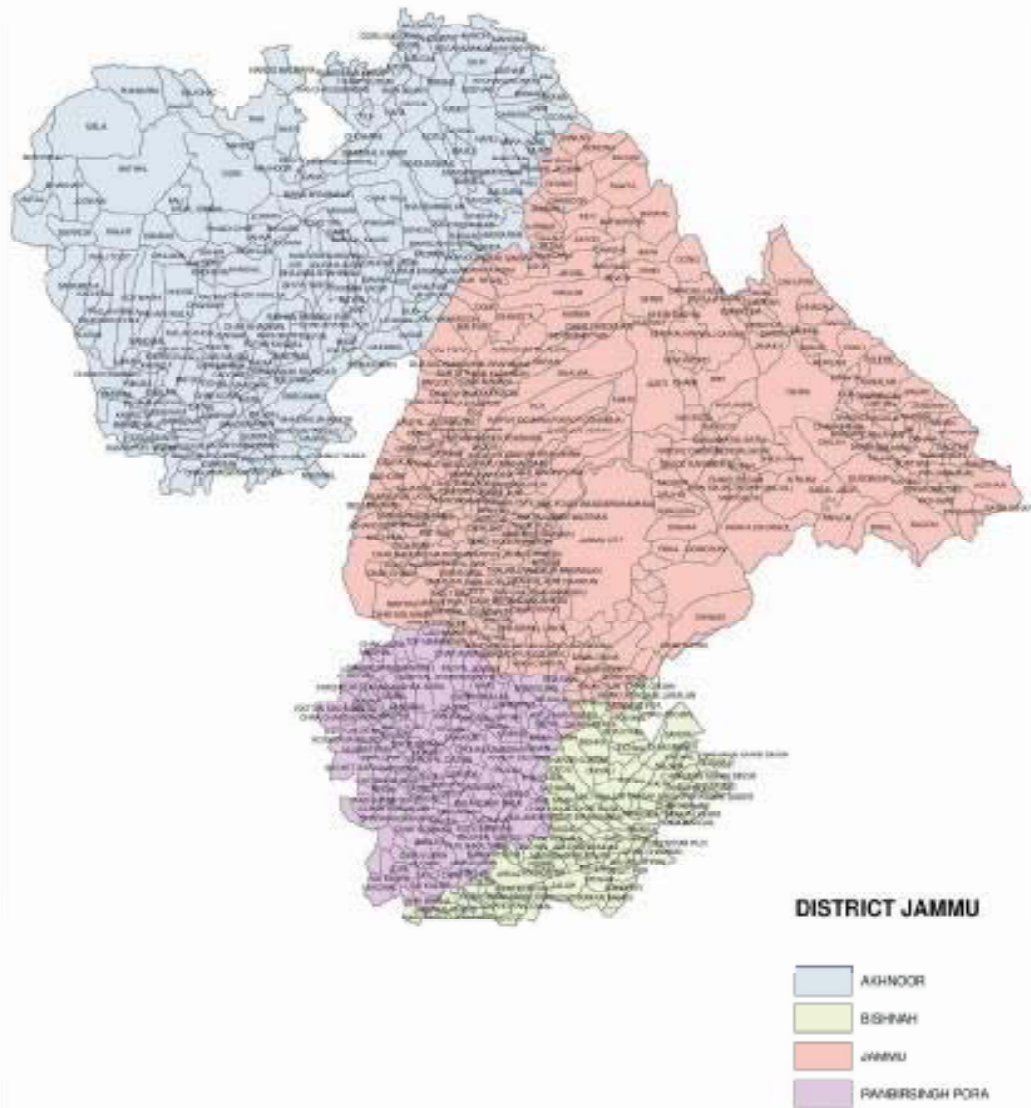


## **EXECUTIVE SUMMARY**

## JAMMU DISTRICT HAVING TEHSIL AND VILLAGE BOUNDARIES



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# EXECUTIVE SUMMARY

## Introduction

To provide an effective delivery system so that the benefits envisaged under various programmes undertaken by the Government percolate down to the people, the Government of India made public participation mandatory vide 74<sup>th</sup> Amendment Act, 1992 to the Constitution of India by empowering local governments at District, Block and Gram Panchayat level so as to elicit their views in plan formulation by their active participation and to inculcate in them a sense of ownership. As the Panchayati Raj System has not been fully implemented in the State due to non-enactment of the 74<sup>th</sup> amendment to the Constitution of India by the State Legislature, the involvement of these agencies is negligible and the decisions in the implementation of any programme in the Districts is taken at the district level by District Development Boards (DDB) headed by the Chief Minister of the State/ Senior Cabinet Minister constituted for the purpose comprising the District Development Commissioner, Additional Deputy Commissioner, Chief Planning Officer and elected representatives of the district. It was in this context that district centric approach towards these aspects was thought imperative to assess the impact of various socio-economic developmental activities on various sectors undertaken in the district and to bring out shortcomings in achievement of the laid down targets along with significant positives.

Substantial funds to the tune of ₹ 2880.03 crore were allocated during 2006-2011 to social, economic and general sectors by the State Government and also by the Government of India (GOI) through flagship programmes (Centrally Sponsored Schemes-CSS). Most of the funds provided through CSS are released directly by the GOI to the executing agencies instead of routing the same through the budget of the State Government to avoid loss of time in release of funds. Audit was conducted during August 2010 to April 2011 of different sectors like Education, Medical, Public Health (PHE), Sanitation, Rural Development, Forest, Tourism etc. to ascertain the impact of various programmes undertaken during 2006-07 to 2010-11 by State Government and the Government of India (GOI). The audit findings have been discussed in the succeeding paragraphs.

## Planning

A long term Perspective Plan based on inputs from stakeholders to have an integrated approach for development of the District had not been formulated with the result the critical gaps in developmental activities remained unattended. The District Administration plays little or no role in execution or monitoring of the centrally sponsored schemes.

