ratio in the schools of the District at 1:16 as against the SSA norm of 1:40. Despite overall overstaffing it was further noticed that 98 out of 986 primary schools had only one teacher to run the school and 399 primary/upper primary schools were without a head teacher. This indicated improper deployment of teachers.

It was noticed that zones nearer to the District headquarters like Baramulla, Wagoora and Singhpora Kalan had teacher student ratio ranging between 1:12 and 1:13. In 108 schools in various other zones of the District the ratio was adverse requiring 166 additional teachers to conform to the required norm. Against the total enrolment of 27,868 students in these schools, there were 584 teachers available for imparting education to these students which translated into a ratio of 1:48 in the year 2010-11. On being pointed out, it was stated that steps were being taken to rationalize the staff and to provide head teachers to various schools.

The teacher student ratio in the 35 out of 68 sampled schools was in the range of 1:4 and 1:32 which was more than the norms fixed and indicated excess deployment of teachers in the schools.

Status of examinations/results

The data relating to overall pass percentage of students in different examinations during the period 2005-06 to 2010-11 was as under.

Table 13

(In number)

<i>Session</i>	<i>Number of students appearing in the 8th class examination</i>	<i>Number of students passing</i>	<i>Percentage of students passing</i>
2005	19698	15142	76
2006	14878	11651	78
2007	10695	8316	78
2008	10509	7744	74
2009	10474	7873	75
2010	11012	10106	92

(Source: Departmental figures)

As can be seen, pass percentages during the last five years had hovered in the range of 74 to 78 *per cent* with the exception of 2010-11 when 92 *per cent* pass was recorded. However, this fact was not reflected in the board examinations.

The fall in the percentage of students passing the matriculation examination was particularly alarming, having decreased from 61 *per cent* during 2005-06 to 45 *per cent* during 2010-11. The percentage of students passing 12th class examination was relatively encouraging having improved from 43 *per cent* in 2005-06 to 50 *per cent* in 2010-11 as tabulated below.

Table 14

<i>Session</i>	<i>Number of students appeared</i>	<i>Number of students passed</i>	<i>Percentage</i>	<i>Schools with pass percentage (1-33)</i>	<i>Schools with zero percentage</i>
<i>10th class results</i>					
2005	4098	2483	61.00	-	-
2006	4682	2130	45.49	-	-
2007	3281	1509	45.99	34	11
2008	3477	1672	48.08	36	4
2009	3295	1570	47.65	25	-
2010	4881	2217	45.42	38	3
<i>12th class results</i>					
2005	6858	2959	43.14		
2006	6918	3113	45.00	11	-
2007	5775	2401	41.58	12	-
2008	6615	3274	49.49	1	-
2009	6484	3171	48.90	-	-
2010	7728	3874	50.13	7	-

(Source: Departmental figures)

It was further noticed that although the Directorate of School Education had issued instructions (January 2010) to charge sheet and stop annual increments of head teachers of all schools that had registered lower than 33 *per cent* pass in the SSE results, no action

had been taken so far. It was also noticed that although head teachers of the schools that had registered poor results in HSS part-II exams were asked (March 2011) to explain their position for lack of supervision with regard to academics and laxity in control over the staff, no response from such head teachers were yet received.

Girl education

Education of girls in general and particularly of girls from the SC/ST/OBC categories is central to the efforts to universalize elementary education through *Sarva Shiksha Abhiyan* or 'Education for All'. A sustained gender-centric strategy has to be adopted to make education system responsive to the needs of girls through targeted interventions which should serve as a pull factor to enhance access and retention of girls in schools and also generate a community-demand for girl's education through training and mobilization.

The details of girls studying in the schools during the period 2005-11 are as under.

Table 15

	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11
Boniyar	994	978	281	248	242	215
Dangerpora	175	164	215	192	43	38
Dangiwacha	212	219	138	114	123	118
Kunzer	N/A	N/A	N/A	N/A	253	235
Pattan	1541	1107	628	556	221	203
Rohama	529	432	209	190	91	84
Singhpora P	N/A	N/A	N/A	N/A	148	141
Tangmarg	532	385	531	499	227	220
Uri	757	490	739	675	287	256
Wagoora	205	61	420	387	744	731
Total	4945	3836	3161	2861	2379	2241

(Source: Departmental figures)

As shown in the table above, except for Wagoora the number of girl students studying in other blocks had gone down considerably.

To facilitate retention of girls, ensure greater participation by them, develop and promote facilities, provide access to girls belonging to disadvantage groups like SC and ST and improve quality of education, the programme interventions included Girl's Education under Innovative Head, National Programme for Education of Girls at Elementary Level (NPEGEL) and Kasturba Gandhi Balika Vidayala (KGBV). In audit, KGBV was test-checked.

Kasturba Gandhi Balika Vidayala (KGBV)

Four KGBV schools were established at Boniyar, Jullah, Pattan and Sopore. KGBV Boniyar was established in 2006 while the others (Uri, Pattan and Sopore) in 2008. These residential schools were to be set up in areas having high concentration of tribal/SC/ OBC population with low female literacy. The students in these schools were to be provided

with free lodging, board and sports facility, materials for studies viz. free books, school bags and registers, stationeries and materials for personal use viz. clothes and shoes, in addition to monthly stipends of ₹ 50 per girl. These students were also to be provided with group insurance cover. The details/status of the four KGBV's established so far is given in the table.

Table 16

Zone	Year of start	Residential / Non-residential	Present Accommodation	Class wise enrollment			Enrolment (Social Category wise)				Building Status
				VI	VII	VIII	Others	ST	OBC	Total	
Boniyar (R)	2005-06	Non-residential	Rented	13	7	19	23	1	15	39	Roof level
Jullah (R)	2008-09	Residential	Rented	41	33	26	--	43	57	100	Finished Items Awaited
Pattan (R)	2008-09	Non-residential	Rented	20	22	24	66	-	-	66	Finished Items Awaited
Sopore (U)	2008-09	Non-residential	Rented	26	30	44	100	-	--	100	Not Taken up Land Identified
Total				100	92	113	189	44	72	305	

(Source: Departmental figures)

Three out of the four KGBV's established so far did not provide residential facilities to the students (which is one of the primary thrusts behind creation of these schools) since the building of none of the KGBV's had been completed so far. These schools functioned in rented accommodations. Besides, two out of the four schools viz. KGBV's at Boniyar and Pattan, had low enrolment of girl students. Due to non-availability of housing accommodations and low enrolment, most of the funds received under recurring and non-recurring grants aimed at providing better accommodation and residential facilities could not be utilized thereby depriving the students enrolled therein of the intended benefits and also discouraging upcoming students from joining these schools. It was also seen that out of the total release of ₹ 293.60 lakh, ₹ 188.37 lakh (64 per cent) had been spent up to the year 2010-11. Due to less utilization of funds, the unspent balances had burgeoned from ₹ 42.78 lakh during 2005-06 to ₹ 109.42 lakh during the year 2010-11.

Recommendations

- ✚ *Adequate infrastructure/amenities like toilets, separate toilets for girls, electricity, drinking water facilities, play ground, etc. should be provided at schools and school buildings lying incomplete need to be completed on priority.*
- ✚ *Programme funds should be efficiently utilized so that the objectives of the programme are realised.*
- ✚ *Deployment of teachers needs to be made in a balanced way as per norms for imparting of quality education and better results.*
- ✚ *All interventions aimed at promoting girl's education need to be implemented fully including establishment of KGBV's.*

(ii) Nutritional Support to primary and upper students under Mid Day Meal Scheme (MDMS)

MDMS was launched (September 2004) in the State by GOI with the objective of boosting *primary education* by increasing enrollment, retention and attendance of students in schools by way of providing mid day meals to the school going children. The scheme was extended (April 2005) to cover all the children up to class V in schools and EGS centers. To make up the requirement, the food grains are lifted from Food Corporation of India (FCI) godowns by 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, Baramulla to the CEO, Baramulla who in turn releases them to ZEOs for further disbursement to end-users.

Coverage of students

There was a shortfall in coverage of the students under Mid Day Meal scheme and the percentage of shortfall in coverage ranged between 6 and 32 *per cent* during 2005-11.

Table 17

Year	Enrolment	Roll Covered	Shortfall	Percentage
2005-06	129755	122421	7334	6
2006-07	136837	121399	15438	11
2007-08	129134	93505	35629	28
2008-09	131125	94805	36320	28
2009-10	132035	110807	21228	16
2010-11	136188	92242	43946	32

(Source: Departmental figures)

The main objective of the programmes was retention and improvement of the attendance of the students in the schools in the age group of 6 years to 14 years. However, it was noticed that that the objective of all children completing eight years of elementary education by the year 2011 could not be achieved as there were still a good number of boys who never joined school in the District and dropout still persisted though showing a decline over the last five years among age group of 6 years to 14 years as detailed in the following table.

Table 18

Year	Never enrolled			Drop outs (6-14)			Out of school		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
2006-07	4101	5707	9808	1310	3020	4330	5411	8727	14138
2007-08	994	960	1954	3651	3623	7274	4645	4583	9228
2008-09	902	779	1681	3414	3405	6819	4316	4186	8502
2009-10	753	727	1480	1999	2029	4028	2752	2756	5508
2010-11	674	663	1337	1878	1895	3773	2552	2558	5110

(Source: Departmental figures)

During 2005-11, ₹ 28.97 crore was released by Government as cooking cost, transportation of food grains, construction of kitchen-sheds, infrastructure for kitchens, cost of food grains and honorarium for cooks, etc. Test-check of records revealed that funds allotted under various components of the programme were not utilised in full. During 2005-11, against the released amount of ₹ 28.97 crore, an amount of ₹ 26.96 crore had been spent on various components of the scheme and ₹ 2.01 crore had remained unutilized.

The component-wise details of funds allotted under different components viz, cooking cost, kitchen infrastructure, kitchen-cum-store and transportation charges etc. and expenditure incurred against each during the last five years are as under.

Table 19

(₹ in crore)

Year	Target	2005-06		2006-07		2007-08		2008-09		2009-10		2010-11		Total	
		State	GOI	State	GOI	State	GOI	State	GOI	State	GOI	State	GOI	State	GOI
Cooking Cost	A	1.27	1.70	1.10	3.28	0.61	1.09	1.26	1.17	1.27	2.69	1.07	3.87	6.58	13.80
	E	1.27	1.70	0.98	3.28	0.61	1.09	1.26	1.17	1.27	1.80	1.01	3.02	6.40	12.06
Construction of kitchen store	A	-	-	-	-	-	-	-	2.47	1.97	-	1.05	--	3.02	2.47
	E	-	-	-	-	-	-	-	2.47	1.97	-	1.05	--	3.02	2.47
Kitchen infrastructure	A	-	-	-	-	-	-	-	0.64	0.25	-	--	--	0.25	0.64
	E	-	-	-	-	-	-	-	0.64	0.25	-	--	--	0.25	0.64
Transportation	A	-	-	-	-	-	-	-	-	0.14	-	-	0.22	0.14	0.22
	E	-	-	-	-	-	-	-	-	0.10.	-	-	0.18	0.10	0.18
Management monitoring and Evaluation	A	-	-	-	-	-	-	-	-	-	-	-	0.15	-	0.15
	E	-	-	-	-	-	-	-	-	-	-	-	0.14	-	0.14
Honorarium of cook-cum-helpers	A	-	-	-	-	-	-	-	-	-	-	0.26	0.59	0.26	0.59
	E	-	-	-	-	-	-	-	-	-	-	0.26	0.59	0.26	0.59
Cost of food grains	A	-	-	-	-	-	-	-	-	-	-	-	0.85	-	0.85
	E	-	-	-	-	-	-	-	-	-	-	-	0.85	-	0.85
Grand total	A	1.27	1.70	1.10	3.28	0.61	1.09	1.26	4.28	3.63	2.69	2.38	5.68	10.25	18.72
	E	1.27	1.70	0.98	3.28	0.61	1.09	1.26	4.28	3.59	1.80	2.32	4.78	10.03	16.93

(Source: Departmental figures)

As is clear from above the funds for the construction of kitchen-stores and related infrastructure had been released belatedly from 2008-09 onwards while as for other components of the scheme the same were released from 2009-10 onwards. The short utilization of funds to the extent of unspent balances was due to late release of funds and to availability of fewer number of working days during the past few years and as such adversely affected the implementation of the programme to that extent. The impact of the utilization of above funds is discussed in the succeeding paragraphs.

Allocation and consumption of food grains

The details of requirement of food grains as per the enrolment, quantity of food grains allotted and that consumed during the period 2005-11 was as under.

Table 20

(In quintals)

Year	Actual enrollment	Requirement of food grains	Roll Covered	Food grains		Consumption
				Allotted	lifted	
2005-06	129755	36427.43	122421	22961.89	24246.75	23750.72
2006-07	136837	15987.13	121399	16237.63	15516.70	14769.09
2007-08	129134	21565.37	93505	20516.45	14220.00	13607.81
2008-09	131125	21706.75	94805	18910.80	18698.71	18396.98
2009-10	132035	17862.35	110807	15822.75	15608.47	15350.01
2010-11	136188	34635.00	92242	26231.17	14781.95	14975.23
Total		148184.03		120680.69	103072.58	100849.84

(Source: Departmental figures)

Against the total requirement of 1,48,184.03 quintals of food grains during the period 2005-11, an allocation of 1,20,680.69 quintals was made for the department. However, the department could lift only 1,03,072.58 quintals and against this lifted quantity, the department could utilize 1,00,849.84 quintals only. This implied that either mid-day-meal was not provided to all the eligible students or students were not provided with cooked food on all working days.

Cooking cost

From July 2006 onwards, the cooking cost was to be paid @ ₹ 2.00 (₹ 1.50 by the GOI and ₹ 0.50 by the State Government) per child per day. The rates were revised w.e.f. 1-4-2010, wherein cooking cost was to be paid @ ₹ 2.96 for primary classes and @ ₹ 4.03 per child per day for upper primary classes. Based on the enrolment figures furnished by the Department, an amount of ₹ 30.67 crore was required as cooking cost for covering the District as a whole during the period 2005-11. It was, however, seen that ₹ 20.38 crore only were released by the State/GOI during the last six years to meet the cost of cooking charges. Against the released amount, the Department was able to utilise ₹ 18.46 crore as detailed in the table given below:

Table 21

(₹ in crore)

Year	Cost of cooking due			Funds released			Expenditure		
	GOI	State	Total	GOI	State	Total	GOI	State	Total
2005-06	5.46	1.82	7.28	1.70	1.27	2.97	1.70	1.27	2.97
2006-07	2.40	0.80	3.20	3.28	1.10	4.38	3.28	0.98	4.26
2007-08	4.31	1.08	5.39	1.09	0.61	1.70	1.09	0.61	1.70
2008-09	3.79	0.95	4.74	1.17	1.26	2.43	1.17	1.26	2.43
2009-10	3.09	0.77	3.86	2.69	1.27	3.96	1.80	1.27	3.07
2010-11	3.87	1.27	5.14	3.87	1.07	4.94	3.02	1.01	4.03
Total	22.92	6.69	29.61	13.80	6.58	20.38	12.06	6.40	18.46

(Source: Departmental figures)

This implied that all eligible students were not provided with the cooked food on all school days as envisaged under the programme.

