

CHAPTER-IV AUDIT OF TRANSACTIONS

4.1 Excess payment; wasteful/unfruitful expenditure

DEPARTMENT OF PERSONNEL

4.1.1 Unfruitful expenditure on installation of Hotline System

Award of work for setting up an advanced Hotline system on single tender basis without assessing the competence of the contractor led to unfruitful expenditure of Rs 3.91 crore.

The State Government approved (June 2000) Rs 3.89 crore for the installation of a new hotline network to link Government Secretariat to all the 32 District Collectorates and Jodhpur and Bikaner Houses located at New Delhi. This was to replace the existing voice network and envisaged voice, data, fax, dedicated internet and accessing intranet of various State Government bodies/undertakings. On the recommendations of the Department of Information and Technology the Government allotted (November 2000) the work on single tender basis to Telecommunications Consultants India Limited¹ (TCIL), New Delhi for completion by May 2001. TCIL was to supply, install, commission and connect the equipment for the hotline network. The payment for work was to be made in two instalments. The first instalment of Rs 1.95 crore was payable in advance against irrevocable bank guarantee of Rs 39 lakh (10 *per cent* of the total cost) as security deposit and the second instalment was payable on acceptance of the network system after satisfactory installation/commissioning or after one year from the date of work order whichever was later after adjusting costs, penalties, liquidated damages and other charges, if any. The system was to run on lines leased from DOT/BSNL² for which the department paid Rs 2 crore during 2002-06.

Test check (January-February 2006) of the records relating to the hotline network in the Department of Personnel revealed that against the stipulated date of May 2001, the network with only voice facility was commissioned belatedly in June 2002. Further, as per performance reports received (January-March 2006) from 21 District Collectors out of 32, while no hotline was installed in one district (Jalore), in 20 districts the hotline network did not work satisfactorily and it stopped functioning in different months during

1. A Government of India Enterprise.
2. Department of Telecommunications now Bharat Sanchar Nigam Limited.

November 2002 to July 2004³. As such the Government decided (June 2004) to provide mobile phones to all officers concerned and instructed (August 2004) all the District Collectors to disconnect the network by withdrawing leased lines from BSNL with immediate effect and deposit the telephone sets in the Department. However, the Department withdrew the leased lines in two phases in August 2004 (District lines) and March-April 2006 (from Government Secretariat to other districts and Jodhpur and Bikaner Houses located at New Delhi) to finally close the system.

It was, further, observed that although the hotline network was not functioning satisfactorily since its installation, the Government released (March 2004) Rs 1.17 crore (second instalment) after withholding 20 per cent. This was against the terms and conditions of the agreement which specifically provided payment of second instalment only after satisfactory commissioning of the hotline system.

Thus, allotment of work without inviting tenders and assessment of TCIL's competence in executing the work resulted in unfruitful expenditure of Rs 3.91 crore including Rs 0.79 crore⁴ paid to BSNL on account of 42 leased lines disconnected during March-April 2006 after desertion of the scheme in August 2004.

The Government while accepting the facts of delay in installation of the system stated (August 2006) that (a) the payment of second instalment was released to avoid any legal complication and the expenditure incurred on the scheme was compensated/neutralised by way of lower expenditure and rent of leased lines during two years of working of this scheme in comparison to old hotline system and (b) the scheme was closed in view of technological advancements by providing mobile phones to users concerned. The reply was not tenable as the hotline network had never functioned satisfactorily during the first two years and payment of second instalment had been made in contravention of the conditions of the agreement.

4.1.2 Excess payment to labour contractor

Failure of the Department to adhere to conditions of the tender resulted in excess payment of Rs 36.57 lakh to a labour contractor.

Government of Rajasthan, Department of Personnel (DOP) invited (July 1998) tenders for providing workers on contract basis to work as Class-IV at the Government Secretariat, Jaipur. Conditions of the tender included (a) workers

3.

<u>Month/year</u>	<u>Number</u>	<u>and name of districts</u>
November 2002	1	Sawaimadhopur
July-December 2003	5	Dausa, Jaisalmer, Dungarpur, Baran and Tonk
April-July 2004	14	Kota, Churu, Dholpur, Banswara, Udaipur, Rajsamand, Sirohi, Barmer, Jhunjhunu, Hanumangarh, Chittorgarh, Karauli, Sriganganagar and Jodhpur.

4. Out of the amount of Rs 2 crore paid to BSNL.

could be called to work on weekly/gazetted holidays and (b) payment of wages for workers engaged on weekly/gazetted holidays would be the responsibility of the agency. After negotiations, the tender of Janta Security Services, Jaipur (contractor) was approved and order for providing 176 workers for three months (September-November 1998) was issued by the DOP in August 1998. Period of work order was extended from time to time (September 1998-July 2006) and Rs 3.08 crore was paid to the contractor for supplying workers ranging between 176 and 190.

Test check (November 2004 to October 2005) of the records of the Department of Personnel and subsequent updation (August 2006) revealed that in violation of conditions of the tender a sum of Rs 36.57 lakh⁵ was paid to the contractor for the contracted number of workers attending office on 501 weekly/gazetted holidays falling during the period September 1998-March 2005. However, on the basis of an audit observation from April 2005, marking of attendance of the Agency workers deployed to work on weekly/gazetted holidays was introduced by the Department after which the expenditure on this account has been significantly reduced.

The Government stated (April and July 2006) that the tender conditions regarding non-payment of wages to the Agency for supplying workers on weekly/gazetted holidays being unfair/unjustified was deleted while entering into the agreement after negotiations and payments were made accordingly. The reply is not tenable because (a) the negotiations were for rates only and omitting of the accepted tender conditions from agreement was against the provisions of Rule 59 of General Financial and Accounts Rules which stipulates that negotiations will not make original offer made by the tenderer inoperative and (b) regarding validity of tender conditions and their vital financial implication in favour of the contractor either the Department should have taken prior legal opinion/approval of Finance Department or resorted to inviting of fresh tenders to fetch competitive rates.

Thus, omitting the accepted tender conditions from the agreement resulted in excess payment of Rs 36.57 lakh to the contractor.

FINANCE DEPARTMENT

4.1.3 Excess/irregular payment of pension

Failure of the Treasury Officers to exercise prescribed checks led to excess/irregular payment of pension/family pension aggregating Rs 1.79 crore.

Government of Rajasthan (Government) had switched over (July 1977) to payment of pension to State Pensioners through Public Sector Banks (Banks). The Government had instructed that the Treasury Officers (TOs) would be

5. Wages: Rs 35.16 lakh and service charges: Rs 1.41 lakh (4 per cent on wages).

responsible for checking the accuracy of pension payments made by the Banks with reference to the records maintained by them, before incorporating the transactions in their accounts. Mention had also been made in previous Audit Reports (Civil)⁶ about the excess payment made to State Pensioners by the Banks. The Public Accounts Committee had also recommended (2001-02) that recoveries of excess payment be made, responsibilities against defaulting officers be fixed, administrative inspection of treasuries be strengthened and arrangements be made to avoid recurrence of such irregularities in future. In compliance thereof, the Government intimated (July 2003) that necessary instructions had been issued to TOs for verification of pension payments by visiting the Banks.

Test check (March 2005 to March 2006) of the records relating to pension payments made by the Banks, however, revealed excess/irregular payment of superannuation/family pensions of Rs 1.79 crore to 752 pensioners⁷ as detailed below:

Sl. No.	Particulars	Excess/irregular payments		Recoveries effected at the instance of audit	
		Number of cases	Amount (Rs in lakh)	Number of cases	Amount (Rs in lakh)
1.	Non-reduction of family pension after expiry of the prescribed period	349	75.73	21	2.66
2.	Pension credited in Bank accounts without receipt of life certificates	245	66.18	1	0.99
3.	Pension and dearness relief paid at higher rate than admissible	78	13.16	4	0.63
4.	Non-reduction of pension after its commutation	40	9.56	12	0.15
5.	Dearness relief paid to pensioners during the period of their re-employment	14	3.29	1	0.08
6.	Non-recovery of dues from gratuity payments	8	0.65	1	0.05
7.	Family pension not stopped after the age of 25 years/ marriage/ employment of dependents	5	2.78	1	0.68
8.	Pension credited after death of pensioners	5	2.42	-	-
9.	Irregular/overpayment of dearness pay	5	1.40	1	0.04
10.	Pension payment of other States wrongly debited	3	3.91	-	-
	Total	752	179.08	42	5.28

The above facts show that the irregularities had not only persisted but also increased due to failure in exercising prescribed checks by the TOs. Evidently, the recommendations⁸ of the Public Accounts Committee regarding avoiding

6. Para 3.9 of Audit Report for 1984-85, Para 3.1 of Audit Report for 1990-91, Para 3.4 of Audit Report for 1993-94, Para 3.2 of Audit Report for 1997-98, Para 3.7 of Audit Report for 1999-2000, Para 4.4.1 of Audit Report for 2002-03, Para 4.2.5 of Audit Report for 2003-04 and Para 4.4.1 of Audit Report for 2004-05.
7. Ajmer: 18; Alwar: 24; Banswara: 12; Barmer: 42; Bharatpur: 5; Bhilwara: 38; Bikaner: 24; Chittorgarh: 12; Churu: 1; Dausa: 37; Hanumangarh: 1; Jaipur: 368; Jalore: 14; Jhalawar: 13; Jhunjhunu: 1; Karauli: 3; Nagaur: 21; Pali: 27; Rajsamand: 27; Sawaimadhopur: 2; Sikar: 13; Sirohi: 5; Sriganganagar: 15; Tonk: 8 and Udaipur: 21.
8. No. 1 to 3 in their 57th Report.

recurrence of such irregularities in future were not followed scrupulously. State Government had recovered Rs 5.28 lakh in 42 cases at the instance of audit.

