Report of
the Comptroller and Auditor General of India
on
Social, General and Economic Sectors
(Non-Public Sector Undertakings)
for the year ended 31 March 2017

Government of Haryana

Report No. 5 of the year 2017

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PREFACE

This Report for the year ended 31 March 2017 has been prepared for submission to the Governor of the State of Haryana under Article 151 of the Constitution of India.

The Report contains significant results of the performance audit and compliance audit of the departments/autonomous bodies of Government of Haryana under the Social, General and Economic Sectors (Non-Public Sector Undertakings).

The instances mentioned in this Report are those, which came to notice in the course of test audit during the year 2016-17 as well as those which came to notice in earlier years, but could not be reported in the previous Audit Reports; instances relating to the period subsequent to 2016-17 have also been included, wherever necessary.

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

Overview

OVERVIEW

This Report contains two Performance Audits i.e. (i) Management of Jails in Haryana; (ii) Working of Maharshi Dayanand University and 23 paragraphs relating to excess, irregular, unfruitful expenditure, avoidable payments, losses to State Government, shortcomings in implementation of rules and programmes, etc; involving ₹ 681.26 crore. Some major findings are mentioned below:

PERFORMANCE AUDIT

1. Working of Maharshi Dayanand University

Maharshi Dayanand University was established in 1976 with the main objective of promoting and developing interdisciplinary higher education. A performance audit of the University brought out lack of planning, deficiencies in financial management, non-enforcement of infrastructure and academic standards in affiliated colleges, manpower and infrastructure deficiencies in the classes which impaired the ability of the University to achieve its overall objectives. Some of the major findings are as below:

Academic Planning Board for preparation of short term and long term development plans was not constituted.

(Paragraph 2.1.6.1)

Non-investment of surplus funds in fixed deposits resulted in loss of interest of ₹ 51.71 lakh. Temporary advances of ₹ 11.18 crore were lying unadjusted.

(Paragraph 2.1.7.1 and 2.1.7.3)

Work of computerisation was allotted in a non-transparent manner. Payment of ₹ 26.31 crore was made in excess of contract agreement. Further, the work was lying incomplete.

(Paragraph 2.1.8)

Teaching posts (Regular) between 18 and 26 *per cent* and teaching posts (Self Financing Schemes) between 52 and 55 *per cent* were lying vacant.

(Paragraph 2.1. 9.4)

Out of 92 research projects, only 37 were completed. Out of incomplete projects, 21 had crossed their scheduled date of completion. Overall pass percentage of Students declined from 55 *per cent* in 2012-13 to 41 *per cent* in 2015-16.

(Paragraph 2.1. 9.5)

An expenditure of ₹ 10.98 crore incurred on establishment of Choudhary Ranbir

Singh Institute of Social and Economic Change was rendered unfruitful because of non-fulfilment of its objectives.

(Paragraph 2.1.10.2)

Printing press of the University suffered loss of ₹ 4.53 crore due to underutilisation of its capacity.

(Paragraph 2.1.10.3)

2. Management of jails in Haryana

The management and administration of jails is governed by the Prisons Act, 1894, Prisoners Act, 1900 and the Punjab Jail Manual 1894 as applicable to Haryana. The main purpose of establishing jails is to confine offenders and to have social reclamation programmes for their rehabilitation and reintegration into society on their release from jails. A performance audit of management of jails in Haryana brought out deficiencies in planning, financial management, providing safety, security, facilities and privileges to prisoners and their rehabilitation which undermined the objectives of the Department. Some of the significant audit findings are as follows:

Perspective plan for identifying the thrust areas requiring attention was not prepared. New jail manual on the lines of modern prison manual of Government of India was not prepared.

(Paragraph 2.2. 6.1)

As against the availability of funds of ₹ 97.77 crore with Haryana State Police Housing Corporation Limited (HSPHCL), only ₹ 68.69 crore was spent (70.25 *per cent*).

(Paragraph 2.2.7.2)

There was shortage of arms and ammunition, security equipment and existence of high rise buildings and common roads adjoining jails which were security threats to jails.

(Paragraphs 2.2.8.1, 2.2.8.2 and 2.2. 8.6)

Capacity utilization of jails was imbalanced as inmates of three overcrowded jails were not shifted to other jails where space was available. Besides, two female hostels and a school building in District Jail Faridabad were lying unutilised for last seven years.

(Paragraphs 2.2.9.1(i), and (ii))

In District Jail, Narnaul, prisoners suffering from tuberculosis (TB) were kept along with other prisoners posing health hazard.