On being pointed out, it was stated that funds could not be utilized in full due to lesser number of working days available during the last few years.

Construction of Kitchen-cum-store

Under the MDM scheme guidelines, kitchens were required to be made available at each school for providing meals to the students. Out of 1,607 schools in the District, kitchen sheds were made available in only 625 (39 per cent) schools.

Apart from kitchen sheds, providing of kitchen devices (utensils) and drinking water facility for serving cooked food to students was also provided under the guidelines. While no funds for construction of kitchen-cum-stores in the schools were released during 2004-08, ₹ 5.49 crore were released by the GOI/State Government for the purpose during 2008-11. The kitchen-sheds were to be constructed at the rate of ₹ 0.60 lakh and at the rate of ₹ 1.42 lakh per kitchen-shed during 2008-09 and 2009-11, respectively. With the released amount, 625 kitchen sheds were constructed during 2008-11. Still a huge deficiency of kitchen sheds existed in the schools as detailed below.

Table 22

Type of institution	No of schools	Without kitchen facility		Without drinking water facility	
		Number	Percentage	Number	Percentage
Primary	986	565	57	443	45
Middle	621	441	71	190	31
Total	1607	1006	62	633	39

(Source: Departmental figures)



1,006 (62 per cent) schools were without kitchen sheds facility and 633 (39 per cent) schools without any drinking water facility. The meals were being prepared in class rooms and open spaces, exposing the children to health hazards and disturbing regular classes. On being pointed out, it was stated that the schools without kitchen sheds and

drinking water would be taken up in due course of time and utensils would be provided when funds for same were received.

In 68 sampled primary and upper primary schools, kitchen facility was available in 35 schools (13 primary and 22 upper primary) and in 12 (five primary and seven upper primaries) schools there were insufficient utensils to serve meals to the students. It was stated that in respect of the schools where kitchen facility was not available, food was being cooked in separate rooms identified for the purpose or by cooks with their own arrangements. The quality of food was being checked by school management committees and occasionally by authorized monitoring committees. Besides, ingredients were being arranged by incharge teacher of MDM. The reply was not acceptable as cooking of food in separate rooms was bound to affect imparting of quality education to children in view of the shortage of accommodation in most of the schools.

Out of total number of 1,607 schools in the District, tap water supply was available in 974 schools only and 633 schools were having unhygienic water facility through hand pumps (44 schools), wells (119 schools) and other means (470 schools). This showed the apathy of the District administration in providing basic amenities to the students in the schools.

Recommendations

-  ***Efforts should be made to provide mid-day meals to all enrolled students.***
-  ***Gaps in critical areas of kitchen shed and safe drinking water facilities need to be prioritized for expeditious completion.***

5.2 Health

Health Department at the District level is controlled by Chief Medical Officer (CMO), Baramulla functioning under the State Health and Family Welfare Department. The CMO is responsible for providing health care services to the people of the District through a network of one district hospital, six community health centres (CHC), 33 primary health centres (PHC) and 128 sub-centres (SC). 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 DDC and the executive body is headed by the Chief Medical Officer.

NRHM was launched in April 2005 by GOI throughout the country for providing integrated health-care services to the rural population, especially the poor and vulnerable sections of the society. The objectives of the Mission, to be achieved during the period 2005-12, are as follows.

- provision of accessible, affordable, accountable and reliable health-care facilities in the rural areas;
- involving community in planning and monitoring;
- reduction in child and maternal mortality and total fertility rate for population stabilisation;
- prevention and control of communicable and non-communicable diseases, including locally endemic diseases;
- revitalizing local health traditions and mainstreaming AYUSH and
- promotion of healthy life styles.

The Mission aims to bridge the gaps in rural health-care through increased community ownership, decentralization of the programmes, inter-sectoral convergence and improved primary health-care. It further envisages increasing expenditure on health, with a focus on primary health-care, from the level of 0.9 *per cent* of GDP (1999) to two to three *per cent* of GDP over the Mission period (2005-2012). Jammu and Kashmir is one of the 'high focus' States under the Mission.

Planning

NRHM occupies the central position so far as the 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. Accordingly, a five-year perspective plan was to be prepared by the DHS for the District based on perspective plans for the blocks which in turn were to be prepared on the basis of perspective plans for the villages. The perspective plan was to be based on annual action plans for the villages, blocks and the district. Annual action plans were to be based on baseline surveys of the health care facilities, existing and required, to be conducted through local community action by involving ASHAs, AWWs and ANMs. An authentic database was to be maintained and a mechanism was to be developed for ensuring reliability of the data surveyed so that the same could be utilized for future planning.

It was seen in audit that no perspective or annual action plans had been prepared nor a database developed as envisaged in the Programme. A District Health Action Plan had been prepared in 2007-08 by engaging a private firm which had defeated one of the key objectives of community involvement.

Community participation and involvement

To provide qualitative services in the health centres with community participation in planning, implementation and monitoring of programmes, an effective management system in the shape of *Rogi Kalyan Samitis (RKS)* at all the health centres up to PHC level was to be constituted with representation from legislature, health officials, SC's/ST's/OBC's/minorities, NGO's, etc. Likewise, 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/OBCs and minorities, etc.

In audit it was noticed that community participation in planning, implementation and monitoring had not been ensured. Scrutiny of records revealed that 584 VHSCs and 43 RKSs framed did not have adequate representation from NGOs/SC/ST/OBCs, etc. Existing VHSCs were not functional as untied grant of Rs.10,000 for each VHSC had not been released and only 59 out of 584 VHSCs (10 per cent) had been given requisite VHSC training so far. Monitoring committees had not conducted any community interaction through public hearings and public dialogues. The CMO stated that VHSCs could not be made functional due to non-release of untied grants and meager allotments for trainings and that public hearings/debates for more community involvement would be held in future.

Infrastructure

As per the GOI guidelines, there should be one CHC for every 1,00,000 (80,000 for hilly and tribal areas) population, one PHC for every 25,000 (20,000 for hilly and tribal areas) population, one SC for a population of 4,000 (3,000 for hilly and tribal areas).

Against the requirement of 13 CHCs, 52 PHCs and 254 SCs in the District, six CHCs, 33 PHCs and 128 SCs existed and the shortfall was seven CHCs, 19 PHCs and 126 SCs as of March 2011.

Table 23

Particulars	District Hospital	Community health centre	Public health centre	Sub-centre
Requirement of health centres as per norms	1	13	52	254
Existing health centres ending 3/2011	1	6	33	128
Shortage	-	7	19	126

(Source: Departmental figures)

It was seen in audit that work on construction of 47 health centres had been undertaken during 2006-11 out of which 17 health centres had been completed so far. Work on remaining 30 health centres was in progress as of March 2011.

First referral unit

For strengthening maternal health services, CHCs were required to provide 24x7 emergency services and comprehensive obstetric care including caesarean section and blood storage facility. Besides, it was imperative for the CHCs to have specialist's services including gynaecologists, anaesthetists, general surgeons, paediatricians, etc.

It was seen in audit that caesarean services were not available in the sampled four (out of six) CHCs (Chandoosa, Uri, Kreeri, and Pattan) as there were no regular gynaecologists or obstetricians posted in these health centres. Only normal delivery cases were being attended to. Blood storage facility had also not been made available at three out of four audited CHCs. On regular basis, Longitudinal Sectional Caesarean Surgery (LSCS) was being done at MCH (Maternal and Child Health) Sopore only. Some LSCS cases had been done at Tangmarg, Uri and Kreeri CHC's during 2010-11 with the available staff as detailed in the table. But all the CHCs were without specialist services, particularly those of a gynaecologist and an obstetrician and without required staff nurses. As such, these CHC's could not be upgraded to Indian Public Health Standards as First Referral Unit (FRU) for providing obstetric care and for carrying out LSCS surgeries. The details of LSCS conducted at the sampled seven Health Centres during 2009-11 were as under:

Table 24

Institution	2009-10	2010-11
DH Baramulla	871	1099
MCH Sopore	190	296
CHC Tangmarg	-	53
CHC Uri	41	21
CHC Kreeri	-	15
CHC Pattan	8	-
CHC Chandoosa	-	-
Total	1110	1484

(Source: Departmental figures)

Out of the total number of 1,110 and 1,484 LSCS surgeries carried out during the year 2009-10 and 2010-11 respectively, 871 (78 per cent) and 1,099 (74 per cent) cases of LSCS had been done at District Hospital alone.

This indicated that CHCs in the District were not equipped with requisite infrastructure and manpower to conduct LSCS on a regular basis. Blood storage facility was available in three out of six CHCs but the blood banks were not fully functional.

Status of infrastructure

Certain guaranteed services were to be provided at each of the health centres as per the norms of Indian Public health Standards (IPHS). However, many of these health centres lacked basic minimum facilities and the critical gaps in infrastructure had not been filled. This could be seen from the details collected from the sampled health centres checked in audit as given in table.

Table 25

<i>Particulars</i>	<i>Sub-centres</i>	<i>PHC's</i>	<i>CHC's</i>
Number of the health centres checked	20	11	4
Centres housed in private buildings	17	2	-
Buildings in bad condition	18	3	1
Poor cleanliness	18	1	1
Citizens charter not displayed	20	7	1
Complaint box not maintained	20	8	2
Separate utility for men and women	17	3	3
Operation theatre not existing	-	4	1
Labour room not present	19	5	-
Separate male and female wards not present	-	4	1
No waiting rooms	-	10	2
No provision for water supply	19	1	-
No provision for water storage	20	1	-
No sewerage facilities	-	6	3
No bio-waste disposal facility	20	10	4
No electricity	20	1	-
No stand- by power	20	5	-
No telephone facility	-	8	2
No computers.	-	8	2
No accommodation facility for staff	20	10	4

(Source: Departmental figures)

From the above, it is seen that while the facilities/guaranteed services were existing partially at the CHCs, in majority of SCs/PHCs many facilities/ guaranteed services were not being provided.



Sub-centre Agrikalan (Pattan) housed in shops



Sub-centre Dhani Suden (Uri) housed in shop



Sub Centre Pheli Pora full of cracks

Manpower

To provide quality health services to patients at health centres, it is imperative for the health centres to have sufficient and requisite manpower. For the CHCs to be up-graded as FRU to the level of Indian Public Health Standard (IPHS), every CHC is required to have availability of specialists' services. Besides, to provide health care services on 24x7 basis, every PHC has to be adequately equipped with medical and paramedical staff. In District Baramulla, there are six CHCs and 33 PHCs. As per norms, every SC ought to have two Auxiliary Nursing Mid-Wife (ANM), every PHC; two medical officers and three staff nurses and every CHC seven specialists. It was seen in audit that these health centres were running with deficient staff as detailed below.

Table 26

Category	Sanctioned posts			In-position			Vacant			Percentage
	General	NRHM	Total	General	NRHM	Total	General	NRHM	Total	
Specialists	79	3	82	26	1	27	53	2	55	67
Assistant Surgeons	231	23	254	156	21	177	75	2	77	30
Dental surgeons	43	-	43	39	-	39	04	-	4	09
ISM* Doctors	-	30	30	-	27	27	-	3	3	10
Paramedical staff	1670	255	1925	1290	117	1407	380	138	518	27

(Source: Departmental figures) * (Indian System of Medicines)

Critical deficiency of specialists and Assistant Surgeons in the District health centres meant that the CHCs could not be upgraded as FRUs nor PHCs as 24x7 health care provider as per IPHS.

The position of manpower in sampled health centres is indicated in the following table.

Table 27

Particulars	Total number of cases	Percentage of the total number audited
<i>Sub-centers</i>		20
Without two ANM's	20	100
Without one regular ANM	-	-
Without one MPW	11	55
<i>Primary Health Centre</i>		11
Without a medical officer(allopathic)	1	9
Without an <i>AYUSH</i> medical officer	6	55
Without any medical officer	1	9
Without three staff nurses	10	90
Without one staff nurse	4	36
Without nursing mid wife	9	82
Without a lab. Technician	1	9
<i>Community health centre</i>		4
Without a general Physician	1	25
Without a general surgeon	1	25
Without an obstetrician and gynaecologist	4	100
Without a paediatrician	4	100
Without an anaesthetist	1	25
Without nine staff nurses	4	100
Without one staff nurse	-	-
Without a radiologist	2	50

(Source: Departmental figures)

Due to shortage of required staff in the range of nine to 100 *per cent*, these health centres could not provide services on 24x7 bases nor could they be upgraded as per IPHS. The CMO stated that steps were being taken to improve infrastructure facilities in the health centres and manpower was also being engaged under NRHM to support the health centres.

Engagement of ASHAs

Under the NRHM, one trained Accredited Social Health Activists (ASHA) per 1,000 souls is to be provided in each village to act as an interface between the community and the public health system. The job of ASHA includes mobilization of children for vaccination, promoting institutional deliveries and antenatal checkups, etc. ASHAs are to be paid out of the funds provided under Immunization and *Janani Suraksha Yojna* on the basis of number of immunizations, institutional deliveries, etc. brought about by them.

It was noticed that against the requirement of 1,016 ASHAs, 986 ASHAs were engaged in the District. 783 AHSAs had been imparted training in Module-I while 793 ASHAs in module II to IV and 775 ASHAs in module-V. Besides, drug-kits had been provided to 750 ASHAs. Audit further noted that the performance of ASHAs in the District was below par.

Maternal Health

Maternal health care includes registration of all pregnant women before they attain 12 weeks of pregnancy and providing them with necessary services and medicines like iron and folic acid tablets, vitamin supplements and tetanus-toxide at appropriate time. The important services include antenatal care, institutional delivery, post natal care and referral services. The position of pregnant women registered, and those provided with health care facilities during 2005-11 is tabulated hereunder:

Table 28

Year	No. of registered pregnant women	checkups received by pregnant women	In number (<i>per cent</i>)	
			No. of women given TT doses	No. of women given IFA tablets
2005-06	23,814	10,752 (45)	19,746 (83)	5,700 (24)
2006-07	22,363	11,236 (50)	17,432 (78)	5,520 (25)
2007-08	21,503	10,098 (47)	15,902 (74)	5,601 (26)
2008-09	17,240	9,410 (55)	14,069 (82)	4,786 (28)
2009-10	17,322	9,111 (53)	13,118 (76)	4,204 (24)
2010-11	29,079	11,009 (38)	21,182 (73)	6,404 (22)
<i>Total</i>	<i>1,31,321</i>	<i>61,616</i>	<i>1,01,449</i>	<i>32,215</i>

(Source: Departmental figures)

From the above, it would be seen that the number of registered pregnant women decreased during the period from 2005-06 to 2009-10 but increased during 2010-11. However, all the pregnant women did not receive requisite antenatal checkups at different intervals during pregnancy. There was a considerable decrease in the number of pregnant women receiving fourth antenatal checkups during pregnancy from the stage of registration to final stage. Similarly, two doses of tetanus toxoid have been prescribed for all pregnant women to immunise the mother and neonates from tetanus. It was observed that tetanus toxoid dose had also not been given to all the registered women. While 74 to 83 *per cent* pregnant women were given T.T. doses, 22 to 28 *per cent* of them had been provided IFA tablets during 2005-11. The CMO attributed the shortfall to under-performance of ASHAs who are responsible for motivating pregnant women to attend health centers for antenatal checkups and institutional deliveries. It was, however, stated that steps would be taken to involve more and more women for antenatal checkups for quality services.