*(Paragraph: 3.1)*

## Recommendations

A long term and well integrated plan may be formulated so that benefits are provided to all the beneficiaries of the District through development schemes. District

administration should be made responsible for monitoring the implementation of programmes of the schemes and initiating mid-course corrections wherever necessary.

## **Social Services**

### **Health**

Acute shortage of doctors to the extent of 41 per cent (i.e., shortage of 52 against the requirement of 128 doctors) and 53 per cent in para-medical staff (i.e. shortage of 732 against the requirement of 1380 para-medical staff), lack of essential equipment and machinery, poor utilization of available infrastructure had adversely impacted the delivery of health care services to the population of 15,26,406<sup>1</sup> of the district forcing them to go to private hospitals in and outside the State. Bed occupancy in SMGS Hospital was too high compared to the available bed strength and ranged between 98 and 155 *per cent*. Col. Sir R.N. Chopra Nursing Home was poorly utilized as out of available 80 rooms, only 16 rooms were properly occupied and the balance 64 rooms either closed or allotted to the doctors as their personal rooms resulted in loss of revenue of ₹ 1.08 crore on account of room rent and surgery charges. There was no scientific disposal of biological waste in the government hospitals of the District.

Non-formulation of Annual Action Plans during 2006-10 defeated the basic objective of the National Rural Health Mission to decentralize planning and implementation arrangements. Utilization of funds was not efficient even though unspent balances which ranged between 21 and 56 *per cent* during 2006-11, had come down considerably in 2010-11 due to preparation of Annual Action Plan for the year 2010-11. Three out of five test-checked blocks didn't have any Community Health Centre (CHC). Test checked Primary Health Centres (PHCs) and Sub-Centres (SCs) of five sampled blocks lacked basic health care and infrastructural facilities despite the fact that a significant sum of ₹ 24.08 crore had been spent on strengthening the health care facilities in the District during 2006-11. Lack of infrastructure facilities had deprived the rural population of the envisaged healthcare benefits with the result a majority of the rural population had to move to urban areas for better treatment. Despite adequate strength of Accredited Social Health Activists (ASHAs), the position of institutional deliveries and immunization was not up to the mark. Out of 57,503 cases of pregnancy registered in the test-checked blocks, only 35,669 deliveries had been registered by the department.