The matter was referred to the Government in May 2006; reply had not been received (September 2006).

HIGHER EDUCATION DEPARTMENT

4.1.4 Unfruitful expenditure on construction of staff quarters

Excess assessment of requirement of quarters resulted in unfruitful expenditure of Rs 45.12 lakh incurred on nine unoccupied (Rs 36.84 lakh) and four incomplete (Rs 8.28 lakh) quarters besides avoidable payment of Rs 10.77 lakh towards House Rent Allowance.

To meet the requirement of housing for their staff posted at Agriculture Research Station, Kota, Maharana Pratap University of Agriculture and Technology, Udaipur (University), got constructed 18 quarters under National Agriculture Research Programme (NARP) by January 1994 and another 15 quarters under Agriculture Development Project (ADP) by July 1999 at a cost of Rs 52.88 lakh and Rs 58.64 lakh respectively.

Scrutiny (May 2005 and October 2006) of the records of the University revealed that out of 18 quarters constructed under NARP, seven quarters⁹ were never allotted, four quarters were lying incomplete since October 1993 after incurring expenditure of Rs 8.28 lakh and one quarter was lying damaged since the July 2001 flood. In spite of 12 quarters remaining unoccupied/incomplete under NARP, 15 more quarters were constructed at a cost of Rs 58.64 lakh under ADP. Of these, nine quarters (cost: Rs 36.84 lakh) were also lying vacant (April 2006) since their completion in July 1999 while nine University employees, eligible to occupy them were paid House Rent Allowance aggregating Rs 10.77 lakh for the period July 1999-March 2006.

The University stated (July 2006) that (a) eight quarters constructed under NARP were being utilised as stores for small farm equipment and agriculture inputs etc. as no stores were constructed under NARP, (b) nine quarters constructed under ADP could not be allotted as some officials constructed their own houses and were unwilling to reside in quarters, (c) action is being taken to complete the four incomplete quarters and (d) allotment of two quarters (ADP) was under process and remaining seven vacant quarters would be utilised for non-residential purposes,¹⁰ as there was no demand pending for these quarters. The reply is not tenable as it shows the failure of the University in planning for construction of stores and assessment of actual requirement of

9. Meant for Associate/Assistant Professors.

10. Offices of new and old sanctioned schemes, stores and training etc.

quarters. Besides, taking up the completion of four quarters may not be useful in absence of any demand for them.

Government, while accepting the facts, initially stated (June 2006) that construction of quarters far away from the Research Station was not justified and utilisation of quarters as stores, laboratory and seeds sale defeated the very purpose of construction of staff quarters under NARP/ADP. Subsequently (October 2006), however, Government stated that (a) construction of quarters was justified as number of housing units constructed were 23 *per cent* against maximum limit of 25 *per cent* of working strength prescribed under NARP, (b) quarters remained vacant as in the changed economic scenario, some officials had constructed their own houses and (c) as there was no provision of stores in NARP, vacant quarters were being used for stores etc. The reply was not tenable as (a) NARP guidelines stipulated that the number of housing units had to be assessed on the basis of staff who need to live at the Research Station and for other staff on the basis of availability of accommodation in neighbouring towns. The 25 *per cent* limit was applicable only for the latter category.

Thus, excess assessment of requirement of quarters on one hand resulted in unfruitful expenditure of Rs 45.12 lakh incurred on nine unoccupied (Rs 36.84 lakh) and four incomplete (Rs 8.28 lakh) quarters and on the other, caused University to incur avoidable payment of House Rent Allowance of Rs 10.77 lakh to nine employees.

HOME DEPARTMENT

4.1.5 Unauthorised utilisation of services of Reserve Police Lines personnel

Unauthorised utilisation of Police personnel at the residence of Police Officers resulted in unfruitful expenditure of Rs 1.30 crore on pay and allowances.

Rajasthan Police Rules, 1948 prohibit officers to utilise services of their subordinate employees for personal work. Further, there is no provision for posting of Reserve Police Lines (RPL)¹¹ personnel at the residence of an officer under the Rajasthan Police Manual of Departmental Instructions, 2001. In compliance of recommendations of Public Accounts Committee (2002-03), Director General of Police (DGP), Jaipur instructed (July 2003) that the posting of police personnel should be according to their recruitment.

Test check (August to October 2005) of the records of Superintendent of Police, Jaipur City, revealed that the above instructions were not adhered to

11. RPL in every district is a branch of Office of Superintendent of Police for keeping manpower, which is not posted to Police Stations and such manpower includes emergency reserve, personnel for escort duties, casualty reserve etc.

and services of 233 RPL personnel,¹² ranging between one and 14, were unauthorisedly utilised at the residences of 78 police officers.¹³ Non-adherence to the instructions resulted in unfruitful expenditure of Rs 1.30 crore on pay and allowances of the RPL personnel (calculated at the minimum of the pay scale applicable) during September 2003 to August 2005. It was, further, observed that:

- Besides the above, 40 *Kacha Langarias* (Temporary Cooks) were also working at the residences of police officers as of September 2005. Expenditure on account of their wages could not be worked out as their Daily Morning Registers¹⁴ were not produced for months preceding August 2005 despite repeated requests.

- In addition to the above *Kacha Langarias*, DGP approved (February 2005) engaging another 120 part time *Kacha Langarias* on contract basis to enable replacing the constables working as a cook at the residences of the officers by the same number of *Kacha Langarias*. However, as of November 2005 constables continued to work at the residences of the police officers. Incidentally, the above directions of DGP were irregular as the services of the *Kacha Langarias* are meant for police messes only.

On being pointed out (October 2005), Additional Superintendent of Police, RPL, Jaipur City directed (November 2005) all the units incharge of Police Lines in Jaipur City to withdraw the manpower engaged against the rules immediately.

Thus, non-adherence of instructions not only led to unfruitful expenditure of Rs 1.30 crore¹⁵ on account of pay and allowances of RPL personnel but also deprived the Department of their services for the purpose for which they were recruited.

The Government while accepting the facts, stated (July 2006) that (a) because of shortages of Orderlies, RPL personnel were provided at the residences of police officers posted at Jaipur to assist them for attending to telephones, visiting complainants, maintaining their uniform and providing security and (b) RPL personnel were also provided to those police officers who had retired/posted in other Departments or posted outside Jaipur to provide security to their families as these Police Officers had in the past remained on sensitive posts. The reply was not tenable because the audit observation is only in respect of such police officers who were not in the list of 'protected persons' to whom security cover was to be provided under orders of the Home Department.

12. Head Constables, Constables, Constable Drivers, Group 'D', *Pacca Langarias* (Permanent Cook).

13. Including retired officers (9), officers posted in the other departments (11) and those posted outside Jaipur (13).

14. Contains the position of daily attendance of manpower.

15. This does not include expenditure incurred on wages of 120 *Kacha Langarias*.

PUBLIC HEALTH ENGINEERING DEPARTMENT

4.1.6 Unfruitful expenditure on Water Supply Scheme

Undertaking of other works of a Rural Water Supply Scheme before development of its source of water led to expenditure of Rs 84.32 lakh becoming unfruitful.

Government of India (GOI) accorded (July 1996) technical approval of Rs 81.54 lakh for a Rural Water Supply Scheme for providing safe drinking water to three saline water affected villages viz. Dudu, Khudiyala and Mangalwara in District Jaipur. The cost of the scheme was to be funded in the ratio 3:1 by the GOI and the State Government respectively and completed within one year.

The Chief Engineer (Rural), Public Health Engineering Department (PHED), Jaipur accorded technical sanction for Rs 83.86 lakh in December 1996 and specifically instructed that the source of water, in terms of quality and quantity should be developed first and then only all other works be undertaken. Against the projected demand of 645 kilo litres of water per day (KLD) for the estimated population in 2006 of the villages, the projected yield in the scheme was 672 KLD¹⁶. The Hydrogeologist of the Department had earlier while recommending (June 1996) bank of Mansi river at village Kheri Charan as the site for digging open well for source of water, mentioned that the actual site will be selected at the time of execution.

The works, including construction of RCC¹⁷ open well, were taken up in February 1997. The work of digging of well had to be stopped (May 1998) at 10 metre depth as further sinking was not possible due to encountering of hard rock. As of December 2004, all works except open well, pump house and boundary wall for Mangalwara and Khudiyala had been completed at a cost of Rs 91.45 lakh¹⁸. Of this Rs 91.12 lakh was spent till March 2002.

The pipe line from the existing well at Kheri Charan was connected to Sewa, a village enroute in November 1999, but in February 2000 the discharge of this well reduced from 224 KLD to 72 KLD. Hence, no water could be supplied to the three affected villages.

Thus, undertaking of other works before development of source of water led to expenditure of Rs 84.32 lakh¹⁹ becoming unfruitful since March 2002 as no

16. From existing source: 448 KLD (224 KLD from two open wells and one tube well of Dudu and 224 KLD from one open well of Kheri Charan) and from proposed source: 224 KLD from one open well at Kheri Charan.

17. Reinforced Cement Concrete.

18. On pipeline: Rs 75.84 lakh; RCC Open Well: Rs 1.51 lakh; CWRs and GLRs: Rs 4.51 lakh; Pump House and Boundary Wall: Rs 1.72 lakh; Pump Machinery: Rs 1.23 lakh; Sluice Wall and Switch room: Rs 2.02 lakh and Electric connection: Rs 4.62 lakh.

19. Reducing Rs 6.80 lakh being cost of pipe line and other components installed at Kheri Charan utilised for supply of water to village Sewa.

water was reached these three villages. Besides, the very purpose of the project of providing safe drinking water to the inhabitants of the saline affected villages could not be achieved even after a lapse of more than eight years.