Institutional delivery

To ensure safe deliveries and avoid maternal and neonatal deaths, NRHM envisages implementation of *Janani Suraksha Yojna*. Under the *yojna*, pregnant women preferring institutional deliveries are to be provided cash assistance at the time of delivery for meeting expenses at the health institution. The cash assistance is also to be provided to ASHA for motivating pregnant women towards institutional deliveries and accompanying them for antenatal checkups during pregnancy and staying with them at the time of delivery and providing BCG vaccination to the new born. The position of institutional deliveries and payments made to the beneficiaries during 2005-11 is given in the table.

Table 29

Year	Registered pregnant women	Institutional deliveries		Home Deliveries	beneficiaries paid (Institutional deliveries)	Beneficiaries Paid (home deliveries)
		Target	Achievement			
2005-06	23,814	23,814	10,752	4,396	380	-
2006-07	22,363	22,363	11,236	3,993	786	-
2007-08	21,503	21,503	10,098	3,255	1,341	387
2008-09	17,240	17,240	9,410	3,236	863	564
2009-10	17,322	17,322	9,111	2,758	8,098	409
2010-11	29,079	21,224	9,687	1,609	10,397	165
Total	1,31,321	1,23,466	60,294	19,247	21,865	1,525

(Source: Departmental figures)

As can be seen out of 1,31,321 pregnant women registered during the year 2005-06 to 2010-11, only 60,294 opted for institutional deliveries and compensation was paid in 21865 cases. Shortfall in the number of institutional deliveries could be attributed to the health centres viz CHCs/PHCs not providing requisite facilities for institutional deliveries. Out of 33 PHCs only 11 PHCs had the facility of 24x7 delivery services. The non-availability of delivery services was mainly due to shortage of man-power and non-availability of labour room at all the PHCs. The CMO stated that the number of institutional deliveries would increase as and when CHCs/PHCs would be provided with more infrastructural facilities and requisite manpower.

Spacing methods

Family planning aims at controlling total fertility rate and providing spacing methods to improve couple protection ratio to achieve the goal of population stabilization and small families. Terminal methods of family planning include vasectomy for male and tubectomy for female. At the district level no targets had been fixed for these terminal methods. However, the details of achievements under various spacing methods adopted during 2005-11 were as under.

Table 30

Year	Vasectomy	Tubectomy	Laparoscopy	Oral pills	IUD insertions	Distribution of condoms
2005-06	43	1,300	0	1,031	3,421	50,277
2006-07	21	1,005	0	9,112	3,420	60,978
2007-08	43	453	0	15,380	3,004	61,876
2008-09	12	335	0	21,249	3,406	1,21,336
2009-10	22	804	0	17,107	2,214	1,48,484
2010-11	5	495	5	18,628	2,232	1,15,383
Total	146	4,392	5	82,507	17,697	5,58,334

(Source: Departmental figures)

During 2005-11, the proportion of vasectomy to the total sterilisation was only three *per cent*. Against 4,543 sterilizations conducted during 2005-11, 146 accounted for male sterilizations and 4,397 for female sterilizations. This was an indication of gender imbalance under the programme. The situation had not improved even after the launch of non-scalpel vasectomy under NRHM. Laparoscopic tubectomy which is preferred over conventional tubectomy was introduced in the District during 2010-11 when five cases were performed. Oral pills, condoms and intra-uterine device insertions were the prevailing methods of spacing for family planning. The use of these spacing methods was on a lower side, and among the total number of such spacing methods, about 85 *per cent* cases accounted for condom alone, 12 *per cent* for oral pills and rest three *per cent* for IUD insertions.

Immunization and child health

Strengthening of services to improve child survival requires administration of different vaccines and providing doses of vitamin 'A' against various preventable diseases. Following were the details of administration of different vaccines and providing of doses of vitamin 'A' during the period 2005-11.

Table 31

Year	Target for complete immunization	Up to one year	Above one and half year (DPT/OPV booster)	Above five years (DT only)	Above ten years (TT only)	Above sixteen years (TT only)
2005-06	38,181	39,817 (104)	26,510 (69)	21,808 (57)	13,208 (35)	7,474 (20)
2006-07	37,979	35,324 (93)	27,421 (72)	16,138 (42)	11,470 (30)	7,738 (20)
2007-08	29,120	35,304 (121)	26,252 (90)	20,027 (69)	12,180 (42)	16,762 (58)
2008-09	31,383	25,853 (82)	21,711 (69)	14,414 (46)	8,614 (30)	14,414 (46)
2009-10	27,701	22,956 (83)	18,512 (67)	25,663 (93)	10,452 (38)	9,336 (34)
2010-11	29,595	20,810 (70)	20,401 (70)	23,369 (79)	11,287 (38)	8,460 (29)

(Source: Departmental figures)

The achievement with regard to complete immunization including BCG, DPT, OPV of children in the age group of above one and half year was in the range of 69 to 93 *per cent* during the last six years. However, the shortfall in respect of secondary immunization was seven to 58 *per cent* for DT (in respect of five years age group), 58 to 70 *per cent* for TT (for 10 years age group) and 42 to 80 *per cent* for TT for 16 years age group. The shortfall in immunization resulted in incidence of vaccine preventable infant and child diseases on regular basis during 2005-11. Incidence of whooping cough, measles, acute respiratory infections for children less than five years of age and diarrhoea were reported in the District during the period as given in the table.

Table 32

Year	Whooping cough	Measles	ARI for less than five years infant	Diarrhoea
2005-06	98	42	864	824
2006-07	93	38	752	783
2007-08	84	31	786	791
2008-09	72	66	711	723
2009-10	61	291	523	548
2010-11	-	7,000	2,806	1,945

(Source: Departmental figures)

Evidently, there had been regular incidence of infant diseases in the District during 2005-11; particularly the number of measles cases had shown an increasing trend contradicting the achievements shown to have been made under the immunisation programme as given in the table:

Table 33

Year	Target for administration of vitamin 'A'	Actual achievement	
		1 st dose	2 nd dose to fifth dose
2005-06	39,817	39,817	20,236
2006-07	35,324	35,324	36,507
2007-08	35,304	35,304	22,629
2008-09	25,853	25,853	18,101
2009-10	22,956	22,956	57,710
2010-11	29,079	19,881	48,257

(Source: Departmental figures)

The achievement in respect of first dose administration of vitamin 'A' was 100 *per cent* while achievement in respect of the 2nd to 5th dose administration was in the range of 50 to 100 *per cent* during 2005-11.

No new case of pulse polio was, however, detected in the District during 2005-11 which was encouraging.

The immunization programme was to be supported by an effective and efficient cold chain system for transportation, storage and delivery of vaccines to point of utilization. However, none of the audited CHCs was seen to have the complete set of cold chain maintenance equipments.

Table 34

Equipment	(Out of four audited CHCs)
Walk-in-coolers	1
Ice lined freezers	4
Refrigerators	4
Walk in freezers	-
Deep freezers	3

(Source: Departmental figures)

Lack of adequate cold chain storage facility meant that lifesaving drugs could prove fatal to children in the event of expiry due to exposure to higher temperature than prescribed.

National programme for control of blindness

The National Programme for Control of Blindness aimed to reduce prevalence of blindness cases to 0.8 per cent by 2007 through increased cataract surgery, eye screening in schools and free distribution of spectacles to children, collection of donated eyes and creation of eye banks and strengthening of infrastructure by way of supply of equipment and training of eye surgeons and nurses. During 2005-11, the number of cataract surgeries conducted in the District was in the range of 156 and 847 which worked out to 17 to 86 per lakh of population. This was much lower than the desired level of 600 catops per lakh of population per annum envisaged in the Mission guidelines. The shortfall in conducting the catops against the targeted population during 2005-11 was in the range of 86 to 97 percent as given in the table.

Table 35

Year	Estimated population	Target	Achievement	Shortfall
2005-06	9,50,087	5,700	156	5,544(97)
2006-07	9,78,589	5,871	781	5,090(86)
2007-08	10,07,941	6,048	609	5,439(90)
2008-09	10,38,184	6,229	482	5,747(92)
2009-10	10,56,059	6,336	701	5,635(89)
2010-11	10,15,503	6,093	847	5,246(86)

(Source: Departmental figures)

The low performance in catops was due to non-availability of eye surgeons. Against the sanctioned strength of two eye surgeons, only one eye surgeon was posted in the District Hospital, Baramulla. The CMO, Baramulla stated that targets could not be achieved due

to non-availability of eye surgeons at the health centers. However, action taken to get more surgeons posted to the District was not intimated.

During 2005-11, 158 teachers of the District were shown to have been trained, 8,622 students were examined and 747 cases of refractive errors corrected in schools and 514 spectacles distributed free amongst the affected children. No eye bank had been established in the District so far.

Recommendation

- + *The District level authorities particularly District Health Society ought to take steps to survey and identify gaps in health care infrastructure and facilities so that the District and lower level plans are formulated on more realistic basis.***
- + *Steps need to be taken to provide requisite infrastructure and basic amenities like electricity, standby power, drinking water facility, proper accommodation facility for patients and for staff for ensuring improvement in quality of health services to all health centre up to SC level.***
- + *Services of ASHAs need to be revived to ensure their effective participation through assured earnings.***
- + *Maternal health programmes need to be implemented comprehensively with focus on components like registration, antenatal checkups, postnatal checkups, immunization and administering of vaccines, IFA tablets, etc.***
- + *The District needs to increase male participation in use of family planning methods which is almost negligible at present. In the absence of Panchayati Raj institutions, the District needs to establish village health and sanitation committees for effective community participation.***

5.3 Water Supply

Public Health Engineering Department is responsible for providing safe drinking water facilities to the people through implementation of various water supply schemes (WSS) funded by GOI and the State Government. Accelerated Rural Water Supply Programme (ARWSP), District Plan Schemes, etc. that aim to provide potable drinking water to all rural areas were reviewed in audit. Significant findings noticed are discussed below.

Planning

With a view to having a reliable and efficient water management system in the District, formulation of a composite perspective plan covering all programmes is essential so that the schemes are taken up for execution in a phased manner and prioritized for optimizing results and outcomes.

It was, however, seen that no such mechanism was in place in the District. Instead, the WSS were identified by the Sectoral Officers as per the local demands and approved by

the DDB for execution by the two³ PHE divisions in the District. Audit of the sector showed that instead of completing the ongoing schemes first, the department took up new schemes within a limited budget. As a result, many WSS remained incomplete for periods longer than envisaged, leading to cost and time over-runs and denial of intended benefits to the inhabitants as discussed below:

Implementation

Records showed that out of 958 habitations identified in the District for providing drinking water facilities, 66 habitations had been fully covered, 768 habitations covered partially and 124 habitations had not been covered at all as of 31 March 2006. To provide potable water to the left-over habitations, in addition to 72 schemes that were in progress at the beginning of 2006-07, 137 schemes were taken up in the District during 2006-11.

However, despite spending ₹ 128.83 crore during 2005-11, the Department was able to complete only 25 schemes leaving 184 schemes incomplete as of March 2011. A comparative position of the progress during 2006-11 is given in the table.

Table 36

(In number)

<i>As on</i>	<i>Not covered</i>	<i>Partially covered</i>	<i>Fully covered</i>
1 April 2006	124	768	66
31 March 2011	56	569	333

(Source: Departmental records)

The habitations fully covered had shown encouraging outcome during the period and the habitations not covered had decreased from 12.9 *per cent* to 5.84 *per cent*.

Water scenario

Various programmes were undertaken with the objectives of ensuring coverage to all habitations, especially those without any access to safe drinking water, ensuring sustainability of the systems and sources, and preserving the quality of water.

The significant audit findings are discussed below.

Implementation

In all, 72 schemes were in progress in the two executing divisions of the District at the beginning of the review period. The divisions took up 137 more schemes during 2006-11. Out of the schemes aggregating 209, only 25 schemes had been completed during the review period leaving 184 schemes in progress at the close of March 2011 which showed that the works in progress had shown a phenomenal increase of about 156 *per cent* over the period.

³ Baramulla and Sopore

On this being pointed out, the Executive Engineers (EE) of the divisions stated that the works had been executed to the extent of availability of funds. Initiation of new schemes while there were many schemes-in-progress, without proper assessment of overall funds' requirement, was indicative of faulty planning. It was noticed that due to faulty planning 49 schemes due for completion within two to three years, on which ₹ 71.69 crore had been spent, had suffered time overruns ranging between two and 12 years.

Test-check of records of the Executive Engineers, Public Health Engineering Department showed that without ensuring that the land (s) where the water sources were to be developed were free from encumbrances, the EEs had taken up seven schemes for execution. Unplanned execution in this manner had rendered an investment of ₹ 2.62 crore unfruitful as detailed below:

Table 37

Name of the WSS Scheme	Date of start/ completion	Estimated Cost	Expenditure ending March 2011	Remarks
		(₹ in lakh)		
Dangerpora	2007-08/ 2008-09	95.00	69.00	Forest clearance not obtained due to which Service Reservoir/filtration plant not taken up.
Zamzam pora	2007-08/ 2009-10	144.00	78.55	Forest clearance not obtained due to which Service Reservoir/filtration plant not taken up.
Branwari	2007-08/ 2008-09	45.00	19.22	Source dispute between two villages
Dardpora Zaloor	2004-05/ 2009-10	61.13/ 132.00 (Rev)	58.05	Source dispute between two villages. Matter sub-judice.
Charhar	2004-05/ 2004-05	10.00	3.57	Funding stopped by the GOI under Kandi Area Dev Programme.
Marbal	2004-05/ 2004-05	4.00	3.58	Short allotment of funds.
Sadipora, Dangerpora	2007-08/ 2009-10	110.00	30.05	Source dispute. Released funds advanced to procurement agencies.
Total			262.02	

(Source: Departmental records)

The ARWSP norms prescribe four hours' duration of water supply per day. It was seen in audit that though the schemes were in operation, yet 72 villages had not been able to get adequate water as per ARWSP norms from these schemes indicating that the schemes were not fully functional. Due to the poor functioning of these schemes, the Department had to provide potable water to the affected villages through tankers as detailed in the table.

Table 38

<i>Periodicity</i>	<i>No. of Villages</i>	<i>Percentage</i>
Once a day	11	15.27
Once in 2 days	15	20.83
Once in week	19	26.38
Twice in a week	27	37.50
Total	72	

(Source: Departmental figures)

An expenditure of ₹ 3.86 crore had been incurred by the Department during 2005-11 on this account. It was also seen that the spending on tanker service had almost doubled during the review period from ₹ 45 lakh in 2005-06 to ₹ 83.50 lakh in 2009-11. This was attributed by the EEs to low voltage which had adversely affected the lifting of water by pumps and rapid increase in population/emergence of new colonies.

Swajaldhara

Swajaldhara is a national level water supply scheme that seeks to put in place a people-oriented, decentralized and demand-driven water management regime. A village level water supply committee (VLWSC), responsible for generating a scheme for its village and implementing it, is the cornerstone of *Swajaldhara*. To this end, the scheme aims at utilizing *Panchyati Raj Institutions* across the country, empowering them in the process. Under the scheme, the GOI provides 90 per cent of the funds' requirement of the water supply schemes; the *panchayat* arranges the balance 10 per cent through contributions from the inhabitants.