(Paragraph 2.2.9.1 (iv))

There were insufficient beds in jail hospitals, lack of medical infrastructure, non-availability of lady doctors for female inmates and non-deployment of psychiatric counsellors.

(Paragraph 2.2.9.2)

Working of jail factories was not satisfactory as factories were operational only in 9 out of 19 jails in the State.

(Paragraph 2.2.9.5)

Concept of open jail and rehabilitation of prisoners after their release required attention.

(Paragraphs 2.2.10.3 and 2.2.10.4)

The State Advisory Board to advise the State Government on matters relating to correctional work in prisons and Board of Work Programme and Vocational Training for guidance, supervision and control of vocational training for after care homes for discharged prisoners were not constituted.

(Paragraph 2.2.12)

Compliance Audit

Delayed/non-submission of requisite documents to Food Corporation of India (FCI) and non-compliance of the instructions to transfer the funds to State Government Account by the concerned District Food and Supplies Controllers led to non-recovery of ₹ 18.65 crore from FCI and increased interest burden of ₹ 21.12 crore on State exchequer.

(Paragraph 3.1)

Poor planning and failure to finalise structure for supply of water for irrigation by Forest Department resulted in unfruitful expenditure of ₹ 2.86 crore as the primary objective of the scheme to provide water for irrigation in village Pipal Ghatti (Panchkula) could not be achieved.

(Paragraph 3.2)

An audit of Information, Public Relations and Languages Department relating to expenditure on publicity and advertisement brought out instances of publishing of advertisement in newspapers outside the State, in the language other than the language of newspapers, unfruitful expenditure on an advertisement without notification of the scheme and excess payment of ₹ 51.52 lakh on advertisement bills. Third party monitoring services were not hired on video campaign for the period January 2013 resulting in excess and irregular payments. Fixing of hoardings in violation of Municipal Bye laws resulted in their re-fixing at other places leading to extra expenditure of ₹ 2.79 crore. Rupees 63.92 lakh were spent on advertisement on roadways buses, benefits of which were drawn for a very short period.

(Paragraph 3.4)

Non-utilization of funds on welfare schemes for construction workers by the Haryana Building and Other Construction Workers Welfare Board, led to intended benefits not being extended to the beneficiaries, besides avoidable payment of income tax of ₹ 22.76 crore and further liability of ₹ 47.07 crore.

(Paragraph 3.5)

The Executive Engineer, Public Health Engineering Division, Kaithal executed the work with higher specifications on his own resulting in construction of only 38 *per cent* drain work with the sanctioned amount. The work remained incomplete leading to idle expenditure of ₹ 3.11 crore.

(Paragraph 3.6)

Public Health Engineering Department procured 131 chlorination plants for ₹ 6.39 crore in violation of financial rules. Besides, undue financial benefit was extended to an agency by paying maintenance charges of ₹ 2. 27 crore in advance.

(Paragraph 3.7)

Sewerage scheme of Ambala Sadar town remained incomplete after incurring expenditure of ₹ 16.73 crore. Besides ₹ 2.74 crore was paid to an agency without actual execution of work at site.

(Paragraph 3.8)

Regular traffic census was not being conducted for assessing the need for widening and strengthening of roads, in the absence of which State Highways were not being widened/strengthened as per criteria and other important roads were also not being upgraded as State Highways despite their fulfilling the criteria. The laid down control mechanism was not followed in execution of works, resulting in excess expenditure of ₹ 12.53 crore over the administrative approval and execution of items of ₹ 3.43 crore not specified in detailed estimates. The projects were delayed substantially leading to cost over-run of ₹ 1.58 crore and loss of revenue of ₹ 3.94 crore on account of toll fees.

(Paragraph 3.13)

Funds were kept outside the Government account by three Land Acquisition Officers in contravention of codal provisions resulting in increased interest burden of ₹ 15.81 crore. Besides, interest of ₹ 9.52 crore earned on savings bank accounts was not deposited in Government account.

(Paragraph 3.14)

An audit of Development of Infrastructure in Technical Institutes for Skill Development in Technical Education Department brought out lack of planning as five out of seven new Polytechnics were not made functional despite spending ₹ 60.11 crore. Ten new Polytechnics were approved at ₹ 157.17 crore despite seats remaining vacant in existing Polytechnics. Basic infrastructure in existing Polytechnics was found lacking despite availability of funds. Boys' hostel constructed at Ambala at a cost of ₹ 4.98 crore without any demand was lying unutilized. Some polytechnics faced staff shortage. Pass percentage and campus placement of students was poor in polytechnics.