*(Paragraph: 5.1)*

## **Recommendations**

Steps may be taken to fill up the vacancies of doctors and other para-medical staff in the Government hospitals in the District. Effective steps need to be taken to procure essential equipment and machinery in right earnest and efficiently utilize them. Steps may be taken to establish a scientific bio-medical waste management system in

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<sup>1</sup> As per Census 2011.

accordance with Bio-Medical Waste (Management & Handling) Rules, 1998 in the Government hospitals of the District.

A long term Perspective Plan may be formulated so that facilities under National Rural Health Mission (NRHM) can be provided in a scientific way. Infrastructure facilities in the rural areas need to be upgraded so as to arrest the outflow of patients to urban areas. Immunisation and maternal health care facilities need to be strengthened and the performance of ASHAs reviewed to make them effective instruments of change.

### **Education**

Impact of the *Sarva Shiksha Abhyaan (SSA)* was dismal as the enrolment of children in the age group of 6 to 14 years in these schools had decreased. Due to non-formulation of annual action plans as per the requirement, huge balances had remained unspent. Incorrect reporting of utilisation certificates to GOI was an area of concern. The enrolment of children in the age group of 6 to 14 years had decreased from 80,433 in 2006-07 to 66,943 in 2010-11. Despite heavy expenditure on maintenance and repair, the number of schools requiring repair was on the rise. Academic performance in schools was marred by delayed and defective issue of textbooks and poor amenities. Out of 643 works taken up during 2006-10; only 565 works had been completed as of March 2011. Despite spending ₹ 4.02 crore on maintenance of assets during 2006-11, the classrooms requiring major and minor repairs showed an increasing trend from 598 to 650 during four years time. 1,02,849 books (value: ₹ 0.33 crore) of various subjects of class 1<sup>st</sup> to 8<sup>th</sup> were issued during 2006-11 in eight zones in excess of actual enrolment of students. The implementation of the mid-day meal programme was deficient in terms of utilization of food grains allocated by Consumer Affairs and Public Distribution Department (CAPD) and those lifted by the Zonal Education Officers (ZEOs). Out of 1060 kitchen-sheds targeted for completion during 2008-11, 666 kitchen-sheds had been constructed at a total cost of ₹ 5.70 crore as of March 2011 though money for the purpose was available. The funds provided were not fully utilized and the scheme had failed to arrest the dropout rate of students.

*(Paragraph: 5.2)*

### **Recommendations**

Immediate steps need to be taken to check the dropout rate from the Government schools. Formulation of Annual Action Plans should be on realistic basis. The actual expenditure needs to be reported to GOI. Textbooks need to be issued on time and on need basis. Full allocation of food grains need to be lifted under Mid-Day Meal Scheme. Action needs to be taken to reconcile the food grains actually lifted and transportation cost should be recovered from CAPD.

### **Water Supply and Sanitation**

The department did not have any perspective or annual action plans for providing potable water. Water supply schemes in rural areas were not prioritized and instances of funding new schemes when old schemes were lying incomplete were rampant. Out of 85 schemes taken up under Accelerated Rural Water Supply Programme (ARWSP) during 2003-07 to be completed within the envisaged period of one year to three years, 19 (22 *per cent*) schemes were incomplete as of March 2011. Taking up of ineligible schemes and cost and time overruns in completion of schemes were issues of great concern. Out of 133 schemes under execution during 2006-11, only 75 had been completed during the period and the balance 58 schemes remained incomplete due to insufficient funds. The faulty planning and poor controls over implementation resulted in time-overrun of two to six years and cost-overrun of ₹ 11.35 crore in 23 schemes. The department had not collected revenue on account of water charges resulting in loss of revenue of ₹ 0.63 crore as of March 2011 to the public exchequer. The delivery as well as the quality of public hygiene and sanitation services was grossly inadequate.