During the period of review, the District Water Sanitation Committee (DWSC) had formulated and submitted 16 Water Supply Schemes at an estimated cost of ₹ 1.85 crore to the Chairman DWSC for administrative and financial approvals. Against the said proposal, ₹ 77.93 lakh had been released to the executing divisions for ten schemes (*Appendix-II*) by the GOI through DC, Baramulla.

It was seen in audit that out of this only one scheme (Nowabadi Mohalla) had been completed. The amount of ₹ 31.70 lakh released for two schemes ⁴ had been deposited (March 2006) in a bank in contravention of the circular instructions (November 2005) of the State Government thereby blocking the investment. The work on the remaining seven⁵ schemes had not been completed due to non-receipt of the contribution from the *panchayats*. On being pointed out, the EE, PHE Division, Sopore stated that the works could not be taken up due to non-deposition of community share by village.

⁴ Panzalpora and Kharpora

⁵ Phaiwar, Yemberzalwari, Muqam Shahid Mir, Banyari (ST), Gulabwari Naidkhai, Malikpora Madwan, Pehlipora Nesbal.

Water quality monitoring and surveillance

Water quality monitoring and surveillance was to be institutionalized and a 'Catchment Area Approach' adopted by involving grass root level educational and technical institutions in establishing water quality laboratories to carry out preliminary water testing. However, no testing laboratory had been established in the District as of March 2011. A testing laboratory though constructed (March 2009) by PHE Division, Baramulla at a cost of ₹ 9.26 lakh was not functional as of June 2011 due to non-availability of the testing equipment for which ₹ 3.75 lakh had been advanced to the EE, M&P Division, Srinagar. On being pointed out, the EE stated that the agency concerned had been reminded but the equipment had not been supplied yet.

Outstanding Water Tax

The position of water tax recoverable from the consumers for the period from 2007-08 to 2010-11 is as under:

Table 39

	(₹ in lakh)			
Year	2007-08	2008-09	2009-10	2010-11
Opening Balance	256.74	288.99	342.78	401.66
Assessment during the year	102.71	125.59	129.41	134.91
Total	359.45	414.58	472.19	536.57
Realization during the year.	70.46	71.80	70.53	75.78
Balance	288.99	342.78	401.66	460.79

(Source: Departmental figures)

As can be seen from the table, the recoverable amount had increased from ₹ 2.57 crore at the end of March 2007 to ₹ 4.61 crore at the end of the financial year 2010-11 showing that proper recovery mechanism was not in place in the divisions. The EE, PHE Division, Sopore stated that the division had framed a Task Force for collection of outstanding water tax. The EE, PHE, Baramulla did not reply to the audit observation.

Recommendations

- ✚ *Perspective plans should be formulated so that water supply schemes are taken up for execution in a phased manner.*
- ✚ *The schemes should be prioritized keeping in consideration the availability of funds so as to avoid delays in completion thereby avoiding time overrun, cost overrun and the risk of obsolescence.*
- ✚ *Proper mechanism needs to be established at the divisional level for recovery of outstanding dues.*

5.4 Municipal Council Baramulla

Municipal Council, Baramulla established in 1935 with a jurisdictional area of 15 sq km, spread over 21 wards, is tasked with providing basic amenities like construction and maintenance of lanes and drains, sanitation and public health, collection and maintenance of waste/garbage, regulation and control of building activities within its limits and collection of fee and taxes. To fulfil these objectives, the Council was to develop and work on long-term planning process, based on comprehensive survey of the entire area under its jurisdiction, work out existing infrastructure and identify thrust areas for overall growth of municipal area and establish a strong monitoring mechanism. No such long-term plan through preparation of perspective plan had been formulated for development of the entire council area by involving local community. With the result, the council could not overcome deficiencies in critical areas.

Utilization of funds

The position of funds available with the Council and expenditure incurred thereagainst as worked out from the monthly accounts of the Council during the period 2005-11 was as under.

Table 40

(₹ In lakh)

Year	Opening Balance	Funds received			Normal revenue	Total availability	Expenditure	Closing balance	Percentage Utilization
		State funds	Central funds	Local assistance					
2005-06	51.27	124.79	51.73	10.47	66.81	305.07	269.99	35.08	88.50
2006-07	35.08	136.41	16.02	16.78	202.76	407.05	254.71	152.34	62.57
2007-08	152.34	152.51	25.33	18.50	61.27	409.95	264.81	145.14	64.59
2008-09	145.14	213.61	26.49	2.67	42.77	430.68	257.16	173.52	59.71
2009-10	173.52	98.85	114.56	20.59	55.32	462.84	316.58	146.26	68.40
2010-11	146.26	197.57	125.03	15.30	46.51	530.67	509.55	21.12	96.00

(Source: Departmental figures)

The funds available with the Council had not been utilized in full during 2005-11. The overall percentage utilization of funds available with council was in the range of 60 per cent to 96 per cent. The Council Authorities attributed under-utilization of funds to non-availability of sufficient engineering staff in the Council which in turn adversely affected the progress of developmental schemes.

It was further seen that, expenditure on establishment of the Corporation was in the range of 48 to 78 per cent which was higher than the prescribed limit of 33 per cent provided in the Council Act.

Table 41

(₹ In lakh)

Year	Total expenditure	Expenditure on establishment	Other charges	Works expenditure
2005-06	269.99	130.36 (48)	38.05 (14)	101.59 (38)
2006-07	254.71	161.84 (64)	17.83 (7)	75.04 (29)
2007-08	264.81	178.31 (67)	15.47 (6)	71.03 (27)
2008-09	257.16	200.30 (78)	17.43 (7)	39.42 (15)
2009-10	316.58	232.18 (73)	14.56 (5)	69.84 (22)
2010-11	509.55	276.84 (54)	32.10 (6)	200.55 (40)

(Source: Departmental figures)

Utilization of funds on establishment in excess of the norms prescribed in the Municipal Act 2000 also impacted the developmental works adversely.

Submission of utilization certificates and reconciliation

Audit observed that neither had the utilization certificates been submitted by Council against the grant of ₹ 3.59 crore received during the period 2005-11 nor had it conducted periodical reconciliation of grants with the grant releasing authorities during 2005-11. The Council had not maintained basic records viz, trial balances, ledgers/journals but instead monthly account of receipts and expenditure was being prepared and forwarded to local fund audit cell. Besides, it had not worked out the balances under different funds for reconciliation annually. The Executive Officer, MC, Baramulla stated that periodical reconciliations could not be conducted due to non-availability of trained manpower.

Municipal receipts

As per the Municipal Council Act 2000, the Council was to make itself a self-financing body by creating and expanding its sources of revenue earnings by devising and evolving an efficient mechanism for levy and collection of rent/taxes on different trades, professions. It was, however, seen in audit that revenue realization had decreased by 30 percent from ₹ 66.81 lakh during 2005-06 to ₹ 46.51 lakh during 2010-11.

Some of the shortcomings noticed in the levy and collection of revenue were as under.

Trade/professional tax

The Council was to levy trade/professional tax from traders/professionals conducting business within its jurisdiction. In all, 1921 traders/professionals were enlisted with the Council who were to pay trade/professional tax. The Council had not reviewed the process of registration or conducted survey to enlist the new traders/professionals so far. As a result actual number of traders/professionals had remained static over the review period. Further, against the total realizable amount of ₹ 17.29 lakh @ ₹ 150/per annum during 2005-11, the Council had managed to realize only ₹ 10.15 lakh from the traders

constituting just 59 *per cent* of the amount due for recovery. This was indicative of the poor recovery mechanism in the Council.

Entry fee

Under the MC Act of 2000, Municipal Council Baramulla has been charging entry fee from commercial vehicles entering its jurisdiction. The Council had set up check-posts which were auctioned yearly to fetch revenue. Audit scrutiny of the records revealed that the auctioneers selected during 2005-10 had breached the terms and conditions of the NITs and had not paid the auctioned amount in full to the Council resulting in non-realization of ₹ 30.43 lakh during 2005-10. The Director Local Bodies, Kashmir had directed (April 2010) the Council authorities to recover the outstanding amount as land revenue arrears from the contractors engaged during the previous years and also to take up the matter with the DDC and police authorities. No action had however been taken so far.

On being pointed out, Executive Officer MC Baramulla stated (June 2011) that the recovery process had been initiated.

Building permission fee

As per the MC Act, the construction works, whether residential or commercial, are to be got approved before execution by the Board/Committee authorized by the Council and building permission fee as fixed is to be remitted to the Government account. All the constructions without such approval and without deposition of building permission fee are deemed unauthorized and not permitted to be constructed. The year-wise details of residential and commercial building permissions granted by the Council and fees realized therefrom are as under.

Table 42

Year	Number of residential cases approved	Number of commercial cases approved	Revenue realized
2005-06	NA	NA	8,38,646
2006-07	209	26	9,97,132
2007-08	149	14	10,37,735
2008-09	101	23	3,88,227
2009-10	49	11	7,43,802
2010-11	79	21	5,20,120

(Source: Departmental figures)

It was however noticed that there were no records/data maintained regarding actual constructions, residential and commercial, executed within the jurisdiction of the Council to keep a watch over illegal constructions in the Council area.

With the increase in population, the number of households and constructions, residential as well as commercial, is expected to increase at progressively higher yearly growth rate. It was however noticed that the number of cases for seeking building permissions had decreased from 209 cases during 2006-07 to 79 cases during 2010-11. Likewise the number of cases seeking permission for construction of shops and commercial establishments had also recorded a decline (26 to 21 during 2006-11). This had resulted in decline of revenue during the period. The Council had not attempted to investigate the falling trend or possibilities of illegal constructions.

On being pointed out, it was stated that the monitoring and recovery process had been given top priority now particularly with the expansion of town limits which was on cards.

Outstanding rent

Rent from Council assets (393 shops, 12 godowns and 35 rooms/flats), recoverable from the allottees, had got accumulated to ₹ 55.72 lakh at the close of March 2011 as given in the table.

Table 43

Number of shops/ rooms etc	Number of years for which outstanding	Amount of rent outstanding (₹)
214	Up to 2 years	5,28,379
118	2 to 5 years	26,87,932
56	5 to 10 years	14,21,232
22	10 to 15 years	9,34,937
Total		55,72,480

(Source: Departmental figures)

As can be seen, the rent against the allottees was outstanding from the period ranging between one year and 15 years. This indicated that the process of rent collection had not been given due attention. The Executive Officer, MC, Baramulla, in reply, stated that the outstanding rent against the defaulters had been given due care and recovery process had been started. The reply may be seen in light of the fact that non-recovery of the outstanding amount has result into loss to the Council.

Health Activities

As per the provision of Food Adulteration Act and rules made thereunder, it is essential to conduct frequent inspection of units dealing with manufacture, storage or sale of food articles. Food Inspectors are required to lift food samples for analysis to detect any adulteration in the food items and take action against defaulters as warranted under rules including seizure of stocks. It was noticed in audit that no such inspection of units had been conducted and also no sample had been lifted up to the year 2008. During the year 2009, only three samples (branded items) were collected which as per the reports of Public Analyst were found conforming to the legal standards. During the year 2010-11,

nine samples were collected, out of which one sample collected had been found to be misbranded. Action with regard to initiating court proceeding had not been intimated against the defaulting vendor so far. Lifting of insignificant number of samples to exercise watch/check over the sale and consumption of adulterated food was indicative of perfunctory approach of the Council towards this critical activity. The Executive Officer, MC, Baramulla stated (June 2011) that the process of lifting samples had been geared up and effective drive launched for monitoring edible items.

Disposal of Municipal waste

As per the Municipal Solid Wastes (Management and Handling) Rules, 2000, every municipal authority is responsible for collection, storage, segregation, transportation, processing and disposal of municipal wastes within its territorial area.

The Baramulla Municipal Council collects about 1,900 MT's of municipal waste daily in 21 municipal wards from various collection points and carries the same to dumping site at jetty about 8 kms from Council premises. The Audit, upon site inspection, noticed that the waste had been kept open at the dumping site without any provision for handling and disposal in accordance with the rules whereunder these wastes were to be treated scientifically so as to avoid any threat to human life and surrounding area. The dumping site was an open area without any walling. It was further observed that waste collection points were open and no dustbins, containers and dumper placer vehicles had been provided to the Council ending 2009-10. About 67 containers and a dumper placer vehicle were provided to the Council during 2010-11. The Council was still in need of another 50 containers to fill the gap and cover the areas where solid collection points existed in open. Besides, a single dumper placer was not sufficient for lifting all the containers on daily basis as dumper placer was making five trips daily on an average to the dumping site for carriage of containers. The Council was in need of additional two dumper placers for lifting of containers on regular basis.

Besides, the Council had only 147 sweepers for the purpose of sweeping the entire municipal area and due to insufficient staff, most of the areas remained unattended. These unattended areas were being cleaned once a week by combination of beats/wards. Another 150 sweepers were required to attend to all the areas regularly.

As per the Solid (Waste Management and Handling) Rules 2000, storage facilities for wastes were to be established and maintained in such a way that they would not create unhygienic and insanitary conditions for which quality of waste generated and population etc. was to be taken into consideration. For this purpose, storage bins of different colours for different types of wastes were to be kept i.e., green for biodegradable wastes, white for recyclable wastes and black for other wastes. However, no provision for such storage facilities existed in the town. Proper management of waste also require the use of covered vehicles for transportation of wastes as the same should not be visible to public and

exposed to open environment. The Council was not equipped with such facilities and waste was being transported in uncovered vehicles.



View of Municipal waste at Baramulla Town



Waste loading vehicle without cover in Baramulla Town



Waste in middle of town

Developmental works

A check of the records relating to developmental works undertaken by the Council in the District revealed the following.

- ✓ Based on a survey conducted by the Municipal authorities during 2005-06, 22 localities/*mohallas* spread in 21 wards of the Council were declared as slum areas with a total population of 41,426 having 1,921 households. Out of these 1,921 households, houses of 1,249 required up-gradation and rest 672 households were homeless. This included 65 *per cent* below poverty line families. Total length of lanes in these areas was 9,908 sq m. out of which 5,828 sq m were undeveloped. Likewise, 1,562 running metre of drains (out of 2,031 running metre) drains in these areas were undeveloped. To provide assistance to homeless people, a fresh survey was conducted in 2009-10 in which 626 beneficiaries were identified for assistance under Integrated Housing Slum Development Programme. An amount of ₹ 233.40 lakh had been paid as assistance to these beneficiaries so far. An amount of ₹ 294.02 lakh had been spent on the developmental works including lanes and drains in these areas under different schemes. However, development/improvement made with the amount so spent and present status of infrastructure facilities in these areas was not available. The works had been taken up for execution under different schemes on the basis of yearly plans approved by Directorate, Local bodies without formulation of perspective plans in consultation with local representatives.