(Paragraph 3.15)

Due to lack of co-ordination, Town and Country Planning Department and Haryana Urban Development Authority (HUDA) failed to recover Government dues of ₹14.29 crore from a defaulter developer. HUDA paid ₹ 14.34 crore to the developer instead of recovering/adjusting the Government dues.

(Paragraph 3.16)

Allotment of work by Haryana Urban Development Authority for laying of Master Water Supply Pipelines for new Sectors 58 to 115 Gurugram without ensuring availability of clear site not only led to idle expenditure of ₹ 4.12 crore but also benefits of water supply in the area could not be derived.

(Paragraph 3.17)

Failure of Haryana Urban Development Authority to ensure encumbrance free availability of land at Gurugram for the project for providing distribution mains for recycled water, even after lapse of more than three years, rendered the expenditure of ₹ 108 crore incurred on the project idle.

(Paragraph 3.18)

Town and Country Planning Department granted licence for developing commercial colony by changing specified area for Special Zone to Commercial land use without notification. Undue favour to the extent of ₹ 18.94 crore was granted to a developer. Besides, thoroughfare through developer's land was not ensured and project was launched without approval of building plan.

(Paragraph 3.19)

Without ensuring the actual requirement, procurement of excess DI pipes by HUDA resulted in blockade of funds of ₹ 20.80 crore. Pipes valuing ₹ 2.12 crore could not be utilised as contract was given on through rates.

(Paragraph 3.20)

A review of the implementation of Construction of toilets under Swachh Bharat Mission brought out that households having insanitary toilets were not identified in 12 test-checked municipalities and community and public toilets were not constructed in 23 municipalities. Incentives of ₹ 1.80 crore were released to 2,571 beneficiaries without verification of their genuineness. Further, only partial incentives were released to 2,192 beneficiaries in urban areas and 1,364 beneficiaries in rural areas. Cases of double/triple payments of incentive were observed. There was shortfall in coverage of households for construction of toilets and even those toilets which were constructed were incomplete in a number of cases. There was also lack of awareness, monitoring and social audit.

(Paragraph 3.22)

District Welfare Officer, Jhajjar made payment of ₹5.15 crore as scholarships to students without ensuring full documentation and genuineness of the claims resulting in fraudulent payment of ₹5.15 crore.

(Paragraph 3.23)

Chapter 1

Introduction

CHAPTER 1

INTRODUCTION

1.1 Budget profile

There are 56 departments and 29 autonomous bodies functioning under the Government of Haryana. The position of budget estimates and actual expenditure there against by the State Government during 2012-17 is given in **Table 1.1** below.

Table 1.1: Budget and actual expenditure of the State during 2012-17

(₹ in crore)

Expenditure	2012-13		2013-14		2014-15		2015-16		2016-17	
	Budget Estimates	Actuals	Budget Estimates	Actuals	Budget Estimates	Actuals	Budget Estimates	Actuals	Budget Estimates	Actuals
General Services	12,331	11,897	14,481	13,597	16,639	16,765	19,668	18,713	21,663	21,631
Social Services	15,935	14,516	18,563	15,414	21,498	19,120	25,015	21,539	29,403	25,473
Economic Services	11,348	11,557	13,000	12,740	14,372	13,088	16,549	18,691	23,482	20,875
Grants-in-aid and Contributions	170	102	179	136	194	145	213	293	248	424
Total (1)	**39,784**	**38,072**	**46,223**	**41,887**	**52,703**	**49,118**	**61,445**	**59,236**	**74,796**	**68,403**
Capital Outlay	4,661	5,762	5,766	3,935	5,747	3,716	5,904	6,908	8,817	6,863
Loans and Advances Disbursed	874	522	1,084	776	1,001	843	1,367	13,250	4,729	4,515
Repayment of Public Debt	9,221	5,951	13,105	7,968	13,850	8,227	10,036	7,215	9,677	5,276
Contingency Fund	-	-	-	-	-	-	-	63	-	80
Public Accounts disbursements	75,894	21,074	94,863	24,560	52,478	25,609	84,833	28,650	96,756	29,276
Closing Cash balance	-	2,697	-	6,007	-	6,508	-	6,218	-	5,658
Total (2)	**90,650**	**36,006**	**1,14,818**	**43,246**	**73,076**	**44,903**	**1,02,140**	**62,304**	**1,19,979**	**51,668**
Grand Total (1+2)	**1,30,434**	**74,078**	**1,61,041**	**85,133**	**1,25,779**	**94,021**	**1,63,585**	**1,21,540**	**1,94,775**	**1,20,071**

Source: Annual Financial Statements and Explanatory Memorandum of the Budget of the State Government.