The Government while accepting the facts stated (January 2006) that the requirement of water for the three villages would be met by constructing one tube well proposed (2005-06) under Minimum Needs Programme. The fact, however, remains that undertaking other works before developing source of water had led to an expenditure of Rs 84.32 lakh being unfruitful since March 2002.

PUBLIC WORKS DEPARTMENT

4.1.7 Unfruitful expenditure on incomplete road due to land dispute

Award of work before taking full possession of land for it led to road lying incomplete and rendering expenditure of Rs 1 crore unfruitful.

Public Works Financial and Accounts Rules (PWF&AR) lay down that clear title of site is a pre-requisite for planning and designing of work and no work should commence on land which has not been duly made over by a responsible Civil Officer.

Under Rural Infrastructure Development Fund-VIII (RIDF),²⁰ the State Government issued (September 2003) administrative and financial sanction of Rs 1.30 crore (including State contribution Rs 13.02 lakh) for upgradation of a 10 km missing link of road from gravel to Bituminous top (BT) between Karwar village and Khatoli town (Kota district). With this connectivity, people of six villages²¹ were to benefit; besides, the road distance between Sheopur (Madhya Pradesh) and Sawaimadhapur (Rajasthan) was reduced by 17 km. The Government sanction was subject to condition that the work should be taken up only after land owners surrender the land free of cost and get it mutated in the favour of Public Works Department (PWD).

Technical sanction for Rs 1.29 crore, including Rs 7.73 lakh incurred on earth work under Famine Relief as contribution of the State Government was accorded by the Superintending Engineer, PWD Circle, Kota in March 2004. The work was allotted (May 2004) by the Executive Engineer, PWD District Division, Kota to a contractor for Rs 1.11 crore with stipulated completion in January 2005. Due to refusal by the land owner of km 6/050 to 6/350 of road, the work was stopped in May 2005. By June 2005, the contractor was paid final bill of Rs 1 crore. The work, however, remained incomplete over a stretch of 300 metres.

20. With loan assistance from National Bank for Agriculture and Rural Development (NABARD).

21. Dungarli, Pipalda, Gordhanpura, Marjhana, Ron and Shahanwada.

Test check (October 2005) of the records of Executive Engineer, PWD District Division, Kota revealed that the aforesaid land owner had earlier objected to laying of gravel road on this stretch and filed (February 1998) a civil suit in the court, in which the court had ordered (August 2003) that the land in question could only be acquired under Rajasthan Land Acquisition Act, 1894. Despite this dispute on land falling in the alignment of the road, the Department got the work executed on other portion of the road without acquisition of required land. The road work was, thus, lying incomplete (October 2006) after incurring an expenditure of Rs 1 crore.

In response, the Government stated (February and October 2006) that (a) the work was started under the impression that no objection will be raised by the land owner, (b) the stretch of 300 metres land has been mutated as Government land in revenue records, the land owner has now been allotted land elsewhere in exchange and (c) the work on the stretch of 300 metres will be completed after taking over possession of the land.

The reply was not tenable as (i) the Department's impression that no objection will be raised by the land owner was ill founded as the land owner had earlier objected and filed (February 1998) a civil suit against execution of road work, (ii) the land owner had not accepted (June 2006) the proposal of allotment of the land in exchange elsewhere, (iii) the Department did not take any action for acquiring land under Rajasthan Land Acquisition Act as ordered by the court and (iv) the actual possession of land over the 300 metres stretch had not been taken (October 2006).

4.1.8 Unfruitful expenditure on construction of approach road

Construction of an approach road had to be abandoned after incurring expenditure of Rs 72.29 lakh for want of Forest Department clearance.

Public Works Financial and Accounts Rules lay down that no work should commence on land which has not been duly taken over.

For construction of 3.20 km approach road to Chambal Bridge at Mandawara (District Kota) passing through forest land, the Executive Engineer (EE), Public Works Department (PWD), District Division, Kota requested (March 2002) Collectors of Kota and Bundi districts for arranging permission of the Divisional Forest Officer (DFO), Kota and Bundi. Simultaneously, he requested DFOs, Kota and Bundi to send proposals for transfer of revenue land in lieu of forest land coming under the alignment of the approach road.

Even before the above matter was resolved, the State Government issued (September 2003) administrative and financial sanction of Rs 1.10 crore for construction of the approach road under Rural Road Project for Construction of Missing Links. The work was awarded (July 2004) for Rs 96.37 lakh to a contractor by the EE, PWD, District Division, Kota. After construction of 1.4 km road, the work was halted in April 2005 as the alignment of remaining 1.8 km road was within forest area. For the work executed, the contractor was

paid Rs 54.15 lakh (April 2005). An expenditure of Rs 18.14 lakh was also incurred during 2003-04 on earthwork of the road under Famine works.

Scrutiny (October 2005) revealed that after prolonged correspondence DFO, Kota intimated (July 2004) EE, PWD District Division, Kota that out of 1.8 km of road coming under forest area, one km relates to wild life area and diversion of this land for non-forest purpose requires prior permission of the Supreme Court in accordance with their directions of November 2000. No permission was granted as of January 2006 and the work was lying incomplete after incurring expenditure of Rs 72.29 lakh.

Thus, awarding of work (July 2004) before obtaining clearance from the Forest Department, in spite of knowing that the alignment of road was passing through the forest land, rendered the expenditure of Rs 72.29 lakh unfruitful on approach road lying incomplete.

The State Government, while accepting the facts stated (July 2006) that although the permission for construction of 1.8 km of road coming under forest area has not been received, traffic is passing through the forest land for which Forest Department has not raised any objection. Reply is not tenable as the incomplete road cannot allow smooth running of traffic. Besides, use of wild life area for non-forest purposes violates orders of the Supreme Court.

4.1.9 Unfruitful expenditure on road lying incomplete

Award of work before acquiring all the required land for a road rendered expenditure of Rs 1.62 crore unfruitful.

Rule 351 of Public Works Financial and Accounts Rules lays down that no work should commence on land which has not been duly made over. Further, guidelines of *Pradhan Mantri Gram Sadak Yojana* (PMGSY) stipulate that for the construction of roads, providing land free of cost is the responsibility of the State Government and no funds would be provided for land acquisition.

State Government issued (March 2003) administrative and financial sanction of Rs 2.17 crore under PMGSY for construction of a 15 km long approach road from Deori to Chorakheri (District Baran) to provide connectivity to the inhabitants of Chorakheri and adjoining villages to National Highway 76. Technical sanction of Rs 1.93 crore was also issued by the Additional Chief Engineer, Public Works Department (PWD), Zone Kota in April 2003. The work was awarded (August 2003) at an estimated cost of Rs 2.24 crore with the stipulated date of completion of work by May 2004. As of February 2006, the contractor had executed work in 11.5 km length and had been paid Rs 1.62 crore. Remaining work could not be executed as of March 2006 as the alignment of road in 3.5 km length was under protected forest area.

Test check (March 2006) of the records of the Executive Engineer (EE), PWD Division, Baran revealed that in the technical report/estimates of the approach road there was no mention that the alignment of a part of the road was passing through protected forest area. This indicates that no proper survey of

alignment of proposed road was conducted before preparing the project report. It was only during execution of work the Department came to know (June 2004) that 3.5 km stretch of road was passing through protected forest area and laying road on it would require permission of Government of India. After prolonged correspondence the Chief Engineer, PWD sent (December 2005) a proposal to Additional Principal Chief Conservator of Forests for dereservation of 4.5 hectares forest land required for the construction of the road and an undertaking for paying Rs 45.69 lakh towards cost of compensatory afforestation. Thus, the road scheduled to be completed by May 2004 remained incomplete as of March 2006, even after incurring expenditure of Rs 1.62 crore.

While accepting the facts, Government stated (October 2006) that the permission/consent for utilisation of 4.5 hectares land has been given (April 2006) by the Ministry of Environment and Forests, Government of India subject to compensatory afforestation at the cost of PWD on equivalent land to be transferred by PWD to the Forest Department.

Government's reply is not tenable as the PWD has yet to identify and transfer 4.5 hectares of land to the Forest Department for afforestation. Thus, the completion of the road could take a long time defeating the very purpose of providing connectivity to the local inhabitants.

SOCIAL WELFARE DEPARTMENT

4.1.10 Unfruitful expenditure on construction of hostel buildings lying unutilised

An expenditure of Rs 13.66 crore on construction of buildings remained unfruitful due to failure of the department in assessing its feasibility and utility.

On recommendations by the Eleventh Finance Commission, the State Government²² with a view to provide social security and safe shelter to women, their children and girls, accorded (September 2001 and July 2002) administrative and financial sanction of Rs 18.50 crore for construction of 33 women welfare/residential buildings²³ in various districts. The buildings, constructed during July 2002 to March 2005 by the Public Works Department at a cost of Rs 16.77 crore, were handed over to Social Welfare Department during September 2002 to April 2005. While *Nari Niketans* and *Balika Grah* were to run Departmentally, the Working Women Hostels and Short Stay Homes were to be run through Non-Government Organisations (NGOs).

Test check of the records of Director, Social Welfare Department in June 2005 and subsequent updation (May 2006) revealed that out of 33 buildings, 14

22. Social Welfare Department.

23. Working Women's Hostel: 13, *Nari Niketan*: 5, Short Stay Home: 10 and *Balika Grah*: 5.

were lying vacant, 15 were being used for purposes other than those for which these were constructed and only four were being used for their intended purpose. As of March 2006, an expenditure of Rs 17.23 lakh was incurred on electricity/water supply and watch and ward of the vacant buildings. The vacant buildings included one Short Stay Home constructed (for Rs 26.96 lakh in January 2004) in Banswara city although one building constructed²⁴ there earlier (1988-89) could never be used as residence of working women due to lack of demand.