- ✓ Before 1990, the Council had a slaughterhouse at Azad Gunj, Baramulla but it had got damaged in a fire accident. Since then the Council was without any slaughterhouse. For scientific and hygienic slaughtering of animals and better slaughter waste management and pollution control, a mini slaughterhouse was constructed by PWD (R&B) during the year 2005-06 at a cost of ₹ 9.81 lakh. The Municipal authorities were requested (July 2006) to take over the possession of the slaughterhouse but could not do so owing to some incompleteness in the building which had not been addressed by the PWD despite repeated reminders (March 2010). It was also observed that the butchers were reluctant to use the slaughterhouse as it was at Drangbal, two-five km away from the town. The Council was, therefore, without an abattoir and slaughtering of animals was being allowed in open spaces in unhygienic ways posing threat to civic health and environment. While admitting the non-availability of a slaughterhouse, the Executive Officer, MC, Baramulla stated (June 2011) that a proposal for construction of the same on modern technology had been submitted to higher authorities. However, the fate of the existing abattoir lying idle since last seven years was not explained.
- ✓ Despite rapid growth in traffic over the years, the District did not have an earmarked parking area near the commercial centre. During 2003, it was decided to acquire a piece of land measuring one *kanal* and 11 *marla* for construction of parking place-cum-mini shops. Notification to this effect was issued by Collector, Land Acquisition in February 2003. An amount of ₹ 9.50 lakh were advanced (July 2005) to the Collector for disbursement to landowners. However, landowners filed (May 2003) a petition before the Hon'ble High Court against the notification. As such the land earmarked for parking could not be acquired. ₹ 9.50 lakh deposited with the Collector Land Acquisition had thus remained blocked for more than five years. It was stated that the case was subjudice. However, to cater the need, a fresh proposal for acquisition of four *kanals* of land near DC's office was under consideration of the Government.
- ✓ The old town area falling within the Council premises is densely populated and highly congested. Evidently, people face a lot of problems while performing social, cultural and religious functions and gatherings. To address this problem, construction of a Community Hall building was approved (2006-07) for the Council in the old town area at Azad Gunj at an approved cost of ₹ 19.77 lakh under "Integrated Development of Medium Town" scheme. Perusal of records available with the Council revealed that the work had been allotted (August 2007) to M/s Nazir contractors at a cost of ₹ 18.07 lakh. The said work completed (November 2008) at a cost of ₹ 18.02 lakh had not been put to any use since its completion. Physical visit of the hall revealed that building sanitary, electric and cooking facilities had not been provided in the building so

far with the result the building could not be utilized for intended benefits of the local community. Non-usage of the community hall also deprived the Council of the revenue it would have fetched.



Recommendations

- ✚ *Municipal Council Baramulla should establish various civic amenities such as town hall, abattoir, parking, public conveniences, etc. in the District through better planning and better manpower and revenue management. Available manpower should be deployed effectively for optimizing realizations from rents, rates and taxes.*

6 Economic Sector

6.1 Road connectivity

Road connectivity is an important sector of the economy of a place. Though efforts had been made to provide road connectivity to all areas of the District, yet a sizable number of villages/patties (80) out of 648 villages/ patties of the District were still to be connected. During 2005-11, ₹ 194.86 crore had been spent on the road sector, and road connectivity in the District as on 2006-07 was 2,058.54 km which after carving out the areas falling under newly created District of Bandipora was 1,829.27 km. The road length so worked out for the Baramulla District had, in fact, increased to 1,948.43 km ending March 2011 as detailed in the table.

Table 44

Nature of road	Road Length (In Km.)	
	2006-07	2010-11
Macadam.	65.50	76.00
Black topped	512.10	718.06
Metalled/remetalled	814.39	712.57
Shingled/ solling	202.84	175.85
Fair weather	182.83	181.31
Jeepable	4.25	10.00
Bridle	47.36	74.64
Total	1829.27	1948.43

(Source: Departmental figures)

Most of the areas in the District are semi-hilly and mountainous and experience heavy snow and require all-weather connectivity through black topping. It was, however, seen that black-topped roads constituted 41 *per cent* (794.06 km) of the total road length in the District.

The performance of the Department with regard to targets and achievements of road connectivity for the period 2005-11 was as under.

Table 45

Targets / achievements	Black topped	WBM-I to III Grade	Bridges and culverts	Pipe culverts	R/B walls	Drains	Earth work	Fair Weather	Laying of pipes
Target	416.13	780.37	420	631	24353	37401	224118	19.77	4131
Achievement	385.32	1077.08	451	367	23848	43055	225509	32.06	5345

(Source: Departmental figures)

Though the achievements in respect of various components of road connectivity for the period 2005-06 to 2010-11 were higher than the targets fixed, there was a considerable shortfall in the completion of works taken up for construction of new roads and up-gradation of existing roads under different schemes as detailed below.

Table 46

RIDF	Number of schemes taken up	Approved cost (₹ In crore)			Expenditure (₹ In crore)			Number of works completed
		State share	NABARD	Total	State share	NABARD	Total	
RIDF-IX	19	4.92	19.69	24.61	4.59	18.95	23.54	14
RIDF-XI	19	5.82	23.30	29.12	2.48	23.30	25.78	14
RIDF XII	22	9.08	36.30	45.38	1.69	28.68	30.37	6
Total	60	19.82	79.29	99.11	8.76	70.93	79.69	34
RIDF XIII	3	0.22	2.03	2.25	0.06	1.79	1.85	0
RIDF XIV	29	3.11	28.05	31.16	0.76	18.24	19.00	7
RIDF XV	12	2.76	24.90	27.66	0.001	11.06	11.06	0
RIDF XVI	22	6.07	54.61	60.68	0.00	2.62	2.62	0
RIDF XIII (state sector)	8	1.53	13.73	15.26	0.04	11.13	11.17	1
Total	134	33.51	202.61	236.12	9.63	115.77	125.39	42
District Sector schemes	108	57.90	-	57.90	20.49	-	20.49	29

(Source: Departmental figures)

During 2005-11, 134 works had been taken up for execution under NABARD assistance at an approved cost of ₹ 236.12 crore. Against this, ₹ 125.39 crore had been spent ending March 2011 and 42 works/schemes had been completed. Further, 60 works taken up for execution under RIDF-IX to XII during the period 2005-06 and 2006-07 at a cost of ₹ 99.11 crore were required to be completed within three years by the year 2009-10, but only 34 works had been completed so far at a cost of ₹ 79.69 crore. Non-completion of these works could be attributed to non-release of adequate State-share. Against the approved state share of ₹ 19.82 crore, ₹ 8.76 crore (44 per cent) had been released up to the year 2010-11.

Likewise under district sector, out of 108 roads taken up for execution during 2005-11 at an estimated cost of ₹ 57.90 crore, only 29 schemes (27 per cent) had been completed at a cost of ₹ 6.45 crore. On these schemes, ₹ 20.49 crore had been booked as expenditure up to the year 2010-11. This indicated that the thrust had been placed on inclusion of new schemes for up-gradation/construction of roads and not on completion of ongoing schemes which was indicative of poor planning. On being pointed out, the Superintending Engineer PWD (R&B), Baramulla stated (June 2011) that more 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.

Scrutiny of records of the Executive Engineer, PWD (R&B) Division, Baramulla revealed that 17 works had been taken up for up-gradation under NABARD up to the year 2006-07 at an estimated cost of ₹ 25.05 crore against which an amount of ₹ 22.29 crore had been released and spent up to the year 2010-11. Out of these 17 schemes, proposed to be completed in three years, only 12 had been completed by the end of year 2010-11. In addition, seven new roads were taken up during the period at an estimated

cost of ₹ 8.59 crore with targeted road length of 30.25 km out of which only two works covering a road length of 6.25 km had been completed despite spending ₹ 6.59 crore thereon up to 2010-11. It was seen in audit that though loan component under NABARD for these works had been released in full the state share had not been released in full. The Executive Engineer, R&B Division, Baramulla also attributed the non-completion of works to paucity of funds.

Under the District sector, 31 road works were taken up for upgradation up to the year 2006-07 at an estimated cost of ₹ 18.69 crore on which ₹ 7.82 crore had been spent up to the year 2010-11 and only nine works had been completed and closed at a cost of ₹ 1.36 crore. Besides, out of 10 new road works taken up for construction at an estimated cost of ₹ 3.17 crore under district sector up to 2006-07, ₹ 1.01 crore had been expended but only five works had been completed up to 2010-11 after incurring an expenditure of ₹ 0.57 crore.

It was seen in audit that most of the schemes started up to the year 2006-07 had not been completed up to 2010-11. The Executive Engineer (EE), R&B Division, Baramulla, stated (June 2011) that funds allotted for district sector schemes were too meagre to complete the works and led to the lingering of the schemes instead of their completion.

To ensure smooth execution of construction works and completion of road to the targeted lengths in all respects, proper survey is a pre-requisite and it is also to be ascertained that the land coming under the proposed roads is free from all encumbrances. Audit observed that five works had been taken up for execution without adhering to basics and had been held up due to land disputes and for want of clearance by the Forest Department as per the details given in the table below:

Table 47

(₹ In lakh)

Name of the work	Road length	Year	Estimated cost	Expenditure	Status of work/Remarks
Shrakwari zig – khaitengan	4.00	06-07	121.36	21.76	Abandoned as land was not available.
Hudpora Veernar road	1.50	06-07	61.74	49.40	Land dispute beyond 0.70 km
Zandifar to Guriwan road	8.00	06-07	243.52	194.82	U/p beyond 4 km. dense forests
Malpora to wanseeran	3.00	08-09	99.89	16.50	Deferred due to forest dispute
Inner links at heevan	4.00	-do-	115.36	33.96	Deferred due to forest dispute
Total			641.87	316.44	

(Source: Departmental figures)

Taking up of works before acquisition of land from the land-owners/Forest Department had rendered the amount of ₹ 3.16 crore spent thereon unfruitful.

It was seen in audit that work on the construction of two⁶ roads was taken up during 2006-07 at an estimated cost of ₹ 1.83 crore. However, works could not be completed due to land disputes at sites as the land owners whose land was coming under the road alignment did not allow construction of the said roads. After having executed some WBM grade work and drainage work up to Km 1st, no further work could be executed at site and as such the expenditure of ₹ 71.16 lakh incurred on these works proved unproductive. Likewise, three works taken up during the period 2006-09 at an estimated cost of ₹ 4.59 crore could also not be completed due to forest disputes though an expenditure of ₹ 2.45 crore had been spent on these schemes up to the end of 2009-10.

On being pointed out, the EE, R&B Division, Baramulla stated that the schemes had to be deferred due to objections by land owners, however, local representatives/MLA's were being approached to settle the disputes. Regarding works held up for forest disputes, it was stated that the matter had been taken up with the Forest Department for settlement of the issue and efforts were on to restart the works.

Pradhan Mantri Gram Sadak Yojna

Pradhan Mantri Gram Sadak Yojna (PMGSY) was introduced by Government of India for providing road connectivity to rural areas. The *Yojna* emphasized provision of all-weather roads for socio-economic uplift of the rural habitations. As per the Core Network new connectivity priority list, 181 roads were identified in the District under the *yojna* which would connect about 246 unconnected habitations. Audit scrutiny of the records revealed that 56 works/schemes under different phases (phase 3 to 6) had been taken up for execution in the District for providing new connectivity of 193.85 km of road length. An amount of ₹ 130.29 crore had been allotted for these works against which ₹ 48.84 crore had been spent up to the end 2010-11. The financial and physical status of the works executed during different phases was under.

Table 48

(Length in Kms and amount in crore)

Phase	Road-works taken up		Allotted cost	Works completed			On-going works			Cumulative achievements	
	No.	Length		No.	Length	Expd.	No.	Length	Expd.	Length	Expd.
Phase 3 rd	11	67.45	21.73	5	26.80	6.78	6	30.80	7.52	57.60	14.30
Phase 4 th	7	19.50	3.58	6	15.00	1.21	1	3.95	1.71	18.95	2.92
Phase 5 th	3	4.00	2.40	-	-	-	3	3.60	0.73	3.60	0.73
Phase 6 th	33	92.20	96.71	10	19.55	5.88	23	48.20	22.52	67.75	28.40
-do- (Upgradation)	2	10.70	5.87	-	-	--	2	-	2.49	-	2.49
Total	56	193.85	130.29	21	61.35	13.87	35	86.55	34.97	147.90	48.84
Phase 7 th	4	-	4.58	-	-	-	-	-	-	-	-
Total	60	193.85	134.87	21	61.35	13.87	35	86.55	34.97	147.90	48.84

(Source: Departmental figures)

⁶ Shrakwari zig to Khaitengan and Hudpora Veernar

The works taken up for execution under PMGSY were to be completed between eight and eighteen months. Audit scrutiny of the records revealed that 56 works/schemes aimed at providing road connectivity to sixty unconnected habitations with a cumulative length of 193.85 km, were taken up for execution during April 2006 to October 2010. It was however seen that of these, only 21 works with a total road length of 61.35 km had been completed up to fair-weather level ending March 2011 after spending ₹ 13.87 crore thereon. These works had been completed with delays of more than nine months. It was further observed by Audit that while 21 works had been completed at a cost of ₹ 13.87 crore, five works taken up for execution during August 2007 to March 2010 had not been completed due to forest disputes at site, settlement of disputes relating to land compensation or contractors renegeing on their contracts. The expenditure incurred on these works amounting to ₹ 3.27 crore could not therefore prove productive. Besides, work on 28 schemes taken up at an allotted cost of ₹ 85.32 crore and started between July 2005 and March 2010 and stipulated to be completed by December 2010 were still incomplete with time overrun of five months to five years with an expenditure of ₹ 21.72 crore.

To facilitate smooth execution of works/schemes and their completion on due dates, the contractors were provided with machinery and mobilization advances. An amount of ₹ seven crore had been paid as advance to the contractors in respect of twenty works, out of which ₹ 3.24 crore had been recovered so far and only five works had been completed. Besides, delay in completion of the works resulted in cost overrun of ₹ 1.15 crore in respect of three schemes. In addition, another four works were allotted during the year 2010-11, under phase 7th of the *yojna*. This indicates that stress had been laid on taking up of more and more schemes instead of ensuring completion of already existing schemes. Out of targeted 60 habitations to be covered, only 50 habitations had been connected so far. In all, out of 260 unconnected habitations as identified under the programme, only 50 habitations had been connected so far. The Executive Engineer, PMGSY Division, Baramulla attributed the delay in completion of works to involvement of forest and private land coming under various road alignments.

To provide compensation of land to the lawful owners whose land came under the identified roads, the Executive Engineer had advanced ₹ 16.08 crore to different Land Acquisition Officers (LAOs) during 2007-11 as detailed in the following table.

Table 49

(₹ in lakh)

Year	Addl. Deputy commissioner Baramulla	Sub-Divisional Magistrate Uri	Sub-Divisional Magistrate Sopore	Sub-Divisional Magistrate Bandipora	Total
2007-08	69.50	213.50	0.00	17.00	300.00
2008-09	500.00	0.00	0.00	0.00	500.00
2009-10	0.00	300.00	0.00	8.00	308.00
2010-11	0.00	500.00	0.00	0.00	500.00
Total	569.50	1013.50	0.00	25.00	1608.00

(Source: Departmental figures)

Out of the advanced amount, the LAOs had furnished red account for payment of compensation of private land for ₹ 2.36 crore only so far. Records revealed that these LAOs had not completed the acquisition proceedings in full and only a part payment had been made in respect of some of the cases with the result the land-owners were reluctant to part with their land and did not allow to execute the works on the schemes. This was proving to be a big hurdle in completion of most of the works which were held up for want of payment of compensation on account of land to lawful owners. The Executive Engineer stated in reply that the issue was under active consideration and effective steps were underway to get the revenue documents mutated.