1.2 Application of resources of the State Government

As against the total budget outlay of ₹ 1,94,775 crore, the application of resources was ₹ 1,20,071 crore during 2016-17. The total expenditure[1] of the State increased by 80 *per cent* from ₹ 44,356 crore to ₹ 79,781 crore during the period 2012-13 to 2016-17 while the revenue expenditure increased by 80 *per cent* from ₹ 38,072 crore to ₹ 68,403 crore during the same period. Non-Plan revenue expenditure increased by 62 *per cent* from ₹ 28,616 crore to ₹ 46,284 crore during this period. The revenue expenditure constituted 75 to 92 *per cent* of the total expenditure while capital expenditure was seven to 13 *per cent* during the period from 2012-13 to 2016-17.

During the period from 2012-13 to 2016-17, total expenditure increased at an annual average rate of 17 *per cent* whereas revenue receipts grew at an annual average growth rate of 12 *per cent*.

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[1] Total of Revenue Expenditure, Capital Outlay and Loans and Advances.

1.3 Persistent savings

During the last five years, 13 grants and one appropriation showed persistent savings of more than ₹ 10 crore and which were also 10 *per cent* or more of the total grants as listed in **Table 1.2**.

Table 1.2: Grants indicating persistent savings

(₹ in crore)

Sr. No.	Number and name of the grant	Amount of savings				
		2012-13	**2013-14**	**2014-15**	**2015-16**	**2016-17**
Revenue (Voted)						
1.	07-Planning and Statistics	270.60 (69)	280.85 (51)	333.58 (81)	237.74 (58)	283.17 (62)
2.	09-Education	1,591.65 (19)	1,818.31 (21)	1,369.49 (14)	2,317.26 (20)	3,436.36 (25)
3.	10- Technical Education	68.22 (19)	78.68 (21)	137.08 (28)	93.47 (20)	98.19 (21)
4.	11-Sports and Youth Welfare	19.25 (13)	56.33 (31)	58.82 (25)	84.43 (27)	105.84 (25)
5.	13-Health	253.27 (14)	279.74 (14)	576.18 (21)	547.14 (18)	595.38 (18)
6.	14-Urban Development	41.48 (15)	118.37 (62)	32.64 (24)	63.06 (37)	12.47 (13)
7.	15-Local Government	379.76 (22)	589.57 (27)	584.00 (28)	1,407.70 (43)	879.77 (25)
8.	17-Employment	15.14 (20)	25.61 (33)	25.15 (31)	29.62 (38)	16.12 (23)
9.	23-Food and Supplies	107.83 (52)	185.52 (51)	166.43 (45)	122.74 (33)	115.61 (14)
10.	24-Irrigation	375.55 (27)	382.54 (25)	512.00 (31)	359.16 (21)	512.12 (27)
11.	27-Agriculture	184.55 (20)	256.92 (24)	473.74 (37)	374.19 (27)	826.91 (43)
12.	32-Rural and Community Development	159.83 (10)	345.36 (16)	580.95 (23)	815.54 (28)	366.90 (10)
Capital (Voted)						
13.	38-Public Health & Water Supply	324.40 (28)	137.28 (11)	146.74 (13)	323.70 (28)	310.50 (25)
Capital (Charged)						
14.	Public Debt	4,250.68 (40)	5,027.64 (38)	5,622.44 (41)	2,820.83 (28)	4,401.67 (45)

Note: Figures in parenthesis show percentage of savings to total provision

(Source: Appropriation Accounts of concerned years)

1.4 Grants-in-aid from Government of India

Grants-in-aid from Government of India (GOI) decreased by ₹ 701.18 crore in 2016-17 over the previous year as shown in **Table 1.3**.

Table 1.3: Grants-in-aid received from GOI

(₹ in crore)

Particulars	2012-13	2013-14	2014-15	2015-16	2016-17
Non-Plan Grants	851.62 (-32)	2,256.17 (165)	1,723.20 (-24)	3,744.39 (117)	3,078.49 (-18)
Grants for State Plan Schemes	727.75 (8)	856.66 (18)	2,815.36 (229)	2,268.18 (-19)	2,327.52 (3)
Grants for Central Plan Schemes	44.32 (-13)	62.99 (42)	24.57 (-61)	27.53 (12)	34.50 (25)
Grants for Centrally Sponsored Schemes	715.56 (-9)	951.36 (33)	439.75 (-54)	338.66 (-23)	237.07 (-30)
Total	**2,339.25 (-15)**	**4,127.18 (76)**	**5,002.88 (21)**	**6,378.76 (28)**	**5,677.58 (-11)**

(The percentage increase over previous year is shown in parenthesis)
(Source: Finance Accounts for respective years.)