*(Paragraph: 5.3 and 5.4)*

### **Recommendations**

The department may prioritize water supply schemes based on proper assessment of needs and execute them efficiently. Funds may be provided in such a manner that new schemes are not taken up before the completion of ongoing schemes. Steps may be taken to regularise or disconnect illegal electricity connections. The arrears in water connection charges may be recovered immediately. Sanitation facilities may be provided and upgraded through efficient utilization of funds available under various schemes and an effective system of waste management in urban areas should be ensured.

### **Economic Services**

#### **Road sector**

The District Rural Road plan indicating the entire existing road network in the District and the core network was not prepared. Lack of planning and coordination among executing agencies existed due to non-preparation of District Rural Road Plan (DRRP) indicating the entire existing road network in the District, as a result two roads were taken up under two different schemes for which the work was taken under Prime Minister Grameen Sadak Yojana (PMGSY) during the year 2008-09 had already been taken up by the Roads and Bridges Department of the State during 2002-03 and 2006-07 and construction work thereof was completed during 2007-08 and 2010-11. This led to misutilisation of ₹ 1.88 crore incurred on these two roads under PMGSY as of March 2011. The department had failed to provide road connectivity to all the habitations in the District and 95 villages involving 178 habitations remained unconnected. The construction work of 17 road projects was commenced without



availability of land indicated defective planning by the department resulted in unproductive road work of ₹ 44.85 crore and depriving the general public of the intended benefits besides, blockage of funds. Out of 48 works taken up during 2004-09, 17 works (42 *per cent*) had not been completed as of March 2011 even after a lapse of five to 30 months. The upgradation work of three ineligible road projects were taken up under Prime Minister Grameen Sadak Yojana (PMGSY) in contravention of programme guidelines resulted in avoidable expenditure of ₹ 21.91 crore was incurred on ineligible road projects as of March 2011.

*(Paragraph: 6.1)*

### **Recommendations**

A long term District Rural Road Plan may be formulated to complete the road works in time and duplication of taking up of same roads should be stopped. Before taking up of construction works, land should be acquired in time in order to avoid obstructions of road works.

### **Rural Development**

The data relating to houses constructed under *Indra Awas Yojna (IAY)* has not been maintained; as a result the number of houses constructed under IAY could not be ascertained. There was under-utilisation of funds which effected achievement of targets under the Yojana.

Under Mahatma Gandhi National Rural Employment Guarantee Act 2005 (MNREGA), the Annual Works Plans did not flow from the Perspective Plan. The provision of providing 100 days employment to unskilled labour could not be met due to inadequate formulation of work plans. MNREGA funds of ₹ 0.12 crore were diverted for payment of wages to daily wagers, payment of telephone bills, POL etc. Unemployment allowance was also not provided to unemployed job card holders as envisaged in the scheme. The department had not taken up all the works approved for execution and out of 6,852 approved works, only 5,708 (83 *per cent*) works were taken up for execution during 2007-11. There was shortfall in completion of works. Under Swarnjayanti Gram Swarozgar Yojana (SGSY), the department failed to spend full amount and unspent balance swelled from ₹ 0.37crore in 2006-07 to ₹ 1.01 crore at the close of 2010-11. As a result, the coverage of Below Poverty Line (BPL) families was poor. The infrastructure put under Model village programme was not put to use rendering the investment unfruitful.

*(Paragraph: 6.2)*

### **Recommendations**

The data base of houses constructed should be maintained properly. Efforts should be made to increase the number of works to ensure 100 days employment to the unskilled labour. Unemployment allowance needs to be provided to unemployed

labour. Swarnjayanti Gram Swarozgar Yojana (SGSY) should be implemented efficiently.