On being pointed out, Director, Social Welfare Department while accepting facts stated (January 2006) that no survey for the availability of inmates was conducted before sanctioning of construction of the buildings and that budget and staff for running *Nari Niketans* and *Balika Grah* had been sanctioned in December 2004 but their posting was yet to be made (January 2006). However, no specific reasons were furnished for non-utilisation of these buildings.

Thus, failure of the Department in conducting survey for assessing demand, non-posting of staff for running *Nari Niketans* and *Balika Grah* and delay in engaging NGOs for the running of Working Women Hostels and Short Stay Homes rendered the expenditure of Rs 13.66 crore²⁵ incurred on construction of buildings unfruitful. Besides, the purpose of providing social security and safe shelter to women, their children and girls was defeated.

Government, while accepting the facts, stated (June 2006) that efforts for utilisation of remaining 14 buildings were being made.

WATER RESOURCES DEPARTMENT

4.1.11 Wasteful expenditure on rehabilitation of canal system of Moti Sagar tank

Contrary to Government instructions (August 2001) prescribing water allowance of three cubic feet per second (cusec), the Department approved (October 2002) rehabilitation of a canal system allowing water allowance of 13.33 cusecs and incurred irregular and wasteful expenditure of Rs 1.58 crore.

Bisalpur Drinking Water-cum-Irrigation Project, includes command area of 22 existing irrigation tanks of which an important one is Moti Sagar tank. The Bisalpur project estimates, prepared in 1991, include provision for remodelling of the canal system of these tanks to have an integrated system.

Considering the general scarcity of water in Rajasthan and with a view to increase the command area of existing irrigation projects to enable benefit to

24. In the same Municipal area through grants received from Government of India.

25. Including expenditure of Rs 17.23 lakh incurred on maintenance and excluding of Rs 3.28 crore incurred on construction of four buildings.

larger number of farmers and more efficient use of water, the Government approved (16 August 2001) a norm of water allowance of three cusecs per thousand acre. Simultaneously, Government also requested the Chief Engineer, Irrigation to submit proposals for remodelling of irrigation system of existing projects.

Contrary to the above instructions, Additional Chief Engineer, Irrigation Zone, Jaipur accorded (October 2002) technical sanction for Rs 1.65 crore for rehabilitation of canal system²⁶ of Moti Sagar tank allowing a water allowance of 13.33 cusecs per thousand acre. The work was taken up by the Executive Engineer (EE), Irrigation Division, Tonk who completed (July 2005) 5.72 km out of 17.77 km rehabilitation of main canal and 1.7 km out of 7 km of Bharni minor at a cost of Rs 1.58 crore. Meanwhile, with a view to start remodelling of existing irrigation system in command area of Bisalpur Project, the Moti Sagar canal system was ordered to be transferred (July 2004) from the EE, Irrigation Division, Tonk and its charge was taken over (October 2005) by the EE, Canal Division-II, Bisalpur Project, Tonk.

Test check (November 2005) of the records of the EE, Irrigation Division, Tonk revealed that the EE, Canal Division-II, Bisalpur Project, Tonk had intimated (April 2005) the EE, Irrigation Division, Tonk that the location of outlets in the work done by the latter was different from the location proposed in network planning of Bisalpur project and the complete canal system of Moti Sagar tank will have to be remodelled again to provide irrigation facilities to conform to water allowance of three cusecs per thousand acre. This indicated that expenditure of Rs 1.58 crore incurred on rehabilitation of Moti Sagar canal system with a water allowance of 13.33 cusecs per thousand acre was unwarranted and also wasteful.

On being pointed out in audit, the EE, Irrigation Division, Tonk stated (November 2005) that the estimate of the work on the canal system of Moti Sagar tank carried out by him was sanctioned in October 2002 and by the time its execution started in July 2003, the canal system had not been included in the command of Bisalpur project. This reply was not tenable as provision for remodelling of the canal system of all the 22 irrigation tanks was already included in Bisalpur project estimates, 1991 and in its revised estimates cleared by Central Water Commission in June 2000. The EE, Canal Division-II, Bisalpur Project, Tonk intimated (June and August 2006) that after transfer of canal system to his Division, works of remodelling of main canal and minors in remaining length had been taken up with water allowance of three cusecs per thousand acre.

Thus, lapse of the Department in sanctioning rehabilitation of canals of Moti Sagar tank with water allowance of 13.33 cusecs per thousand acre against the norm of three cusecs per thousand acre would result in irregular and wasteful expenditure of Rs 1.58 crore. Moreover, this would result in lesser command area and benefit to lesser number of farmers.

26. Main Canal (17.77 km long) and Bharni Minor (7 km long).

The Government stated (August 2006) that the irrigation system of the tank and of Bisalpur project are different and cannot be compared and if water allowance in Moti Sagar Irrigation System is kept similar to Bisalpur command, 38 *per cent* of its area would remain unsowed which was not possible. The reply is not tenable in view of the fact that remodelling of remaining portion of canal system is being done for a water allowance of three cusecs per thousand envisaged for Bisalpur integrated command and water is proposed to be released accordingly. The fact remains that integrated command envisaged was not considered resultantly remodelling is also not being done for entire length at 13.33 cusecs per thousand acre rendering the expenditure of Rs 1.58 crore incurred on part completed length as wasteful as well as irregular.

4.2 Violation of contractual obligations, undue favour to contractors, avoidable expenditure

HIGHER EDUCATION DEPARTMENT

4.2.1 Avoidable extra expenditure on electricity consumed

Failure of the Banasthali Vidyapith to take measures for maintaining required average power factor, raising of contract demand and obtaining exemption from payment of duty resulted in avoidable extra expenditure of Rs 71.86 lakh.

Tariff for Supply of Electricity-2001 of Jaipur Vidyut Vitran Nigam Limited (JVVNL) provides that consumers shall maintain an average power factor of not less than 0.90 and a surcharge at one *per cent* of energy charges for every 0.01 fall in average power factor below 0.90 is chargeable. The Tariff further provides that in case such a consumer causes an excess demand of more than five *per cent* of its contract demand he shall pay excess demand charges as applicable to Large Industrial Power Consumers. Further, Rajasthan Electricity (Duty) Act, 1962 exempts Recognised Educational Institutions (REIs) from levy of electricity duty (ED) on the energy consumed for educational purposes.

Test check (January 2006) of the records of Banasthali Vidyapith, Newai having nine electricity connections in the category of bulk supply for mixed load (3), domestic service (4) and non-domestic service (2) with contract demand ranging from 25 to 200 KW and subsequent (October 2006) updation revealed the followings:

(i) Due to non-maintenance of average power factor of 0.90 on eight electricity supply connections, the Vidyapith had to incur avoidable expenditure of Rs 19.78 lakh during the years 2001-06 towards power factor surcharge. No efforts were made to get shunt capacitors installed to improve monthly average power factor and avoid payment of surcharge.

(ii) Vidyapith exceeded their contract demand by more than five *per cent* in case of an electricity connection in the category of non-domestic service (NDS) and had to pay avoidable excess demand charges of Rs 20.03 lakh during the period from May 2002 to March 2006. The contract demand to the required extent was not got raised to avoid payment of such charges.

(iii) The benefit of exemption from levy of ED was not obtained from JVVNL on the energy consumed by the Vidyapith in respect of two electricity connections under NDS category instead of bulk supply for mixed load category applicable to REIs. Consequently, the Vidyapith had to incur (May 2001 to March 2006) avoidable expenditure of Rs 7.24 lakh on ED.

(iv) The Vidyapith had to pay energy charges at higher rate²⁷ for the two connections (May 2001 to March 2006) under the category of NDS instead of bulk supply for mixed load applicable to REIs which resulted in extra expenditure of Rs 24.81 lakh.

Vidyapith while accepting facts stated (May 2006) that (a) considering financial constraints shunt capacitors have since been got installed in two connections and (b) application for raising of contract demand had been made (March 2006). Vidyapith's reply was silent about action proposed to be taken to obtain bulk supply for mixed load applicable to REIs.

Thus, failure of the Vidyapith to take timely corrective measures for maintaining required average power factor, raising of contract demand suitably and obtaining exemption from payment of duty by getting of connections converted to the category applicable to REIs resulted in avoidable extra expenditure of at least Rs 71.86 lakh.

PUBLIC HEALTH ENGINEERING DEPARTMENT

4.2.2 Avoidable extra expenditure on re-laying of pipeline

Failure of the Department in conducting proper survey and soil tests before laying of PSSC pipeline on water logged saline soil necessitated re-laying the pipe at an estimated cost of Rs 3.78 crore.

During March 1995 to November 2003, 47 bursts took place in the chainage 7,550 to 9,646 metres (2.1 km length) of pre-stressed cement concrete (PSSC)

27.

Type of connection	Rates applicable			
	Upto 31.12.2004		From 01.01.2005	
	Energy charges	Fixed charges	Energy charges	Fixed charges
NDS	First 100 units/month -Rs 4.50 per unit Above 100 units- Rs 4.90 per unit	Rs 60 per KVA per month	No change	No change
Bulk supply for mixed load	Rs 3.72 per unit	Rs 75 per KVA per month	Rs 3.75 per unit	Rs 80 per KVA per month

pipeline (commissioned in February 1995) of the water supply scheme from Bisalpur Dam to Ajmer, Beawar and Kishangarh towns. The pipes burst even at low pressure of 6 kg/cm² as against designed working pressure of 8 kg/cm². This disrupted water supply to the three towns for 36 to 48 hours on each occasion. In order to overcome this problem, Additional Chief Engineer, Public Health Engineering Department (PHED), Ajmer proposed (August 2001) replacement of existing PSCC pipeline with 1200 mm dia MS pipeline in the stretch of 2.1 km on RCC pillars. The administrative and financial sanction of Rs 2.67 crore for the same accorded (February 2004) by the Finance Committee of Rajasthan Water Supply and Sewerage Management Board was further revised (August 2004) to Rs 3.78 crore based on work order, against which an expenditure of Rs 3.26 crore had been incurred upto March 2005.