In addition to above, GoI had been transferring sizeable funds directly to the State implementing agencies for implementation of various schemes. GoI decided to route these funds through State Budget from 2014-15 onwards. However, during 2016-17, the GoI transferred ₹ 1,483.69 crore directly to various implementing agencies/ Non-Governmental Organisations of the State.

1.5 Planning and conduct of audit

The audit process commences with risk assessment of various departments, autonomous bodies and schemes/projects which involves assessing the criticality/complexity of activities, the level of delegated financial powers, internal controls and concerns of stakeholders and previous audit findings. Based on the risk assessment, the frequency and extent of audit are decided and an Annual Audit Plan is formulated.

After completion of audit, an Inspection Report containing audit findings is issued to the head of the office with the request to furnish replies within four weeks. Whenever replies are received, audit findings are either settled or further action for compliance is advised. Important audit observations pointed out in these Inspection Reports are processed for inclusion in the Audit Reports of the Comptroller and Auditor General of India which are submitted to the Governor of Haryana under Article 151 of the Constitution of India.

During 2016-17, compliance audit of 1,066 drawing and disbursing officers of the State and 33 autonomous bodies, including 22 autonomous bodies covered under Section 14 of Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act 1971, was conducted by the office of the Principal Accountant General (Audit), Haryana. In addition, two performance audits[2] were also conducted.

1.6 Significant audit observations and response of Government to audit

In the last few years, Audit has reported on several significant deficiencies in implementation of various programmes/activities as well as on the quality of internal controls in selected departments which have negative impact on the success of programmes and functioning of the departments. The focus was on offering suitable recommendations to the Executive for taking corrective action and improving service

[2] (i) Working of Maharashi Dayananad University (ii) Management of jails in Haryana.

delivery to the citizens. The departments are required to send their responses to draft performance audit reports/draft paragraphs proposed for inclusion in the Comptroller and Auditor General of India's Audit Reports within six weeks.

This Audit Report contains two Performance Audits and 23 compliance audit paragraphs which were forwarded to the concerned Administrative Secretaries. Replies from the administrative Departments have been received for only four compliance audit paragraphs which have been suitably incorporated in the Audit Report.

1.7 Recoveries at the instance of audit

The audit findings involving recoveries that came to notice in the course of test audit of accounts of Government departments were referred to the various departmental Drawing and Disbursing Officers (DDOs) for confirmation and further necessary action under intimation to audit. An amount of ₹ 5.60 crore was recovered in 45 cases during 2016-17 by various departments after being pointed out by the Audit through Inspection Reports.

1.8 Lack of responsiveness of Government to Audit

After periodical inspection of the Government departments, the Principal Accountant General (Audit) issues the Inspection Reports (IRs) to the head of offices audited with copies to the next higher authorities. The executive authorities are expected to promptly rectify the defects and omissions pointed out and report compliance to the Principal Accountant General (Audit) within four weeks. Half-yearly reports of IRs pending for more than six months are also sent to the concerned administrative Secretaries of the departments to facilitate monitoring and compliance of the audit observations in the pending IRs.

A review of IRs issued up to March 2017 relating to various offices of Irrigation and Water Resources Department revealed that 1028 paragraphs of 317 IRs with money value of ₹ 16,33,996.87 Crore remained outstanding at the end of March 2017 as indicated in the Table below.

Table 1.4: Year-wise breakup of outstanding Inspection Reports and Paragraphs

Year	Number of Inspection Reports	Number of Paragraphs	Amount (₹ in crore)
2003-04 to 2011-12	164	315	432.29
2012-13	30	84	42.38
2013-14	23	93	199.43
2014-15	31	119	2,181.26
2015-16	32	162	379.17
2016-17	37	255	16,30,762.34[3]
Total	**317**	**1,028**	**16,33,996.87**

(Source: Information derived from IR registers maintained in PAG (Audit) Office).

[3] Includes water charges of ₹ 16,29,715.82 crore recoverable from Public Health Engineering Department, Industries Department, Fisheries Department, Haryana Vidyut Prasaran Nigam, HUDA, etc.