Recommendations:

- ✦ *Better planning in terms of prioritization of works; mobilisation of resources and early land settlements and clearances are required to prevent wastages and expedite extension of intended benefits of all-weather road connectivity of all villages. This should include appropriate policy interventions with a view to streamlining various processes.*
- ✦ *Stringent efforts need to be made by PIU/PMGSY Authorities to settle all pending issues for speedy completion of works within the stipulated time.*
- ✦ *Outstanding land acquisition proceedings need to be completed by collectorates on priority so that works taken up for execution are not held up.*

6.2 Power sector

The main aim and objective of the Power Development Department is to electrify all urban and rural areas of the State, especially those which are un-electrified. All the 515 villages of the District had been electrified except for 136 hamlets/patties/extended colonies which had remained un-electrified as of 31 March 2011. However, due to transmission and distribution losses, uninterrupted power supply could not be provided to the consumers in the District. To bring about commercial viability in the Power Sector and increase consumer satisfaction, a multi-ended centrally sponsored power reforms

oriented scheme, 'Accelerated Power Development Reforms Programme' (APDRP) - a flagship programme of the GOI, was launched in the State including District Baramulla. The main aim of the scheme was to reduce transmission and distribution losses so that uninterrupted power is supplied to the consumers. The project required modernization of the system through strengthening and up-gradation of sub-transmission and distribution system. The project was undertaken with the project proposal of ₹ 401.55 crore. Due to financial constraints, the scheme was to be executed in two phases, with Phase 1st costing ₹ 240.08 crore as per the details given in the table.

Table 50

Name of the work	Project Proposal	Earmarked 1 st phase
	(₹ in crore)	
Renovation and modernization works	19.95	19.95
Strengthening and up-gradation of sub transmission and distribution system	350.10	190.91
Consumer metering	23.91	23.91
Reactive compensation	4.01	1.77
Modernization works	3.54	3.54
Total cost of the scheme	401.51	240.08

(Source: Departmental figures)

The project was sanctioned in 2004-05 for completion in three years. Funds were released during 2005-06 after one year of sanction of the project. Against ₹ 240.08 crore required for execution of the 1st phase, ₹ 125.17 crore were released by the GOI during 2005-11 for execution of the works in the District. Out of the released amount, ₹ 122.99 crore were spent in the District ending March 2011. The scheme was short-closed in 2008-09 due to non-release of funds by the GOI. Despite spending the amount, the scheme had failed to create any impact in the power scenario in the District for the following reasons:

- The funds were not spent to the extent released by the GOI due to slow progress of work.
- The work on the project during the subsequent years was executed through revalidation of the unspent amount during the previous years.
- Laying more emphasis on augmentation of the existing sub-stations, where the achievements were in the range of 111 and 133 *per cent* and which had consumed more funds at the cost of other works like renovation and modernization of existing sub-stations, creation of new sub-centres, reconductoring/laying of new lines, metering etc. The aspect of skewed execution had also been highlighted (November 2008) by the Chief Engineer, EM&RE Wing, Kashmir.
- Non-reduction of AT&C losses which continued to be in the range of 71 and 81 *per cent* during 2005-11.

- Only 42 *per cent* (36004) installations of the targeted 85126 installations had been metered (March 2011).

The reasons for stoppage of further funds by the GOI and action initiated to complete the project, though called for, were not assigned.

It was observed in audit that against the supply of 164 MW of power, the department had a registered consumer load of 102.53 MW which meant that the power drawn for the District was much in excess of the registered load. Despite drawing more power and spending the amount of ₹ 122.99 crore for reduction of AT&C losses, the curtailment programme continued to be in operation in the District. As per the power curtailment programme for Kashmir valley, issued by the State Power Development Department, a curtailment programme of 54 hours a week and an uninterrupted electricity supply for 114 hours in a week were to be ensured in the District under various curtailment patterns. As the programme failed due to the above factors, the power curtailment of 103 and 151 hours a week to the metered and un-metered consumers, respectively of the District continued to remain in vogue. The investment had proved unproductive so far.

A sample check of 31 villages revealed that electricity was being provided uninterruptedly to these villages for an average of five hours a day, i.e. 35 hours a week. Thus the programme objectives of reducing aggregate commercial and technical losses, bringing about commercial viability in the power sector, reducing outages and ensuring consumer satisfaction had not been achieved yet and AT&C losses had persisted at around 71 to 81 *per cent* during 2010-11 which was far in excess of the permissible limit of 35 *per cent*.

Revenue realization

It was noticed in audit that the revenue on account of electricity charges amounting to ₹ 181.31 crore was outstanding as of 31 March 2011 and that the shortfalls in revenue realization had ranged between 31 and 69 *per cent*, averaging 55 *per cent*, during 2006-07 to 2010-11, as shown in the table.

Table 51

(₹ in lakh)

Year	Revenue Target	Revenue realized	Shortfall	Percentage shortfall
2006-07	2434.65	1702.86	731.79	31
2007-08	5254.6	1700.86	3553.74	68
2008-09	8074.10	2526.83	5547.27	69
2009-10	9009.77	3011.00	5998.77	67
2010-11	7718.14	3436.85	4281.29	55
<i>Total</i>	<i>32491.26</i>	<i>12378.40</i>	<i>20112.86</i>	<i>62</i>

(Source: Departmental figures)

Recommendations

- ✚ *Feeder metering, consumer metering and establishment of computerized billing centres should be completed on priority basis so as to ensure proper accounting of energy and reduction of transmission and distribution losses.*
- ✚ *Stringent action should be taken to recovery of outstanding dues in full.*

6.3 Forest Department

The State Forest Department is guided by the National Forest Policy, which aims at preserving natural forests to maintain environmental stability and increase forest cover through massive afforestation programmes particularly on denuded, degraded and non-productive lands. Besides, compensatory afforestation programmes are to be carried out in place where forest lands are diverted for non-forest purposes. Preventive measures are also to be taken to stop encroachment of forest lands and damages to forests.

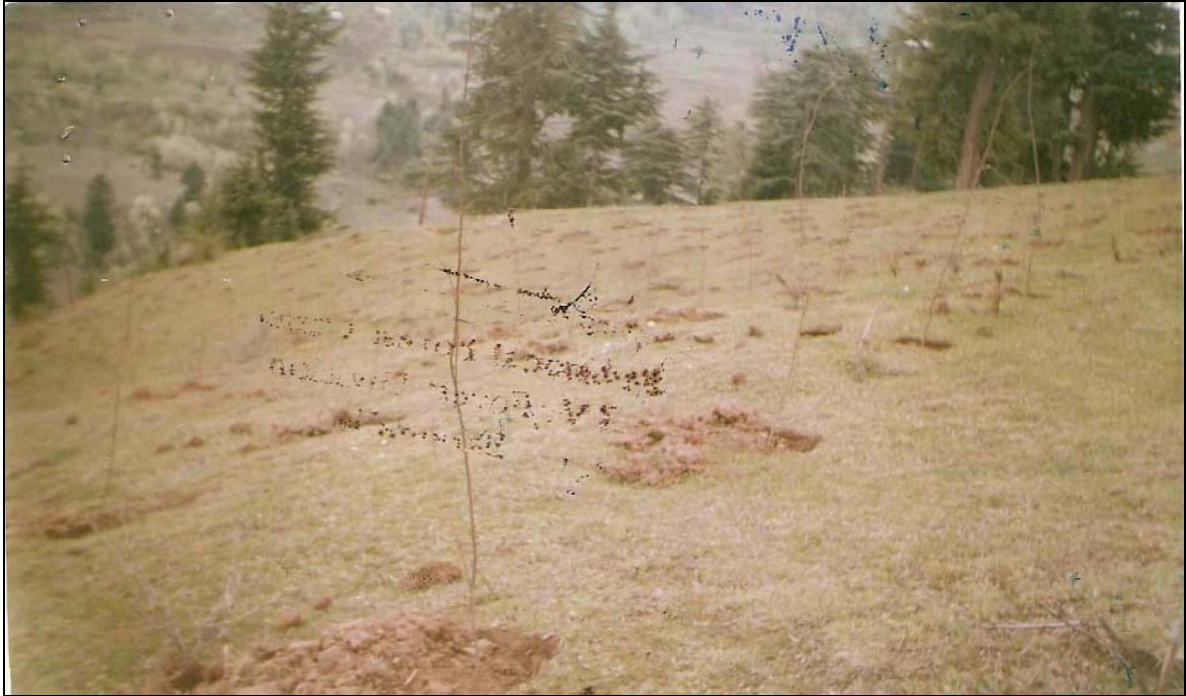
Out of the total area of 4,190 sq.km, Baramulla District has the forest area of 2,292 sq. km which constitutes about 55 *per cent* of the total area of the District and had degraded forests spread over 162.88 sq.km (16,288 hectares). Against the total degraded area of 16,288 hectares, only 774 (5 *per cent*) hectares of the area had been tackled during 2005-11 at a cost of ₹ 1.84 crore. There was tardy implementation of afforestation schemes for rehabilitation of degraded forests as the targets fixed and achievements made thereagainst were insignificant as compared to the availability of degraded forests as detailed below.

Table 52

Year	Extent of degraded forests (in hectares)	Area tackled (in hectares)	Percentage coverage	Expenditure incurred (₹ In lakh)
2005-06	16288	140	0.85	55.62
2006-07	16148	106	0.65	18.58
2007-08	16042	105	0.65	17.63
2008-09	15937	124	0.77	23.94
2009-10	15813	188	1.18	47.92
2010-11	15625	111	0.71	19.83
Total		774		183.52

(Source: Departmental figures)

The progress of rehabilitation of degraded forests in the District was very low at just over four *per cent* during the five-year period. The Divisional Forest Officer, Baramulla stated that rehabilitation of degraded forests could not be carried out to full extent due to financial constraints and sanctions. However, the Principal Chief Conservator of Forests was being approached for providing funds so that more and more area could be tackled.



Position of degraded forest 77 C Baramulla



Position of degraded forest 68 C Baramulla

Compensatory Afforestation

Under the compensatory afforestation programme as stipulated in the Forest Conservation Act, 1997, forests are to be raised over degraded area equal to double the area diverted for non-forest purposes for which cost of compensatory afforestation for

double of the diverted area is to be recovered from the agency using such area. Besides, compensation for the cost of land and cost of trees involved, if any, is also to be recovered from the user agency.

Scrutiny of records revealed that 85.48 hectares of forest land were diverted for non-forest purposes and transferred to different user agencies. As per the Act, ₹ 9.81 crore was recoverable from the user agencies on account of cost of land, trees and cost of compensatory afforestation etc. The details of cost of compensations received from user agencies on that account outstanding against these agencies were not available with the division. The cost of compensation realized from user agencies included ₹ 2.56 crore on account of compensation which was to be utilized for conducting compensatory afforestation. However, in none of the diversion cases had the programmes been formulated and executed so far. During 2009-11, ₹ 37.70 lakh had been received under compensatory afforestation and management plan, out of which ₹ 32.95 lakh had been spent as of 2010-11. The allotted funds had been utilized for development of nursery at Baramulla with the result no plantation could be raised in lieu of forest area diverted for non-forest uses thereby defeating the afforestation programmes for increasing the forest cover in the District. On being pointed out, the Divisional Forest Officer, Baramulla stated that projects/schemes under CAMPA and FDA had been submitted to higher authorities and would be implemented as and when approved.

Also, in anticipation of formal orders and approval of the cabinet required under the Forest Conservation Act for diversion of forest land, 73 acres (29.2 hectares) of forest land was transferred to Army in March, 1991. Neither had the post-facto approval been obtained nor had the compensation cost of ₹ 2.65 crore been recovered. On being pointed out, it was stated that necessary steps were being taken and the matter had been taken up with higher authorities.

Forest encroachment

The position of forest encroachment cases during the period 2005-11 is as under.

Table 53

(In hectares)

Year	Area under Encroachment	Area encroached during the year	Area evicted during the year	Net area under Encroachment.
2005-06	225.14	Nil	17.5	207.64
2006-07	207.64	213	Nil	410.64
2007-08	410.64	Nil	Nil	410.64
2008-09	410.64	Nil	Nil	410.64
2009-10	410.64	Nil	Nil	410.64
2010-11	410.64	Nil	Nil	410.64

(Source: Departmental figures)

As can be seen, the encroached forest area had increased from 225.14 hectares to 410.64 hectares during 2005-11. An area of 17.5 hectares had been got evicted during 2005-06 but the area had still increased due to fresh encroachment of 213 hectares of forest land during 2006-07. It was stated that field staff had been geared up to stop further encroachment and to recover forest land from encroachers.

Catchment Area Treatment

For prevention of catchment degradation, eco-restoration plan for degraded catchments of North Jehlum basin was launched in the District during 2003-04. The project, spread over two catchments, was formulated for 160 watersheds out of which 30 watersheds were taken up for execution during the period 2003-10 with the following profile.

Table 54

Name of the Catchment	Total number of water sheds	Water sheds taken up	Targets for watershed		Achievement	
			Area (ha.)	Structure (No.)	Area (ha.)	Structure (No.)
Lower Jehlum	151	22	9455	5858	9338	5465
Vijay Dakhil	9	8	4604	2105	4389	1968
Total	160	30	14059	7963	13727	7433

(Source: Departmental figures)

Out of the identified 160 micro watersheds, 30 micro watersheds (Lower Jehlum: 22; Vijay Dekhil: 08) were taken up for execution during 2003-04 and were completed by the end of year 2010. As per the guidelines of the scheme, the treatment of watersheds was to be done in a planned manner on project basis for a maximum period of five years and treatment measures were to be planned in such a manner as to complete them in all respects within the planned period. However, these 30 watersheds taken up during the year 2003-04 targeted to be completed by the year 2007-08 as per the guidelines were completed by the end of year 2009-10 with a delay of two years.

The cumulative component-wise details of physical targets fixed as per the approved annual plans and achievements made thereagainst during 2003-10 were as under:

Table 55

(Area in hectares)

Activity	Targets		Achievement		Shortfall	
	Area	Structure	Area	Structure.	Area	Structure
Agriculture	5961	4397	6130	4136	-	-
Forest land	7219	2621	6695	2383	524	238
Waste land	879	945	902	914	-	31
Total	14059	7963	13727	7433	524	269

(Source: Departmental figures)

Though all the 30 watersheds had been completed, it was seen that areas and structures targeted under forestland had not been covered in full.

One of the primary objectives of the scheme was to take measures for improving biological resources. This would include afforestation, promotion of agro-forestry, establishment of composite nurseries, pasture development, and fodder development. As per the approved works programme, 2,936 hectares of forest land was to be brought under the composite nurseries at a cost of ₹ 66.42 lakh against which 2,122 hectares of forest land had been covered at a cost of ₹ 53.67 lakh ending 2009-10 and as such there was a shortfall of 814 hectares. These nurseries were to be established near the site of plantations so as to bring down the cost of saplings and of transportation to plantation site and train the farmers in raising plantations. Water harvesting structures (form ponds) were to be set up (forest and community lands) for conservation of water in the micro-watersheds for the overall development of the area. 358 farm ponds were approved (2003-04) to be taken up at a cost of ₹ 65.30 lakh out of which 256 ponds at a cost of ₹ 43.08 lakh had been completed up to the year 2009-10 with a shortfall of 28 *per cent* against the targets fixed. However, against the targeted area of 571 hectares of waste land for pasture development estimated to cost ₹ 13.13 lakh, 574 hectares of waste land had been covered under pasture development at a cost of ₹ 13.13 lakh which was very encouraging. The Project Officer stated that less achievement under forestland and biological measures were due to change in requirements at site and less release of funds.