Test check (April 2005) of the records of Executive Engineer (EE), PHED, Bisalpur Project, Division-II, Ajmer revealed that the Additional Chief Engineer, PHED attributed (January 2004) the bursts to the chainage falling in low lying area close to an anicut causing the pipes to remain sub-merged during rains, thereby leading to their rapid rusting especially since the soil of the area was saline. This indicated that PHED had neither conducted salinity tests of soil as required under Rule 289 (2) of Public Works Financial and Accounts Rules nor suitability of PSCC pipeline for low lying water logged area before awarding work of laying PSCC pipeline. Consequently, the pipes burst frequently. Had proper testing of soil been done and suitability of PSCC pipes judged earlier and appropriate pipeline laid, the expenditure of (a) Rs 3.26 crore incurred during February 2004-March 2005 would have not been necessary and (b) Rs 37.14 lakh incurred on repair of the 47 bursts would not have occurred.

The matter was referred to the Government in September 2005; reply had not been received (September 2006).

PUBLIC WORKS DEPARTMENT

4.2.3 Use of funds for an ineligible purpose and avoidable expenditure on excess width of missing link of rural roads

Missing Link Project funds amounting to Rs 40.79 lakh were irregularly utilised on earth work, further excess widening of missing link portion of rural roads led to avoidable expenditure of Rs 25.32 lakh.

State Government accorded (September 2003) administrative and financial sanction of Rs 181.69 crore for construction/upgradation of missing links of roads in various districts of the State under Rural Infrastructure Development Fund (RIDF)-VIII with loan from National Bank for Agriculture and Rural Development (NABARD) @ 8.50 per cent per annum. The sanction specifically stipulated that the expenditure on earthwork over the entire length of road will be met out from *Sampurna Gramin Rojgar Yojana* (SGRY),

Member of Parliament Local Area Development (MPLAD), Member of Legislative Assembly Local Area Development (MLALAD) or any scheme of rural development and no project funds be spent towards earthwork.

Test check (October 2005) of the records of Executive Engineer (EE), Public Works Department, District Division, Kota revealed that (a) works of construction and upgradation of 10 roads taken up under the Project were allotted to eight contractors during February to July 2004, (b) against the works executed, payment of Rs 4.22 crore was made to the contractors as of March 2006, which included Rs 40.79 lakh incurred for execution of 1.16 lakh cum earthwork, and (c) no earthwork was executed using funds of SGRY, MPLAD and MLALAD. This shows that Missing Link Project funds of Rs 40.79 lakh was used by the Department for an ineligible purpose.

The State Government, while accepting the facts, stated (March and October 2006) that (a) the whole of the earthwork could not be executed under the permissible schemes due to scarcity of labour and (b) despite recommendations by Member of Parliament and Members of Legislative Assembly no funds were released by the District Rural Development Agency (DRDA), Kota from MPLAD and MLALAD schemes. The reply was not tenable as scrutiny of the running bills of the contractor revealed that the work was carried out through unskilled labourers. Besides, the accounts of DRDA revealed that funds far in excess of Rs 40.79 lakh were available under SGRY during the years 2003-04 and 2004-05. Thus, use of funds of RIDF-VIII for earthwork was unnecessary and resulted in avoidable payment of interest of Rs 4.47 lakh²⁸ to NABARD.

Similarly, test check (September 2005) of the records of the EE, Bhinmal revealed that of 15 missing link roads sanctioned at an estimated cost of Rs 6.98 crore in District Jalore, six were got executed by the EE, Bhinmal at a cost of Rs 1.27 crore as of November 2005. Although width of six missing link roads in the existing 53 km length was three metre, the missing link in 22.5 km length was constructed with 3.75 metre width. The roads in existing portion of 53 km had not been widened. The widening of the roads only in missing link portions (ranging between one km and 7.5 km) without widening the existing roads would not serve any purpose and led to avoidable expenditure of Rs 25.32 lakh.

The Government stated (February and August 2006) that carriageway width of the missing link roads was widened to 3.75 metre taking traffic intensity on these roads to be more than 100 motorised vehicles per day as provided in Rural Roads Manual (clause 2.6.4). The reply was not tenable as no traffic census was ever carried out as there was no mention of traffic census data in the technical reports of these missing link roads.

28. Calculated @ 8.50 per cent per annum from the dates of payments made to the contractors till September 2006.

4.2.4 Avoidable extra expenditure on excess use of gravel in construction of roads

Use of gravel sub-base material in excess width and thickness over norms prescribed for rural roads resulted in avoidable extra expenditure of Rs 46.89 lakh.

The rural roads under Pradhan Mantri Gram Sadak Yojana (PMGSY) are to be constructed in accordance with provisions contained in Rural Road Manual based on Indian Road Congress (IRC) specification 20-2002. Para 2.6 and 5.4 of the IRC specifications provide that (a) roadway and carriageway widths of rural roads should be 7.5 metre (m) and 3.75 m respectively and (b) the pavement crust thickness in carriageway width be designed on the basis of traffic intensity and CBR²⁹ of soil. For CBR value ranging between two and four *per cent* and traffic intensity between 15 and 45 commercial vehicle per day (CVPD), designed crust thickness of carriageway (3.75 m) should be between 515 mm and 350 mm comprising 150 mm thick (two layers each of 75 mm) base of stone ballast of Grade-II and III and remaining sub-base made of complete gravel sub-base (GSB) or 100 mm thick layer of stone ballast Grade-I as its part. Shoulders³⁰ on both sides of carriageway in 1.875 m are also to be constructed by laying 150 mm thick GSB (see sketch).

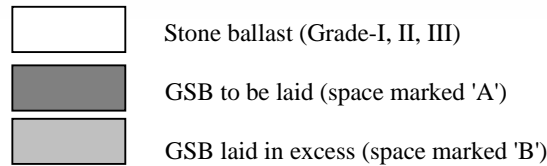
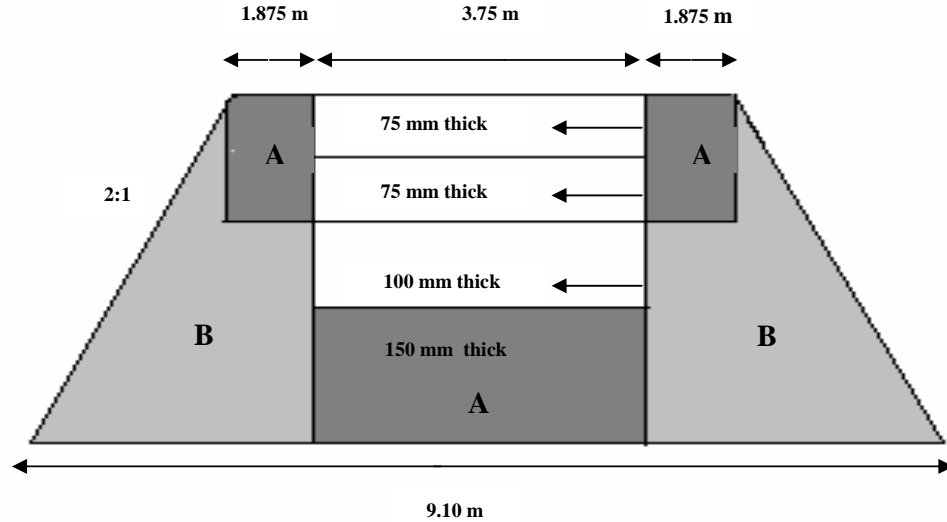
Executive Engineer (EE), Public Works Department (PWD) Division, Jhalawar got executed six rural roads (28.505 km long) in five packages³¹ under PMGSY during January to March 2005. As per the CBR of the soil (2.32 to 3.09 *per cent*) and the traffic intensity (15 to 29 CVPD) of these roads, thickness of their pavements designed was 400 mm except approach road (A/R) to Bali in which it was 370 mm.

29. California Bearing Ratio (showing soil strength).

30. Shoulders on each side of carriageway is the half of the difference of roadway and carriageway width i.e. $(7.5 \text{ m} - 3.75 \text{ m})/2 = 1.875 \text{ m}$

31.

S.No.	Package No.	Name of road	Length (in km)	CBR (in per cent)	Traffic intensity (CVPD)
1	RJ-19-29	A/R to Parbati	6.709	2.83	20
2	RJ-19-30	A/R to Deori Kalan	6.940	2.75	15
3	RJ-19-31	A/R to Richhawa (Narsinghpur)	4.844	2.60	20
4	RJ-19-31	A/R to Urmal	2.000	2.32	29
5	RJ-19-32	A/R to Baorikhera Kalan	3.637	2.63	29
6	RJ-19-40	A/R to Bali	4.375	3.09	25



Test check (July 2005) of records of the EE, PWD Division, Jhalawar revealed that in technical estimates sanctioned for construction of these roads, though GSB was to be laid in 150 mm (120 mm for A/R to Bali) thickness in carriageway width besides shoulders (space marked 'A' in sketch), the estimates provided for laying of GSB in full thickness of crust upto roadway (space marked 'A' and 'B' in sketch). This audit contention is supported from sanctioned estimates of similar rural roads of three packages³² relating to five roads. As such, in six works of rural roads 59,139 cum GSB ('A' and 'B' in sketch) was used in execution against 31,786 cum (space 'A' in sketch) required resulting in unnecessary and excessive use of 27,353³³ cum (space 'B' in sketch) of GSB material costing Rs 46.89 lakh.