Category-wise details of irregularities pointed out through these IRs which had not been settled as of 31 March 2017 are indicated in ***Appendix 1.1***.

The Department has not ensured prompt and timely action on the audit observations.

1.9 Follow-up on Audit Reports

According to the instructions issued (October 1995) by the Government of Haryana, Finance Department and reiterated in March 1997 and July 2001, the administrative departments were to initiate *suo motu* action on all audit paragraphs and performance audits featuring in the Comptroller and Auditor General's Audit Reports (ARs) regardless of whether the cases were taken up for examination by the Public Accounts Committee or not. The administrative departments were required to furnish Action Taken Notes (ATNs) indicating the remedial action taken or proposed to be taken by them within three months of the presentation of the ARs to the Legislature.

A review of the position of the paragraphs included in the ARs for the period 2012-13, 2014-15 and 2015-16 revealed that 77 paragraphs (including performance audits) pertaining to 35 administrative departments ***(Appendix 1.2)*** were yet to be discussed in Public Accounts Committee (May 2017). Out of these 77 paragraphs, ATNs on 62 paragraphs were not submitted by 26 administrative departments as per details given in the ***Appendix 1.3***.

Nineteen administrative departments had not taken any action to recover the amount of ₹ 1,718.08 crore in respect of 38 paragraphs and performance audits as per details given in the ***Appendix 1.4***.

Further, the response of the administrative departments towards the recommendations of the Public Accounts Committee was not encouraging as final action by the concerned administrative departments in respect of the 686 recommendations relating to Audit Reports for the period from 1971-72 to 2011-12 and 2013-14 were still awaited (***Appendix 1.5).***

1.10 Status of placement of Separate Audit Reports of autonomous bodies in the State Assembly

Several autonomous bodies have been set up by the Government in the fields of Urban Development, Housing, Labour Welfare and Agriculture. The audit of accounts of 29 autonomous bodies in the State has been entrusted to the CAG. The status of entrustment of audit, rendering of accounts to audit, issuance of Separate Audit Reports (SARs) and its placement in the Legislature as on 30 June 2017 is indicated in ***Appendix 1.6***.

One[4] autonomous body had not submitted its annual accounts for the last 20 years (1996-97 and onwards) whereas the delay in respect of other bodies ranged

[4] District Legal Services Authority, Jhajjar.

between one year and eight years. Delay in finalization of accounts carries the risk of financial irregularities going undetected. Therefore, the accounts need to be finalized and submitted to Audit at the earliest.

SARs in respect of Haryana Labour Welfare Board Chandigarh (2009-10 to 2014-15) and Haryana Building and Other Construction Workers Welfare Board Chandigarh (2009-10 to 2013-14) have not been placed before the State Legislature.

1.11 Year-wise details of performance audits and paragraphs appeared in Audit Report

The year-wise details of performance audits and paragraphs that appeared in the Audit Report for the last two years along with their money value is given in **Table 1.5** below.

Table 1.5: Details regarding reviews and paragraphs appeared in Audit Report during 2014-16

Year	Performance Audit		Paragraphs		Replies received	
	Number	Money value (₹ in crore)	Number	Money value (₹ in crore)	Performance Audit	Draft paragraphs
2014-15	3	242.86	27	285.78	3	13
2015-16	3	201.80	20	545.36	-	9

During 2016-17, two performance audits (₹72.08 crore) and 23 paragraphs (₹609.18 crore) involving ₹ 681.26 crore have been included in this Report.

Chapter-2

Performance Audit

Chapter 2

Performance Audit

Higher Education Department

2.1 Working of Maharshi Dayanand University

Maharshi Dayanand University (MDU) was established in 1976 with the objective to promote and develop interdisciplinary higher education. A performance audit of the University brought out lack of planning, deficiencies in financial management, non-enforcement of infrastructure and academic standards in affiliated colleges, manpower and infrastructure deficiencies in the classes which impaired the ability of the University to achieve its overall objectives. Some of the significant audit findings are summarised below:

Highlights

Academic Planning Board for preparation of short term and long term development plans was not constituted.

(Paragraph 2.1.6.1)

Non-investment of surplus funds in fixed deposits resulted in loss of interest of ₹ 51.71 lakh. Temporary advances of ₹ 11.18 crore were lying unadjusted.

(Paragraph 2.1.7.1 and 2.1.7.3)

Work of computerisation was not allotted in a transparent manner. Payment of ₹ 26.31 crore was made in excess of contract agreement. Further, the work was lying incomplete.