### **Power**

The transmission and distribution losses continued to be very high. Energy losses in the District had exceeded the maximum of 15 *per cent* by 20,580.62 lakh units during 2007-11 which translated into commercial loss of ₹ 486.58 crore. All the connections were not metered as only 1,56,650 connections (67 *per cent*) out of 2,34,537 connections had been metered in the District as of March 2011. Due to overloaded receiving stations, the quality and quantity of power was inadequate which led to power shut downs. Some of the test checked schemes of the Agriculture/Irrigation Department revealed that these schemes were framed on the basis on unrealistic data.

*(Paragraph: 6.5)*

### **Recommendations**

Effective measures should be taken to reduce the transmission and distribution losses. Full metering of consumers need to be undertaken immediately. The receiving stations need to be upgraded for better power quality and availability.

### **Irrigation facilities**

Utilisation of irrigation potential of completed schemes ranged between 60 and 82 *per cent* only. Priority was not accorded to completion of ongoing schemes and new schemes were taken up. As a result, there was cost escalation of ongoing schemes rendering them incomplete. Nine out of 26 works taken up during 2007-10 witnessed a cost escalation from ₹ 10.94 crore to ₹ 21.77 crore. Non-completion of the schemes affected 6450 hectares of land despite spending of ₹ 29.42 crore on these schemes.

*(Paragraph: 6.6)*

### **Recommendations**

Irrigation potential should be utilized efficiently. Ongoing schemes should be completed first before taking up the execution of new schemes.

### **Urban development**

Tardy implementation of Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT) and Integrated Housing and Slum Development Programme (IHSDP) programmes adversely affected the possibility of completion of other phases of the programme. Non-implementation of Solid Waste Management Programme in the towns compelled all the Municipal Committees to dump garbage/solid waste in open space, on river bank, nallahs etc. putting the human health at risk, besides polluting the nearby water bodies.

*(Paragraph: 6.7)*



### **Recommendations**

Effective steps need be taken to complete the ongoing projects expeditiously so that the beneficiaries reap the intended benefits. Comprehensive Action Plan should be evolved for effective solid waste management to save water bodies from pollution.

### **Forests**

Performance of the departmental nurseries was dismal. The survival rate of plants planted during 2006-11 was very low as out of 5,60,885 plants planted during 2006-11 only 3,14,180 (56 *per cent*) plants survived. Despite spending ₹ 1.69 crore during 2006-10, there was no reduction of degraded area and it remained static at 2,557 hectares. The outstanding dues of ₹ 56.07 crore on account of non-recovery of compensation for forest land transferred to various agencies for non-forestry purpose and ₹ 6.13 crore on account of non-recovery of royalty from the user agencies had accumulated to unmanageable extent. Compensation for the land transferred to other agencies had not been received. Against 1,883.23 hectares of forestland diverted during the period 1991-92 to 2010-11 for non-forest purposes, no land was brought under forest cover.

*(Paragraph: 6.9)*

### **Recommendations**

Necessary measures should be taken to improve the performance of the departmental nurseries by controlling the mortality rate of the plants and to recover the outstanding dues on account of royalty and compensation for forest land transferred to various agencies for non-forestry purpose.

### **Tourism**

The development of Rughunath Bazar taken up under the Heritage Projects has been tardy. The developmental activities in Jammu have not been commensurate with the increased flow of tourists during the last few years visiting both Kashmir and Mata Vaishnodevi shrine at Katra.

*(Paragraph: 6.10)*

### **Recommendations**

Developmental projects should be taken up in a phased manner to make Jammu District tourists spot.

## **General Services**

### **Police**

Police infrastructure was inadequate to meet the requirement of the department. Mobility of police stations was poor which affected response time of the personnel to reach the crime spot immediately. Crime cases pending investigation had increased substantially ranging from 1107 cases in the year 2007 to 4158 cases in the year 2011 as a result the law and order situation in the Jammu District is alarming. Traffic management especially at intersection where the axle load was high was not up to the mark causing increase in the death, disabilities and hospitalization cases.

*(Paragraph: 7.1)*

### **Recommendation**

Adequate infrastructure should be ensured to make policing efficient.