In response the State Government stated (September 2006) that in Jhalawar Division, provision of good drainage in black cotton soil by providing GSB in entire depth was taken in the estimates as per clause 6.5.2.2 of specification 20-2002 according to which road with CBR 2 to 3 and sub-grade of black cotton soil, extending the sub-base/base course with drainage material in entire formation may be taken. The reply is not tenable because soil and other conditions of all the 11 roads in which GSB in entire formation width used/not used is similar viz. black cotton soil, 1000 mm rainfall and ambient temperature. Further, in the sanctioned estimates of these six roads, the GSB

32. Package No. RJ-19-27 A/R to Roshanbari and Dharukhera.
 28 A/R to Sirpoikhurd and Kherana.
 32 A/R to Naharawad.

33. Five roads having crust thickness 400 mm used 21,838 cum GSB in excess and remaining A/R to Bali having crust thickness 370 used 5515 cum GSB in excess.

was specified for use in shoulders with 150 mm thickness and in sub-base excluding 100 mm thickness of stone ballast Grade-I but while computing quantity of material of GSB in the concerned item of the estimates it was wrongly calculated in full crust thickness and entire formation width.

4.2.5 Avoidable expenditure due to delayed land acquisition

Failure of the Department to ensure timely action for acquisition of land led to award of increased amount resulting in avoidable extra expenditure of Rs 88.36 lakh.

Test check (February-March 2006) of records of Executive Engineer, Public Works Department (PWD) Division, Suratgarh revealed that the award for land acquisition in respect of construction of road from Gharsana to 6 SM (19.200 km) in Rajasthan Canal Project (RCP)³⁴ area stage-I/Phase-II completed in February 1983 was approved in June 2001 after a lapse of more than 20 years resulting in avoidable extra expenditure of Rs 88.36 lakh. This was due to failure of the Department to finalise the land acquisition process in time as indicated below:

- Administrative and financial approval and technical sanction of Rs 78.25 lakh inclusive of provision of Rs 0.92 lakh for land acquisition were accorded in September 1980 and October 1980 respectively.
- For acquiring land, notification under Section 4 of Land Acquisition Act, 1894 (Act) was approved by Government in January 1981 but due to change (July 1981) in alignment of road a fresh notification duly approved was issued (December 1989). Superintending Engineer, PWD Circle-II, Bikaner forwarded (May 1992) an award of Rs 9.73 lakh prepared by Land Acquisition Officer (LAO) for approval of the Government. This was returned (June 1992) with some objections and no action was taken for making the award upto July 1993³⁵ as per Act. In February 1997 fresh proposal under Section 4 of the Act was submitted. Government returned (June 1997) the same also with some objections.
- Finally, fresh notification under Section 4 and 6 of the Act were issued by Government in March 1998 and March 1999 respectively and an award of Rs 98.09 lakh proposed (April 2001) by LAO was approved (June 2001) by the Government. Administrative and financial sanction was accorded in October 2004. As of January 2006 payment of Rs 54.61 lakh including interest of Rs 13.43 lakh had been made.
- The action for acquisition of land though started in September 1980 could not be finalised as of 31 July 1993 due to delay at departmental level. For the subsequent award (June 2001) a fresh administrative and financial sanction for Rs 98.09 lakh had to be issued (October 2004). This indicates that

34. Presently known as Indira Gandhi Nahar Pariyojana (IGNP).

35. As per section 11-A of Land Acquisition Act award was to be made within two years from the date (1 August 1991) of publication of declaration (Section 6) to the effect that the land is required for a public purpose.

non-finalisation of land acquisition process in time led to award of increased amount for the land actually acquired before February 1983. Had the earlier award of Rs 9.73 lakh been got sanctioned timely, an avoidable extra expenditure of Rs 88.36 lakh could have been avoided.

Thus, failure of the Department to ensure timely action for acquisition of land led to award of increased amount resulting in avoidable extra expenditure of Rs 88.36 lakh.

While accepting the facts Government stated (September 2006) that delay in land acquisition proceedings was unavoidable for completing various legal formalities. Reply is not tenable as even belated land acquisition award (Rs 9.73 lakh) could not be sanctioned upto July 1993 and thereafter a fresh award could only be issued (June 2001) with an abnormal delay of eight years which caused extra liability of Rs 88.36 lakh on public exchequer.

4.2.6 Leniency towards a contractor leading to avoidable extra expenditure

The Department without holding the contractor responsible for faulty execution of road work and its consequential damages, carried out repairs costing Rs 54.17 lakh out of its own Budget.

Ministry of Surface Transport (now Ministry of Road Transport and Highways), New Delhi accorded (February 1999) technical approval and financial sanction of Rs 4.73 crore for widening of an existing intermediate lane (5.50 metre) to double lane (7 metre) carriageway width and laying of 20 mm Pre Mix Carpet (PMC) over the entire width of 7 metre in km 24/0 to km 90/0 of Bikaner-Jaisalmer road (NH-15). The work was awarded (June 2001) to contractor 'A'³⁶, who completed it in February 2003 at a cost of Rs 4.86 crore.

Test check (April 2004) of records of Executive Engineer (EE), Public Works Department (PWD), National Highways (NH) Division, Bikaner revealed that:

Heavy damage occurred between km 28/0 to km 48/0 in the central portion of the road due to the rains in January 2003. Contractor was asked between February 2003 to March 2003 to rectify the defects as per conditions of the contract, but no action was taken by the contractor. The Chief Engineer (CE)-cum-Additional Secretary constituted (March 2003) a team³⁷ for conducting the enquiry. The team concluded (April 2003) that the damage was mainly because of inadequate sealing and improper jointing of centre joints leading to percolation of water into old Water Bound Macadam (WBM) laid in 1994 resulting to swelling of WBM material.

In terms of the contract agreement, the contractor was liable to rectify any defect noticed within a period of one year from completion date at his own

36. Mahendra Singh and Company.

37. Comprising (i) Additional CE Zone-II, Jaipur, (ii) Superintending Engineer (Project and Development), CE's office, Jaipur, (iii) Testing Officer, Central Laboratory, Jaipur and (iv) one Scientist.

cost. Accordingly, further notices were issued (April 2003 and May 2003) to the contractor for rectifying the defects, but he did so over very small patches. CE (NH), Rajasthan, Jaipur ordered (May 2003) to get the defective work repaired through other contractors at the risk and cost of the contractor 'A'. The Department got executed the repairs of potholes/patches (October 2003 to February 2004) through contractor 'B'³⁸ at a cost of Rs 69.33 lakh at the risk and cost of the contractor 'A' and this amount was got recovered from him out of his deposits lying with the Department. However, on a representation by the contractor, a committee of CEs was constituted and on the basis of their report Government decided (October 2004) that the contractor 'A' was not responsible for the damages below the carpet surface and the cost of repair be charged to the Head 'Maintenance and Repairs'. Subsequently, instructions were passed (November 2004) that the amount for which contractor was not responsible be refunded. Accordingly, Rs 15.16 lakh only were recovered from contractor 'A' and the balance amounts were refunded to him.

Audit noted that the old work was certified as satisfactory (October 1995) by Superintending Engineer, PWD, Circle-I, Bikaner and the same WBM material had not been affected for almost nine years. Besides, there was no document on record to show that any defect was pointed out by the contractor 'A' before/during execution of work. Ignoring the essence of the first enquiry report which specifically held inadequate sealing and improper jointing of centre joints by the contractor 'A' responsible for crust failure, the action of the Government to charge the expenditure of Rs 54.17 lakh to the Head 'Maintenance and Repairs' and making him only partly responsible was injudicious. This led to avoidable extra expenditure of Rs 54.17 lakh on repairs to defective work.

Government while accepting the facts stated (May and September 2006) that issue of chargesheets to four Engineers for their supervisory negligence is under consideration and only Rs 15.16 lakh was recovered from the contractor 'A' as he was not responsible for damages below seal coat and PMC. The reply is not tenable as the road got damaged due to inadequate sealing and improper jointing of centre joints for which the contractor 'A' was responsible.

WATER RESOURCES DEPARTMENT

4.2.7 Avoidable extra expenditure due to delay in finalising action against a contractor

Delay in finalising action against a contractor who abandoned work and in inviting tenders for balance works resulted in estimated avoidable extra expenditure of Rs 82 lakh.

The works of excavation, masonry lining and *pucca* works over some reaches of Right Main Canal (RMC) of Chhapi Irrigation Project were allotted (June 1998) to Chandi and Company, Kota at the tendered cost of Rs 3.77 crore

38. M/s Khan and Khan, Bikaner.

under seven agreements with starting and completion dates of July 1998 and June 1999 respectively. In six cases the accepted rates were 12.89 *per cent* below Schedule 'G' while in the seventh case it was below 7.70 *per cent*. The contractor left the works in incomplete stage after executing only earth work costing Rs 88.44 lakh under six agreements while work under one agreement was not started.

The Additional Secretary-cum-Chief Engineer, Irrigation, Rajasthan rescinded (September 1999) the contracts of all the seven works left incomplete and in terms of clause 2 and 3 of all the agreements imposed penalty of five *per cent* of the contract value besides execution of the balance work at the risk and cost of the contractor, limiting both the recoveries to the amount of performance guarantee (Rs 18.83 lakh) and five *per cent* security deposit (Rs 18.83 lakh) taken together i.e. 10 *per cent* (Rs 37.66 lakh) of the contract value. The contractor represented (September 1999) against the above orders to the Secretary, Irrigation Department who directed that these be kept in abeyance (March 2000) for two months. This period was further extended (June 2000) by him till 31 July 2000 and then again until further orders.

Subsequently, a committee was constituted (October 2000) to decide on the representation of the contractor. In view of the report (September 2001) of the committee, the Government decided (April 2002) after more than 30 months to restore order of September 1999 imposing penalties with immediate effect.