(Paragraphs 2.1.8)

Teaching posts (Regular) between 18 and 26 *per cent* and teaching posts (Self Financing Schemes) between 52 and 55 *per cent* were lying vacant.

(Paragraph 2.1. 9.4)

Out of 92 research projects, only 37 were completed. Out of incomplete projects, 21 had crossed their scheduled date of completion. Overall pass percentage of Students declined from 55 *per cent* in 2012-13 to 41 *per cent* in 2015-16.

(Paragraph 2.1.9.5)

An expenditure of ₹ 10.98 crore incurred on establishment of Choudhary Ranbir Singh Institute of Social and Economic Change was rendered unfruitful because of non-fulfilment of its objectives.

(Paragraph 2.1.10.2)

Printing press of the University suffered loss of ₹ 4.53 crore due to underutilisation of its capacity.

(Paragraph 2.1.10.3)

2.1.1 Introduction

Maharshi Dayanand University (the University) was established in 1976 by the State Government with the objective of promoting and developing interdisciplinary higher education in the State. It became an affiliating university in 1978 and its jurisdiction was extended over colleges and institutions of general education, technology, engineering and management in the ten [1] districts of the State. It is a teaching-cum-affiliating university offering undergraduate, postgraduate and doctoral programmes through its 38 teaching departments which are grouped in 11 faculties. Besides, it has 62 non-teaching departments. There are three other institutes i.e. University Institute of Engineering and Technology (UIET), Institute of Hotel and Tourism Management (IHTM) in the University campus and University Institute of Law and Management Studies (UILMS) located at Gurugram under the control of the University. It is also imparting distance education through Directorate of Distance Education (DDE) to the students with its traditional under graduate/post graduate courses as well as information technology and management courses.

2.1.2 Organisational set-up

The Principal Secretary to Government of Haryana, Higher Education is the administrative head at the Government level and responsible for implementation of Government policies and programmes. The Governor of the State is the Chancellor of the University. The Vice-Chancellor is the principal executive and academic officer who exercises control over the affairs of the University and is assisted by a Registrar, a Finance Officer, Deans and Directors of departments/institutes. The authorities of the University are the Court [2], the Executive Council, the Finance Committee and the Academic Council which exercise control over various functions of the University.

2.1.3 Audit objectives

The Performance Audit was conducted to ascertain whether:

- there was proper planning of the various activities of the University;
- financial management, mobilisation and utilisation of resources was efficient and effective;
- academic programmes were efficiently managed in accordance with the prescribed norms;
- infrastructure, estate management and support services were adequate and as per applicable norms; and
- effective internal control mechanism was in place.

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[1] (i) Bhiwani, (ii) Faridabad, (iii) Gurgaon, (iv) Jhajjar, (v) Mewat, (vi) Mohindergarh, (vii) Palwal, (viii) Rohtak, (ix) Rewari and (x) Sonepat.

[2] Court is an authority comprising Chancellor, Vice Chancellor, Deans of faculties, etc. to review the broad policies and programmes of the University and to suggest measures for improvement and development.

2.1.4 Scope of audit and methodology

The audit of the University is conducted under Section 14(1) of Comptroller and Auditor General's (Duties Powers and Conditions of Service) Act, 1971. The Performance Audit covered the activities of the University for the period from 2012-13 to 2016-17.

To assess the working of the University, Audit selected 17 out of 62 non-teaching and 12 out of 38 teaching departments by adopting Simple Random Sampling Without Replacement method. Besides, two institutes viz. UIET and IHTM, the Chemistry and Environmental Science Departments were selected on risk analysis basis and Physical Education Department was selected on suggestion of the Principal Secretary, Higher Education Department during entry conference. Thus, a total of 34 (17 non-teaching and 17 teaching including UIET and IHTM) departments were selected for test-check of records.

An entry conference was held in December 2016 with the Principal Secretary, Higher Education Department wherein the audit objectives and audit criteria were discussed. The exit conference was held with Principal Secretary of the Department in June 2017. The deliberations of exit conference have been appropriately incorporated in the report.

2.1.5 Audit criteria

The sources of audit criteria were derived from the following:

- Maharshi Dayanand University Act, 1975 and Calendar and Accounts Code of the University.
- Agenda and minutes of meeting of authorities of MDU.
- Norms prescribed by the funding agencies viz., State Government/ University Grants Commission/other State/Centre Government Departments.
- Punjab Financial Rules as applicable to Haryana and Haryana Public Works Department Code.
- Guidelines of University Grants Commission and All India Council of Technical Education (AICTE).