Land resource degradation is a dynamic process and the impact of the natural forces contributing to degradation were to be continuously checked and minimized even after the watershed is treated through various measures. Structures and biological regeneration of the watershed had to be continuously protected and sustained. Project guidelines envisaged a definite mechanism for maintaining and repairing of structures and regeneration of biological resources. For this purpose, a corpus fund was to be established for each watershed for the maintenance of community assets created in the watershed. This fund was to be created for an amount up to two *per cent* of the total investment in the watershed with one *per cent* contribution to be borne by GOI and remaining one *per cent* contribution to be made by state Government. This corpus fund was to be utilized by the beneficiary organizations for maintaining watershed assets in community lands and in the watershed.

It was seen in audit that a corpus fund of ₹ 11.40 lakh had been created under the project on the basis of central and State assistance received during 2005-10. For maintenance of the watersheds, watershed development committees had been formulated but the Corpus fund created under the project had not been transferred to these watershed development committees so that the latter could not utilize these funds nor could get involved with project activities. This situation led to non-utilization of corpus fund created under the project, non-maintenance of assets created in the watersheds and non-involvement of watershed committees created for the purpose. The Project Officer, North Jhelum stated that saturated watersheds were being transferred to Forest Department/Agriculture Department along with unspent corpus fund.

Recommendations

- ✚ *Steps need to be taken to tackle degradation of forests on a large scale and recover forest land from encroachers in right earnest. Besides, projects for compensatory afforestation in lieu of forest lands diverted for non-forest purposes need to be formulated and executed on priority.*
- ✚ *For maintenance and sustaining the assets created in the saturated watersheds, watershed development committees need to be involved and provided with corpus fund so that the benefits of the investment may accrue to the common man for a longer period of time.*

6.4 Industries

Industrial development aims at generating employment opportunities in rural and urban areas of the District by setting up new self-employment ventures/projects/micro enterprises, bringing together widely dispersed traditional artisans/rural and urban youth and giving them self-employment opportunities to the extent possible at their place with the help of financial support from public, rural, cooperative and private sector banks and other financial institutions. To achieve it, various GOI/ State sponsored schemes had been introduced. A new credit linked subsidy programme “Prime Minister’s Employment Generation Programme (PMEGP)” was launched in the District level replacing “Prime Ministers Rozgar Yojna (PMRY)” that 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 2005-11 are given in the table.

Table 56

(₹ In lakh)

Year	Target	Cases sponsored		Cases sanctioned		Cases disbursed		Percentage Shortfall
		No.	Amount	No.	Amount	No.	Amount	
2005-06 (PMRY)	344	529	573.49	217	223.55	178 (18%)	148.00	66
2006-07-do-	344	554	783.22	270	367.48	210 (23%)	243.34	62
2007-08-do-	268	410	788.44	200	313.00	145 (28%)	178.16	64
Total		1493	2145.15	687	904.03	533	569.50	64
2008-09 (PMEGP)	24	234	857.59	91	315.11	71	182.03	70
2009-10-do-	20	-	-	13 Backlog	38.00	33 Backlog	98.00	-
2010-11-do-	28	140	1106.08	31	168.55	29	95.35	79

(Source: Departmental figures)

Scrutiny of the data of employment generation programmes revealed that, against 1493 cases sponsored under PMRY to the banks/financial institutions during 2005-08, 687 (46 *per cent*) cases were sanctioned out of which financial assistance was provided to 533 cases. This indicated that cases were being sponsored to the financial institutions without giving proper guidance to upcoming entrepreneurs which had resulted in the mortality of sponsored cases. There was a shortfall of about 64 *per cent* in finalization and approval of cases by financial institutions during the period 2005-08. Furthermore, there was a shortfall of 18 *per cent* in disbursement of sanctioned cases during the year 2005-06 which had risen to 28 *per cent* during 2007-08. Under the PMEGP started in the year 2008-09, 234 cases were sponsored during the year 2008-09, against which 91 cases had been sanctioned and assistance actually disbursed in only 71 cases. There was a shortfall of 22 *per cent* in disbursement of sanctioned cases during the year 2008-09. No fresh case had been sponsored during the year 2009-10 as only 33 backlog cases had been disbursed during the year 2009-10. During the year 2010-11, 140 cases had been sponsored out of which 29 cases were disbursed financial assistance with a shortfall of 79 *per cent*. It was also observed that monitoring mechanism for ensuring loan disbursement in all the sponsored cases did not exist. Under PMEGP, 133 cases had been disbursed up to the year 2010-11, out of which only 41 units had been established by the beneficiaries and the margin money of these cases had been released by the nodal agencies.

The achievements in respect of SSI cases aimed at creating employment generation through establishment of small scale units were also not satisfactory. Out of 762 cases sponsored for loan disbursement during 2005-11, 76 cases were sanctioned (10 *per cent*) and out of that only 66 cases had been disbursed 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. Details of cases sponsored and cases disbursed in the District during 2005-11 are given in the table.

Table 57

Year	Cases sponsored		Cases sanctioned		Cases disbursed	
	No.	Amount	No.	Amount	No.	Amount
2005-06	165	1048.74	11	80.41	6	30.21
2006-07	88	668.50	9	34.82	6	17.72
2007-08	205	1339.59	34	91.89	34	91.89
2008-09	102	1137.82	2	172.60	2	34.00
2009-10	107	783.91	5	21.94	3	4.94
2010-11	95	931.43	15	138.58	15	126.90
Total	762	5909.99	76	540.24	66	305.66

(Source: Departmental figures)

The cases recommended had thus not been properly examined and evaluated by the Department before forwarding them to banks for grant of financial assistance to the

prospective entrepreneurs. The General Manager DIC stated that low achievement was due to fact that the bankers were putting hurdles during sanction and disbursement of cases despite the matter having been discussed at all top forums.

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 three training courses for which training were being imparted to trainers in the training centres through technical staff of the Department. Machine Knitting, Calico printing and Leather goods training were the training courses to be imparted. Following were the details of trainings imparted during 2005-11 under various trades.

Table 58

(₹ in lakh)

Year	Name of the trade	No. of centres	Periodicity of courses	No. of trainees	No. Of units established	Expenditure on training courses
2005-06	Machine Knitting	9	6 monthly	240	NA	2.42
	Calico printing	1	Yearly	18	-do-	
2006-07	Machine Knitting	9	6 monthly	172	-do-	2.65
	Calico printing	1	Yearly	18	-do-	
2007-08	Machine Knitting	9	6 monthly	196	-do-	2.35
	Calico printing	1	Yearly	-	-do-	
2008-09	Machine Knitting	9	6 monthly	216	-do-	1.88
	Calico printing	1	Yearly	18	-do-	
2009-10	Machine Knitting	9	6 monthly	297	-do-	1.81
	Calico printing	1	Yearly	17	-do-	
2010-11	Machine Knitting	9	6 monthly	173	-do-	1.88
	Calico printing	1	Yearly	17	-do-	
Total				1382		12.99

(Source: Departmental figures; NA: Data not available)

Training to the entrepreneurs had been provided in two trades viz. Machine Knitting having nine centres and Calico printing having one centre. Trainings in leather goods were not being imparted due to non-availability of craft instructor. During the period 2005-11, 1,382 entrepreneurs had been imparted training in the two trades on which ₹ 12.99 lakh had been spent as stipend, raw material and rent of the centres. Also, ₹ 59.66 lakh had been paid as salary to Knitting Instructor during the above period. It was, however, observed that after completion of the courses, the number of trainees setting up trade/unit was not on record. Thus usefulness of the expenditure incurred on conducting of such training courses including salaries paid to knitting instructors could not be ascertained in audit.

The GM, DIC stated that the trainees could not establish units either for want of incentives or financial assistance or because most of them being women folk got married and were unable to establish the trades thereafter. This indicated lacuna in the selection of entrepreneurs.

It was further observed that training of leather goods was not imparted for the past five years mainly due to non-availability of craft instructor for the centre. The craft instructor appointed for the purpose had been relieved (May 2005) to join Regional Research Laboratory Srinagar, thereby leaving the craft centre non-functional. Even after relieving the official to the Government of India agency, the pay of the official had been continuously paid by DIC Baramulla. The official had been paid ₹ 9.61 lakh from May 2005 to March 2011 and did not prove to be productive. The matter had been taken up with higher authorities (November 2009/January 2011) by the DIC but in vain. However, the GM, DIC stated that Directorate would be requested to make the services of leather technician available to restore the training centre.

Establishment of Industrial estates

Development of industrial estates for allotment of plots/sheds/shops to the prospective entrepreneurs on lease/rent basis is one of the basic requirements of industrialization. The primary objective of establishing the industrial estates was to attract the youth of the District to set up industrial units under SSI and tiny artisan sector. The details of industrial estates established in the District are given in the table below.

Table 59

Name of the estate	Year of establishment	plots developed	Plots allotted	Units functional	Units closed	Sheds developed	Sheds Allotted	Units functional	Units closed
Baramulla	1980-81	18	18	13	5	9	9	6	3
Sopore	1962	60	18	14	4	9	9	0	9
Sumbal	NA	48	28	1	27	9	9	1	8

(Source: Departmental figures; NA: Not available)

For setting up of industrial estate at Baramulla, 58 *kanals* of land adjoining DIC office had been developed into 18 plots for allotments in 1980-81. Out of these allotted plots, five industrial units set up during 1983 to 2003 spread over five *kanals* of land were closed which had not been evicted as of 31 March 2011. In addition nine sheds had also been allotted, out of which three shed were not functional and had been closed. Eviction proceedings made not been initiated against the defaulters. On being pointed out, GM DIC stated that three cases were *sub-judice* as the holders of these units had approached Court of Law and in case of other two units, the department had started issuing notices to entrepreneurs.

As per the records, ₹ 50 lakh had been advanced (March 2004) to the Collector Land Acquisition (LAO) Baramulla for acquisition of land admeasuring 74 *kanals* 18 *marlas* at Utkoo, 192 *kanals* at Johama and 37.05 *kanals* at *Watergam*. The land had not been

acquired so far despite a lapse of more than six years and despite having been pointed out in the CAG's Audit Report for the year 2007-08. It was stated that the possession of land could not be taken as the concerned landowners filed a suit in the Hon'ble High Court twice (latest in August 2008) and effort were on to identify suitable land at other places. It implies that the money had been advanced to LAO without any survey of the area and without ensuring availability of appropriate land free from all encumbrances resulting in non-acquisition of land and blocking of ₹ 50 lakh.

Industrial Estate Sopore

The estate had been established over 82 *kanals* of land wherein 60 plots had been established during the year 1962. Scrutiny of the records revealed that only 18 plots had been allotted so far out of the developed 60 plots and as such 42 plots developed had not been put to any use since their development. Out of the allotted 18 plots, only 14 units were functional and four units stood closed. In addition, nine sheds constructed in the estate premises were all non-functional as the same had been occupied by security forces. On being pointed out, GM DIC Baramulla stated that industrial area could not be utilized due to occupation by security forces and holders of the closed units were being motivated to start their units.

Industrial Estate Sumbal

At the Industrial Estate Sumbal 48 plots had been established out of which only 28 plots had been allotted. In 11 out of 28 cases, the allottees had not executed any lease deed till date. In rest of the 17 cases only one unit viz M/s Star Chemicals was functional and was making plaster of paris at the Industrial Estate, Sumbal. No steps had been taken to take up the matter with the allottees that had not executed the lease deeds with the department or not started their bona-fide trades. Out of the nine sheds allotted at the Industrial Estate only one shed M/s Bharat Chemicals was functional making poultry feed, two sheds were occupied by security forces and the remaining six sheds had been demolished during turmoil. General Manager DIC stated that notices had been issued to unit-holders asking them to take up their trades.

Outstanding rent in estates

For the plots, sheds and shops allotted to entrepreneurs on rent/lease basis in the Industrial Estates, the position of outstanding rent from the allottees in the three industrial estates at Baramulla, Sopore and Sumbal was as under.

Table 60

Name of the Industrial Estate	Rent due upto date upto March-2011	Rent realised ending March-2011	Rent outstanding ending March-2011	Percentage realisation of revenue
Baramulla	4,79,458.46	1,64,693.00	3,14,765.46	34
Sumbal	1,28,316.00	11,008.00	1,17,308.00	9
Sopore	4,36,284.00	38,815.00	3,97,469.00	9
Total	10,44,058.46	2,14,516.00	8,29,542.46	21

(Source: Departmental figures)

Against the total rent of ₹ 10.44 lakh up to the year 2010-11, ₹ 2.15 lakh had been realized ending March 2011 and an amount of ₹ 8.30 lakh was still outstanding ending March 2011 i.e., only 21 *per cent* of the rent due had been realized ending March 2011. It was further observed that there had been a very low percentage of realisation of rent in the two Industrial Estates Sumbal and Sopore (nine *per cent* each). The department had not maintained estate-wise details of allotments and other necessary details of plots, area, trade etc. The General Manager, DIC stated that steps would be taken to recover the outstanding rent and also records would be maintained accordingly. The non-recovery of the amount which had accumulated over the years was indicative of poor recovery mechanism in the department.

Recommendations

- To facilitate disbursement of loan to entrepreneurs, periodical interaction needs to be held with financial institutions to solve the problems.***
- Industrial units established need to be revived and allottees encouraged for taking up their bonafide trades.***
- Upcoming and interested entrepreneurs need to be provided training courses under different trades and encouraged to take up their bonafide trade.***

7 General services

Law and Order

District Police administration is controlled by State police and the force in the District is headed by Superintendent of Police who oversees the law and order situation. To improve operational efficiency of the police, infrastructure such as housing, mobility, weaponry communication etc. for the police force was to be augmented in accordance with the BPR&D⁷ through “Modernization of Police Force (MOPF)” scheme launched by the GOI.

Planning

Under MOPF, it is the Police Headquarters which is responsible for procurement and allotment of vehicles, weaponry, equipment, etc., for the District police administration. The construction activities for providing accommodation to the force are executed through Police Housing Corporation and Police Construction Division. The District Administration is only a receiving agency and has no role except to assess and intimate to Police Headquarters the requirements on the basis of annual indents.

Infrastructure

To humanize police and to make the organization an efficient one, police personnel are to be provided better facilities like police stations, police posts, barracks and housing quarters (Upper and lower subordinate quarters) as per BPR&D norms. The requirement of housing quarters as per BPR&D norms and availability thereagainst is given in the table.

Table 61

Nomenclature	Requirement	Availability	Shortfall
Lower subordinate quarters(Police stations)	200	5	195
Upper subordinate quarters –do-	36	13	23
Lower subordinate quarters (lines)	1050	108	942
Upper Subordinate quarters (lines)	72	24	48
Barracks	22	22	0
Police stations	11	11	0
Police posts	6	6	0
Reception room (police stations)	11	3	8
Interrogation room –do-	11	2	9
Rest room for personnel	11	4	7
Lock up room	11	11	0
Wireless room	11	9	2
Guard room	11	8	3

(Source: Departmental figures)

⁷ Bureau of Police Research and Development

It can be seen that against the minimum requirement of 236 LSQs/USQs required in police stations, only 18 LSQs/USQs (Eight *per cent*) were available in the Force.