Tenders for the balance works (Rs 3.59 crore) were invited and allotted (October 2002) to seven contractors at 14.20 to 25 *per cent* above Schedule 'G' amounting to Rs 4.34 crore against which the works were completed in January 2004 at a cost of Rs 3.23 crore. The reduction in cost of completion was due to reduction in the volume of work of various items.

Test check (February 2006) of the records of the Executive Engineer, Irrigation Division, Aklera (District Jhalawar) revealed that Department took 39 months from the stipulated date of completion of work (June 1999) in re-awarding (October 2002) balance works to other contractors due to delay in examining the contractor's representation. The escalation of prices of material and labour during this period resulted in extra cost of Rs 88.75 lakh as of January 2004. Had the Department taken timely action in deciding contractor's representation, invited tenders in September 1999 and awarded the works by December 1999, estimated extra expenditure of Rs 82 lakh caused due to escalation during December 1999 to September 2002 by the State Government on the completion of works paid for till January 2004 (Rs 3.23 crore) could have been avoided.

Incidentally, against Rs 37.66 lakh recoverable from the contractor, only Rs 23.32 lakh (performance guarantee and security deposit) could be recovered (February 2006).

In response, the Government stated (August 2006) that (i) time taken in resolving the disputes on various issues with contractor was reasonable for which nobody could be held responsible. The reply is not tenable as (a) there is no provision to keep in abeyance the compensation imposed under the

relevant clauses of the agreement, (b) the works should have been re-awarded at the earliest to avoid extra cost due to passage of time and (c) taking an abnormal time of 39 months in re-awarding works was not judicious.

4.3 Idle investment/blocking of funds, delay in commissioning equipment; diversion/misutilisation of funds

HOME DEPARTMENT

4.3.1 Delay in development of computer network

Purchase of computer hardware before development of software for the intended applications led to blocking of Rs 48.40 lakh for more than two years.

The State Government sanctioned (January 2004) Rs 55 lakh³⁹ for utilisation during 2003-04 on computerisation of some of the selected branches of the State Police Headquarters. The Department incurred (March 2004) expenditure of Rs 48.40 lakh comprising (a) Rs 32.87 lakh incurred on purchase of 73 computers, nine printers, one uninterrupted power supply (UPS) and one server, (b) Rs 1.81 lakh on computer tables and chairs, (c) Rs 10.54 lakh⁴⁰ advanced to RajCOMP⁴¹ for development of software within a year for the computer network and various applications and (d) advance of Rs 3.18 lakh to Public Works Department for construction of a computer room.

Test check (February 2006) of the records of Director General of Police revealed that despite expenditure of Rs 48.40 lakh incurred by March 2004, neither the computer network could be developed nor computer room constructed. While one year's warranty of UPS had expired in March 2005, a period of two years had also expired out of three years warranty in respect of computers, printers and server. This resulted in blocking of Rs 48.40 lakh. Besides, the purpose of computerisation was also defeated.

On reference, the Department stated (May 2006) that the matter of development of computer network and construction of computer room was under correspondence with RajCOMP and Public Works Department respectively. Had the Department waited till these works were completed it would have benefited from falling prices of computer hardware and also their superior technical performance. Besides, the Department could have enjoyed

39. From unutilised funds provided by the Government of India during the years upto 2002-03 under the Scheme of Modernisation of Police.

40. 90 per cent of total Rs 11.71 lakh of *Pro forma* Invoice.

41. A consultancy organisation in the field of Information Technology established as a registered society by the State Government.

their warranty in full. There was no possibility of installation of computer network without construction of computer room.

The matter was referred to the Government in April 2006; reply had not been received (August 2006).

MEDICAL AND HEALTH DEPARTMENT

4.3.2 Non-utilisation of funds released under Additional Central Assistance

Delay in purchase of equipment for Bio Waste Management led to non-utilisation of Rs 7.07 crore.

Government of India (GOI) released (April 2002) Additional Central Assistance (ACA) of Rs 10.85 crore to the State Government towards primary health component of *Pradhan Mantri Gramodaya Yojana* (PMGY) for utilisation in 2002-03. At the request of the State Government, GOI revalidated (December 2003) its utilisation upto 31 March 2004. Out of Rs 10.85 crore, Rs 7.07 crore were to be utilised for Bio Waste Management in District Hospitals, Primary Health Centres (PHCs), Community Health Centres (CHCs).

Scrutiny (March 2006) of the records of Principal Secretary, Medical and Health Department and subsequent updation revealed that out of Rs 7.07 crore, an amount of Rs 5.20 crore was transferred (March 2004) to the Personal Deposit account of Family Welfare (Medical and Health) Department for meeting expenditure on purchase of autoclave and five other items⁴² for which tenders had been invited in January 2004. The funds transferred were lying unutilised as of June 2006. Approval of GOI for the utilisation of ACA during subsequent years was not made available.

The Department stated (March and July 2006) that (a) funds could not be utilised as the tenders for supply of three items viz. autoclave, biomedical waste collection bags and chemical disinfection bins were cancelled by Store Purchase Committee as all the bids were found to be technically unfit, (b) rate contracts for remaining three items were finalised but due to non-availability of details of estimated quantity of requirement, the purchases had not been made, (c) due to installation of Common Biomedical Waste Disposal and Treatment Facility (CBWTF) plants at 11 places in Rajasthan, there was no need for purchase of autoclaves and (d) tenders would be invited afresh for the purchase of all items, other than autoclave after determining their requirement.

The reply of Department is untenable because 11 CBWTF plants is obviously not enough to meet the requirement of autoclaves for scientific and hygienic

42. Biomedical Waste collection bags, Chemical Disinfection bins, Garbage collection bins, Wheel Barrow and Sodium Hypochlorite Solution with Chlorine concentration (one per cent or five per cent).

disposal of biomedical waste generated in 220 district hospitals, 1,743 PHCs, 325 CHCs etc. located all over Rajasthan.

Thus, delay in finalising tenders for purchase of equipment for Bio Waste Management led to non-utilisation of Rs 7.07 crore for three years. Besides, the very purpose of hygienic disposal of biomedical waste was defeated.

The matter was referred to the Government in April 2006; reply has not been received (August 2006).

WATER RESOURCES DEPARTMENT

4.3.3 Unproductive expenditure on Dhakwasan Irrigation Project

Incorrect calculation in computing the run off from a dam resulted in execution of an unviable project rendering expenditure of Rs 30.33 lakh unproductive.

According to the norms approved (January 1970) by the State Government for sanction of a minor scheme, a minimum Benefit Cost Ratio (BCR) of 1.5:1 is required. Further, the guidelines issued (June 1997) by the Irrigation Department for planning of new minor irrigation projects provide that availability of water for project planning shall be considered at mean dependable annual run off value of a series of 25-30 years data arranged in descending order after computing either from mean monsoon rainfall using Strange's table⁴³ or from year-wise run off developed from the year-wise monsoon rainfall correlated with run off, if available, for a river gauge site or a reservoir. In November 2001, the Additional Secretary-cum-Chief Engineer, Irrigation, Jaipur, based on BCR of 1.59:1, accorded administrative and financial sanction of Rs 35.47 lakh for the construction of Dhakwasan Minor Irrigation Project (Project), Alwar with catchment area of 1.5 square mile to provide irrigation in an area of 65 hectare (ha). The construction of head works of the dam was commenced in September 2002 and completed in July 2003 at a cost of Rs 30.33 lakh. The work of canal was yet to be started (October 2005).

Test check (May 2005) of the records of the Executive Engineer, Irrigation Division, Alwar revealed that while planning the Project although availability of water was considered for a rainfall series⁴⁴ of 35 years arranged in descending order, but instead of adopting availability of 9.98 mcft⁴⁵ water

43. A table showing total monsoon rainfall and estimated run off yield per square mile from catchment area.

44. Recorded during 1965 to 1999 at Sodawas rain gauge station 15 km away from the dam site.

45. Million Cubic Feet.

based on median⁴⁶ dependable annual run off for monsoon rainfall of 22" of mid-point (i.e. 18th year) of the series, 13.83 mcft water taking average of total run off received during above years was adopted incorrectly. Consequently, the BCR of this Project was worked out at 1.59:1 instead of 1.27:1, which is below the minimum acceptable BCR of 1.5:1. It was also noticed that after completion of head works, no water was received in dam during monsoons of 2004 and 2005 though the rainfall in these two years (19.13" in 2004 and 21.5" in 2005) was only marginally less than the average monsoon rainfall of 23.5". As such, the purpose of construction of dam for storage of water for irrigation was defeated.

Thus, incorrect computation of availability of water led to approval of an unviable project and caused expenditure of Rs 30.33 lakh to be unproductive.

On referring the matter, the Government stated (August 2006) that availability of water was adopted on average yield/run off of series of 35 years arranged in descending order as per guidelines. The reply was not tenable as the run off for the middle point (i.e. 18th year), after arranging run off series in descending order, was to be adopted.

4.4 Regulatory issues and other points

GENERAL

4.4.1 Lack of responsiveness to audit findings and observations resulting in erosion of accountability

For early settlement of outstanding Inspection Reports (IRs) and paragraphs, the Government issued (August 1969) instructions to all Departmental officers for sending the first reply to IRs within a month and replies to further observations from audit within a fortnight. These instructions were reiterated from time to time and the latest issued in March 2002 further envisaged appointment of nodal officers and Departmental Committee in each of the Administrative Department for ensuring compliance to all the matters relating to audit.

As of 31 March 2006, there were 7,078 IRs containing 25,061 paragraphs issued during the period 1982-83 to 2005-06 (upto September 2005) pertaining to Civil and Works Departments pending for settlement as under:

Year	Numbers pending	
	IRs	Paragraphs
Upto1999-2000	1,680	3,876
2000-01	570	2,052
2001-02	620	2,265

46. As per statistical principles the median of a series of values is worked out by arranging the values in descending/ascending order. The value of the series at the middle point is the median.

Year	Numbers pending	
	IRs	Paragraphs
2002-03	852	3,194
2003-04	1,275	4,561
2004-05	1,543	6,182
2005-06 (upto September 2005)	538	2,931
Total	7,078	25,061

A detailed analysis of 732 IRs relating to Forest (458 IRs), Ayurved and Indian Medicine (72 IRs) and Women and Child Development (202 IRs) Departments revealed that 2,604 paragraphs were outstanding as of March 2006 (category-wise details given in **Appendix-XXIV**). It was further noticed that while Forest Department had furnished first reply to all their IRs, first reply by the Ayurved and Indian Medicine and Women and Child Development Departments were pending for one to three and one to seven years respectively. The pendency of first reply in the latter two Departments was 3 and 60 IRs containing 6 and 181 paragraphs respectively.

According to Rule 327(1) of General Financial and Accounts Rules, the retention period for various accounting records ranged between one and three years after audit. Failure of Departmental officers to comply with the observations in IRs within the prescribed retention period of records, the possibility of their settlement in future appeared to be bleak due to non-availability of records.

The Government should look into the matter and ensure that procedures exist for (a) taking action against the officials who failed to send replies to IRs/paragraphs within the prescribed time schedule, (b) taking action to recover loss/outstanding advances/ overpayments in a time bound manner and (c) revamping the system to ensure prompt and proper response to the audit observations.

The matter was referred to the Government in May 2006; reply had not been received (September 2006).

GENERAL ADMINISTRATION DEPARTMENT

4.4.2 Failure to recover rent and interest from allottees of Government residential accommodation

Laxity in collecting rent from allottees of Government accommodation led to arrears accumulating to Rs 61.48 lakh.

Public Works Financial and Accounts Rules and General Financial and Accounts Rules provide that recovery of rent from Government servant occupying Government residential building be made by the concerned Drawing and Disbursing Officers who draw their salary bill and from persons not in the Government service full assessed rent must be recovered in advance. Further, Rules for Allotment of Government Residential Accommodation in

Rajasthan empower the allotting authority to get the Government accommodations vacated after prescribed period and/or in the event of transfer, deputation, foreign service, dismissal or death of the Government servant.

Test check (May 2005) of the records of the Directorate of Estates, Jaipur and subsequent updation (August 2006) revealed that as of 31 March 2006 rent of Government residential buildings amounting Rs 61.48 lakh was outstanding for varying periods falling within 1990-2006 from 130 Government officers/officials (Rs 35.09 lakh), 44 ex-Ministers (Rs 7.39 lakh), 70 ex-Members of Legislative Assembly (MLAs) (Rs 8.90 lakh) and 10 Journalists (Rs 10.10 lakh)⁴⁷.

The Directorate of Estate stated (June 2005) that (a) the rent was outstanding against those officers/officials who had either died or were transferred/retired/proceeded on deputation and their details like designation, name of office where they worked, office where they were presently working and their permanent addresses were not specified in the list of allottees/outstanding rent provided by the Public Works Department, (b) effective pursuance for recovery could not be carried out due to non-availability of adequate staff, (c) Cabinet Secretariat was time and again reminded for effecting recovery from ex-Ministers and (d) details of outstandings against ex-MLAs were also informed to Vidhan Sabha Secretariat for effecting recoveries. The Vidhan Sabha Secretariat, however, intimated (July 2005) that details of rent outstanding from ex-MLAs was not provided to them by the Directorate of Estate.

To check delay in payment of rent by non-Government allottees, Government ordered (September 1997) levy of 18 *per cent* interest on outstanding rent. Audit worked out that apart from the Rs 61.48 lakh of arrears, interest aggregating Rs 22.64 lakh⁴⁸ was recoverable as of March 2006 from 164 non-Government officers/officials.

Government while accepting the facts stated (August 2006) that action for recovery of outstanding rent is in progress.

HOME DEPARTMENT

4.4.3 Under charge of propulsion rates of motor vehicles

Failure of the Department in ensuring implementation of revised propulsion charges by Rajasthan Armed Constabulary Battalions on deputation led to short charging of Rs 3.64 crore over a period of four years.

The standardised terms and conditions issued (September 2000) by Government of Rajasthan for deployment of Rajasthan Armed Constabulary

47. Excluding recovery of Rs 1.24 lakh made.

48. Including 40 non-Government officers/officials from whom arrears of rent had been recovered but interest for the same was outstanding.

(RAC) battalions in Central Government, other States and Union Territories provide charging of propulsion charges for motor vehicles of battalions from borrowing Governments. The rates of propulsion charges for different type of motor vehicles, ranging between Rs 2.10 to Rs 9.15 per km with halting charge of Rs 70 per vehicle per day, prevalent since 1991, were enhanced by the State Government with effect from March 2001 to a range of Rs 4.50 to Rs 13.70 per km with halting charge of Rs 125 per vehicle per day.

Scrutiny (February-April 2006) of the records of 8th, 11th, and 12th battalions of RAC on deputation with Government of National Capital Territory of Delhi revealed that propulsion charges for motor vehicles of battalions were being claimed and recovered at the old 1991 rates. This resulted in short charging of Rs 3.64 crore⁴⁹ on account of propulsion charges of motor vehicles for the period from March 2001 to June 2005.

On being pointed out, Deputy Commandant 8th Battalion and Transport Officer, 12th Battalion stated (March-April 2006) that propulsion charges were being claimed on old rates due to non-receipt of the orders through which rates have been revised. No reply was received from 11th Battalion.

Thus, failure of the Department in ensuring receipt of the March 2001 orders by the RAC battalions on deputation and their lack of monitoring and financial control led to short charging of Rs 3.64 crore.

Government while accepting the facts stated (June 2006) that revised claims of propulsion charges amount to Rs 3.64 crore have been prepared by the Battalions concerned and are being sent to the borrowing Government for payment.

MEDICAL AND HEALTH DEPARTMENT

4.4.4 Stores and Stock

All the five Directors⁵⁰ of Medical and Health Department are responsible for preparation and submission of Stores and Stock accounts to the Principal Accountant General by 1 July every year.

Scrutiny (April-May 2006) of the records relating to the stores and stock accounts in the offices of all the five Directors, Joint Director, Medical and Health, Deputy Director, Drug Testing Laboratory, Chief Medical and Health Officers (CMHO)-I and II, and Principal Medical Officer (PMO) Satellite Hospital, Sethi Colony located at Jaipur revealed the following:

49. Eighth Battalion: Rs 1.27 crore (21 March 2001- 30 June 2005); 11th Battalion: Rs 0.85 crore (21 March 2001- 31 March 2005) and 12th Battalion: Rs 1.52 crore (1 April 2001-31 March 2005).
50. (i) Director, Public Health (PH), (ii) Director, Family Welfare (FW), (iii) Director, Information, Education and Communication (IEC), (iv) Director, Acquired Immuno Deficiency Syndrome (AIDS) and (v) Director, Mobile Surgical Unit (MSU).

- **Absence of centralised inventory system**

No centralised inventory system for monitoring balance of various stores and stock articles was in place in all the Directorates. Thus, opportunities for using excess medicine etc. lying in one store in another unit requiring it, may not get availed.

- **Non-fixation of Reserve Stock Limits**

No reserve stock limits i.e. minimum, re-order and maximum level of inventories were worked out/fixed⁵¹ with a view to avoid chances of inventories becoming surplus or obsolete or avoid stock out. In absence of these limits, verification of whether the stock held by the Department was within the reasonable limits or not was not possible.

- **Non-inclusion of cost of instruments and appliances**

The stores and stock accounts for 2004-05 of PMO, Satellite Hospital, Sethi Colony, Jaipur did not include equipment and apparatus amounting to Rs 7.07 lakh purchased during the years 1985-2005. The PMO stated (April 2006) that these would be incorporated in the stores and stock accounts for the year 2005-06.

- **Stores found in excess during physical verification not entered in the stock registers**

Store articles worth Rs 65.79 lakh found in excess (as of March 2006) in zonal and subordinate offices during physical verification in the years 2003-05 were neither entered in the stock registers nor reasons for their excess analysed. Due to non-recording of excess articles in the stock registers, possibility of their misutilisation cannot be ruled out.

- **Shortage of stores and stock articles**

A shortage of store articles amounting to Rs 53.94 lakh was detected in the physical verification of zonal and subordinate offices working under Director, PH (Rs 53.48 lakh) and Director, MSU (Rs 0.46 lakh). In spite of repeated instructions from the Directorate of PH, no recovery was effected by the subordinate offices from the officials responsible for the shortage.

- **Non-disposal of obsolete/unserviceable articles**

In the zonal and subordinate offices obsolete/unserviceable article worth Rs 1.86 crore (PH: Rs 1.69 crore; IEC: Rs 13.98 lakh and MSU: Rs 3.11 lakh) purchased⁵² during the years 1968-2003 were lying undisposed of. This resulted in blocking of funds to the extent of realisations from the obsolete/unserviceable items. Further, deterioration in the depreciated value of such items with the passage of time cannot be ruled out. The Director, PH

51. Rule 74 (5) of General Financial and Accounts Rules-Part-II.

52. Year in which obsolete/declared unserviceable not made available.

stated (May 2006) that instructions for early disposal of unserviceable items have since been issued.

- **Non-utilisation of medicines**

Medicines worth Rs 1.12 lakh in the offices of CMHO-I, Jaipur (Rs 0.93 lakh) and Joint Director, Jaipur (Rs 0.19 lakh) had expired due to non-use. Had the medicines been transferred to the other units for utilisation before their expiry, loss of Rs 1.12 lakh could have been avoided. While accepting the facts, CMHO, Jaipur stated (April 2006) that action for write off of the medicines was being taken.

The matter was referred to the Government in May 2006; reply had not been received (August 2006).