Background of Model Police Station in Baramulla



Damaged view of LSQ Baramulla

Similarly, against the requirement of 1,122 LSQs/USQs in the District police lines, only 132 LSQs/USQs quarters to accommodate 1,050 lower subordinates and 72 upper

subordinates existed. Besides, out of the nine barracks available only four barracks were occupied by the District police while the rest were occupied by paramilitary forces. Physical survey of five of the 10 police stations showed that there were no housing quarters at Police stations Sheri, Chandoosa and Pattan and police personnel were accommodated in existing buildings. Even the police station Baramulla which had been designated a Model Police Station lacked these facilities. The buildings used as barracks/residential quarters were old and dilapidated lacking basic amenities like cooking place, bathrooms, fans, proper water facility, etc. Besides, in 11 police stations, reception room, interrogation room, restrooms, wireless room, guardrooms were not available. On being pointed out it was stated that matter would be taken up with the higher authorities.

This aspect may not be highlighted in view of the security scenario in the State, which would provide input for anti-social elements.

Weaponry

At the District level, there was huge gap between the minimum requirement of weaponry and its availability, which was an issue of concern as they impeded the ability of the force in tackling subversive activities and other law and order situations. The District Police authorities stated that the requirement of the weaponry had been reported to higher authorities through annual indents.

Scrutiny of records in audit revealed that a large quantity of arms and ammunition issued (detailed in the table below) to Civilians/SPO's for security purposes between 1995 and 1999 had neither been returned nor any assessment ever conducted regarding utilization of the issued arms and ammunition. Continued retention of the arms and ammunition with the civilians was fraught with the risk of misuse/threat to the community.

Table 62

Sl .No	Type of arms and ammunition	Quantity	Period
1	Pistol	23	1/95 to 9/99
2	Magazines pistol	23	-do-
3	Ammunition pistol	224	-do-
4	AK-47	27	-do-
5	Magazines-AK-47	65	-do-
6	Ammunition AK-47	1791	-do-
7	Grenade thrower	01	-do-
8	Ammunition Rifle grenade	6	-do-
9	Grenade /Rifle grenade	18	-do-

(Source: Departmental figures)

Mobility

As per the BPR&D norms, one of the important components of police modernization was to increase the mobility of the District police to meet the present day challenges effectively and reduce response time to an insignificant level. The position of availability of vehicles with the District police administration was as under.

Table 63

Particulars	Position as on 31-3-2005					Position as on 31-3-2010				
	Heavy	Medium	Light	Motor Cycle	Total	Heavy	Medium	Light	Motor Cycle	Total
Requirement	10	26	21	10	67	8	21	16	8	53
Availability	10	19	39	1	69	12	24	21	1	58
Excess (+)/ Deficiency (-)	-	(-) 7	(+)18	(-) 9	(+) 2	+4	+3	(+)5	(-) 7	(+) 5

(Source: Departmental figures)

The overall availability of vehicles in the District was satisfactory except for availability of motor cycles.

Police stations which symbolize the presence of the administration and first line of action were also to be equipped with adequate mobility. Keeping in view the BPD&R norms and minimum requirement of mobility in police stations, huge shortage of mobility was noticed at police stations as shown below.

Table 64

Type of vehicle	Minimum requirement per police station	Total requirement (11 police stations)	Available	Shortage
Medium vehicle	-	-	5	-
Light vehicle	3	33	10	23
Motor cycle	3	33	0	33
Total		66	15	56

(Source: Departmental figures)

Inadequate availability of vehicles with the police stations affected the performance of the force as evidenced by response times discussed in the subsequent paragraph.

Response time and finalization of cases

Police personal posted in the police stations are required to react quickly to the cases coming to their notice. Response time between the receipt of information about an incident/registering first information report and sending police party to the site of incident has to be as low as possible. In five police stations, audit check of records pertaining to the months of July 2006 and July 2009 revealed the following.

Table 65

Police station	July 2006			July 2009		
	Cases registered	Response time (In hours)	Period of Challans (In days)	Cases registered	Response time (In hours)	Challans time (In days)
Sheri	NA	NA	NA	3	Up to 14.45 hr	45
Baramulla	32	Up to 6hr	28 to 235	29	Up to 4.45 hr	36 to 246
Chandoosa	7	Up to 30 min	11 to 50	1	0.00	34
Kerri	12	-do-	37 to 306	10	-do-	47 to 367
Pattan	24	0.00 hr	22 to 491	21	-do-	27 to 133

(Source: Departmental figures)

The response time in respect of above police stations was encouraging but needed improvement in respect of police stations Baramulla and Sheeri. Despite encouraging response time, the time taken for producing challans ranged between 11 to 491 days which was very high and needed to be reduced to the minimum possible. On being pointed out, it was stated that delay could be due to deficient staff and less mobility available in police stations. The contention about deficient staff is, however, not supported by fact as indicated in the subsequent paragraph.

Manpower management

The manpower requirement for the police was an extremely pressing need in view of steadily growing population. The BPD&R also emphasize the need for increase in police manpower in accordance with the percentage growth in the population. The position of sanctioned staff strength and men in position in the District was as under.

Table 66

Rank	Sanctioned strength	Men in position	Surplus (+)/Shortage (-)
SSP	1	1	0
SP	2	2	0
Dy SP(opr)	1	2	(+) 1
DY SP's	5	5	0
CPO's	1	2	(+) 1
SPO's	1	2	(+) 1
PO's	8	3	(-) 5
Inspectors	8	11	(+) 3
SI's	34	16	(-) 18
ASI's	53	45	(-) 8
HC's	161	167	(+) 6
SGCT's/CT	1157	1083	(-) 74
Followers	34	51	(+) 17
Total	1466	1390	

(Source: Departmental figures)

Though there was no shortage of officers supervising the police affairs of the District, there was a marginal deficiency of low rank/basic working police personnel in the District.

Crime rate and investigation

It was seen in audit that there were regular occurrence and incidence of crime in the District during the last few years as depicted by the crime statement of district for the last four years.

Table 67

Crime Head	2007	2008	2009	2010
Murder	47	18	20	10
Att. to murder	79	35	55	10
Rape	31	13	14	7
<i>Kid abduction</i>	102	63	86	57
<i>Kidnapping of women</i>	90	60	80	55
<i>Molestation</i>	94	80	130	68
Assault on public servants	30	20	21	20
<i>Burglary</i>	148	130	169	81
Forest thefts	112	86	128	37
<i>Road accidents</i>	344	267	266	165
<i>Riots</i>	84	141	138	176
Others	383	333	473	591
Total	1544	1246	1580	1277

(Source: Departmental figures)

While the number of crime cases in the District had registered an increase during the last three years (January to December each year), the number of cases relating to abduction of children, kidnapping/molestation of women, burglary, road accidents and riots was much higher than the other cases and constituted 56 *per cent* of the total cases during the period.

Table 68

Year	Cases registered	Cases N/A	Cases U/T	Cases U/I	Cases Challenged	Cases convicted	Cases acquitted	Cases Comp.	Cases Under trial
2007	1544	121	218	203	1002 (65%)	147	107	37	710 (71%)
2008	1246	73	127	509	537 (43%)	92	0	5	445 (83%)
2009	1580	141	264	346	829 (52%)	73	10	12	737 (89%)
2010	975	68	101	352	454 (47%)	51	3	6	394 (87%)

(Source: Departmental figures; N/A: Not admitted, U/T: Under Trial, U/I: Under Investigation; Data for 2006 not available)

There has been a decline in the number of cases finalized/disposed of. This is evidenced by the fact that the number of cases challaned in the courts had decreased from year to year and also *percentage* of cases challaned against the number of cases registered had decreased from 65 to 47 *per cent* from 2007 to 2010. Besides, there has been a decline in the disposal of challaned cases which was in the range of 71 *per cent* in 2007 to

87 per cent in 2010. On being pointed out, it was stated that instructions would be issued for early completion of investigations and submission of challans.

Recommendations

- ✚ *Adequate housing facility need to be provided to police personnel, particularly at the police stations.*
- ✚ *Deficiency in trainings etc. needs to be addressed to enable the force to meet future challenges.*
- ✚ *Attention needs to be paid to provide better infrastructure and mobility at police stations for smooth and fast actions to reduce response time.*
- ✚ *Concerted efforts need to be made to finalize the pending investigation cases.*

Srinagar/Jammu
The

(Venkatesh Mohan)
Principal Accountant General
Jammu and Kashmir

Countersigned

New Delhi
The

(Vinod Rai)
Comptroller and Auditor General of India

Appendix-I
Expenditure statement of sectoral offices for the year 2005-06 to 2010-11
(Referred to in chapter 4; Page: 5)

(₹ in lakh)

S. No	Department	2005-06		2006-07		2007-08		2008-09		2009-10		2010-11	
		A	E	A	E	A	E	A	E	A	E	A	E
A	Social Sector												
1.	Chief Education Officer	2119.14	1978.30	2020.90	1830.45	1659.41	1659.41	1069.91	1047.78	2750.58	2745.58	1484.64	1474.19
2.	Chief Medical Officer	1000.50	975.05	1100.43	1098.71	1889.18	1885.28	1598.42	1596.63	1525.43	1516.42	2823.21	2812.50
3.	Self Employment	97.70	94.70	111.20	103.55	108.45	108.27	88.26	88.24	207.00	207.00	109.01	108.83
4.	Programme Officer, ICDS, Baramulla	249.36	243.10	281.22	280.30	167.32	164.83	312.74	308.29	524.99	524.99	534.61	466.62
5.	Social Welfare	441.64	440.44	35.99	35.99	25.60	25.60	26.87	26.87	40.34	40.34	15.10	10.60
6.	Gujjar & Backerwal	37.14	37.00	40.34	39.86	40.07	40.07	28.39	28.39	52.34	52.34	52.73	52.73
7.	Youth Services and Sports	66.81	66.49	10.60	10.60	13.00	13.00	13.00	13.00	13.00	13.00	78.75	78.75
	Total-A	4012.29	3835.08	3600.68	3399.46	3903.03	3896.46	3137.59	3109.20	5113.68	5099.67	5098.05	5004.22
B	Economic Sector												
1.	Agriculture	86.82	86.08	96.03	94.20	8.00	5.77	17.36	14.19	164.04	149.50	10.50	10.50
2.	Horticulture	99.70	99.48	106.55	106.15	5.00	5.00	80.85	65.50	45.00	38.43	7.30	7.30
3.	Soil Conservation	7.75	7.71	24.00	24.00	12.00	12.00	10.00	10.00	11.50	11.50	11.50	11.50
4.	Animal Husbandry	107.67	105.36	118.40	113.90	18.37	18.37	21.60	21.60	32.99	31.44	35.79	34.50
5.	Sheep Husbandry	46.37	46.32	55.72	49.60	7.22	7.22	7.94	7.92	9.13	9.13	9.58	9.58
6.	Fisheries	33.32	33.30	29.00	29.00	19.00	19.00	20.30	20.30	23.35	23.35	24.00	24.00
7.	Forest DFO	382.56	322.53	432.20	429.28	393.47	393.47	380.84	377.56	495.11	488.04	561.11	550.83
8.	Social Forestry	30.35	30.35	262.84	261.32	277.39	255.16	287.59	273.50	12.65	12.65	12.65	12.65
9.	Co-operative	13.75	12.55	13.70	13.65	-	-	-	-	-	-	-	-
10.	Irrigation	1019.72	882.18	521.21	358.73	534.49	321.57	515.98	505.00	717.42	716.93	1326.75	1166.11
11.	ACD RDD	2376.64	2158.12	791.85	771.19	706.90	642.30	2590.22	2306.21	2121.53	1990.88	693.07	693.07
12.	PO DRDA	147.93	75.57	73.53	73.53	499.45	162.45	195.58	180.87	717.42	716.93	63.00	63.00
13.	Handicrafts	77.26	77.18	88.43	88.43	10.90	10.90	2.40	2.40	3.80	3.80	3.80	3.80
14.	Handloom	22.59	22.41	24.17	23.62	1.60	1.46	2.00	2.00	2.20	2.20	2.20	2.20
15.	DIC General Manager	152.26	146.32	190.37	179.72	189.25	187.77	227.57	227.57	589.03	588.83	283.95	277.00
16.	Sericulture	23.88	23.86	31.11	30.75	9.55	8.23	8.23	8.23	9.46	9.46	9.45	9.21
17.	PWD (R&B)	2643.57	2620.14	2685.04	2479.67	2101.77	2086.30	2872.60	2842.15	1239.76	1239.76	3017.92	3017.92
18.	PMGSY	-	-	880.56	-	269.44	1147.77	853.20	173.63	1667.52	1661.40	1978.25	1283.99
19.	PDD	2510.06	2507.56	4420.08	4420.08	4217.11	4170.22	2755.47	2672.64	1314.57	1148.31	700.00	502.00
20.	PHE	3724.69	3527.22	3437.22	3125.02	5947.06	5591.79	6776.98	6354.83	7294.33	6871.04	5942.50	5359.97
	Total - B	13506.89	12784.24	14282.01	12671.84	15227.97	15046.75	17626.71	16066.10	16470.81	15713.58	14693.36	13039.13
C	General Sector												
	Police	2670.18	2644.19	3089.70	3019.07	3458.12	3413.36	3805.36	3728.38	4221.66	4061.25	3525.97	3524.28
	Total - C	2670.18	2644.19	3089.70	3019.07	3458.12	3413.36	3805.36	3728.38	4221.66	4061.25	3525.97	3524.28
	Total A+B+C	20189.36	19263.51	20972.39	19090.37	22589.12	22356.57	24569.66	22903.68	25806.15	24874.50	23317.38	21567.63

(Source: Data collected from Annual Plan Expenditure statements etc.)

Appendix-II

Statement showing particulars of works taken up/completed during 2006-2010 under the Scheme Swajaldhara

(Referred to in paragraph 5.3; Page: 39)

S. No.	Name of the WSS	Estimated cost (₹ in lakh)	Funds released (₹ in lakh)	Expenditure (In ₹)					Total expenditure (In ₹)	Saving/Excess (In ₹)
				2005-06	2006-07	2007-08	2008-09	2009-10		
1.	Nowabadi Mohala	1.49	1.39	-	50000	89000	-	-	139000	
2.	Pahiwar	6.72	4.65	-	268573	241135	-	-	509708	44708
3.	Yamberzalwari	19.53	13.20	-	1181230	350000	-	195000	1726230	406230
4.	Muqam Shaheed Mir	9.74	7.02	-	487061	20665	118331	40003	666060	35940
5.	Banyari (ST)	8.73	6.20	-	-	240029	256206	65381	561616	8384
6.	Gulabwari Naidkhai	11.09	7.50	-	539877	49411	57997	-	647285	102715
7.	Malikpora Madwan	8.115	5.50	-	557373	57809	70215	57243	742640	192640
8.	Pelhpora Nesbal	1.15	0.77	-	26203	23902	-	-	50105	26895
9.	Panzalpora	8.00	5.40	-	-	-	-	-	-	540000
10.	Kharpora	38.72	26.30	-	-	-	-	-	-	2630000
Total		113.285	77.93	-	3110317	1071951	502749	357627	5042644	