Audit findings

2.1.6 Planning

2.1.6.1 Non-constitution of Academic Planning Board

Section 13 C of the MDU Act, read with paragraph 24 of the Statute provides that the University would constitute an Academic Planning Board consisting of Vice Chancellor (Chairman), five persons of high academic standard and three outside experts to be nominated by the Chancellor, the Dean Academic Affairs and three Deans on rotation basis from the faculty of different departments. The Board was to examine and suggest measures for raising the standards of education and research, to prepare (short-term and long term) development plans and to monitor implementation of schemes regularly.

Audit observed that University had not constituted the Academic Planning Board during 2012-17. As a result, there was no central body to monitor the functioning of the University and the University did not prepare its short term and long term plans. Audit observed that there was no definitive plan to resolve issues like declining internal receipts, non-enforcement of education standards in affiliated colleges, failure of computerization initiatives, decreasing enrolment in courses offered by Directorate of Distance Education (DDE), vacant seats in various courses, less workload on teaching faculty, etc. The University assured during exit conference to constitute Academic Planning Board. However, the same had not yet been constituted (September 2017).

2.1.6.2 Non-preparation of plan for Sustainable Development Goals

The Sustainable Development Goals[3] (SDG) officially came into force from January 2016. Accordingly, Government of Haryana, Planning Department constituted (July 2016) seven Inter Departmental Working Groups for Implementation of SDGs in Haryana. SDG-4 regarding ensuring inclusive and equitable quality education and promoting lifelong learning opportunities for all by 2030 was to be implemented by Higher Education Department.

The University was one of the important constituents of the Higher Education Department. It was not on record whether the Department had conveyed its road map to the University for achievement of SDG-4. Audit observed that neither the Department nor the University had prepared any action plan to achieve SDG 4. Issues like lack of infrastructure facilities, declining trend in performance indicators and eve teasing of girl students, as discussed in succeeding paragraphs, had direct impact on achievement of the goals. However, there was no specific plan to address these issues. The Vice-Chancellor of the University stated during the exit conference that action plan for achieving SDG would be prepared. However, action plan in this regard had not been prepared as of October 2017.

2.1.7 Financial management

The details of receipts and expenditure of the University during 2012-17 are depicted in **Table 2.1.1.**

[3] The UN General assembly adopted a global development vision 'Transforming our world' and fixed Sustainable Development Goals to be achieved by 2030.

Table 2.1.1 Details of receipts and expenditure of the University

(₹in crore)

Year	Opening Balance (1)	Grants-in-Aid (2)	Internal Receipts (3)	Receipt from other Agencies[4] (4)	Total income (5) (2+3+4)	Total available funds (6) (1+5)	Total expenditure (7)	Closing Balance of funds with University (8) (6-7)
2012-13	144.83	41.00	263.64	18.60	323.24	468.07	332.80	135.27
2013-14	135.27	44.00	240.91	13.65	298.56	433.83	291.21	142.62
2014-15	142.62	48.00	232.62	11.30	291.92	434.54	277.87	156.67
2015-16	156.67	55.00	197.88	10.96	263.84	420.51	258.44	162.07
2016-17[5]	162.07	68.36	200.99	28.37	297.72	459.79	323.12	136.67

Source: Budget Estimates of the University

As evident from the above table, there was decline in internal receipts of University over the period of performance audit from ₹263.64 crore to ₹ 200.99 crore. Audit noticed that the decrease in internal receipts was mainly due to decrease in number of students enrolling for professional courses (viz. Bachelor of Business Administration, Master of Business Administration, Master of Computer Science, etc.) and Directorate of Distance Education.

At the same time the non-plan expenditure mainly establishment expenditure increased from ₹ 186.30 crore in 2012-13 to ₹300.43 crore in 2015-16. As a result, the balances of funds available with the University decreased over the years and lead to increased dependence on Government Grants.

The University stated (September 2017) that its receipts declined mainly due to closure of Directorate of Distance Education Global Centers and transfer of B.Ed Colleges to the Choudhary Ranbir Singh University, Jind.

2.1.7.1 Imprudent financial management

The University was maintaining an account with a bank since August 2010 for accepting fees and other charges from affiliated colleges and further entered (May 2013) into an agreement with the bank to maintain a minimum balance of ₹ 10 crore for providing services relating to collection of fees and other charges to the University. Prior to this, there was no condition of maintaining minimum balance. Audit observed that instead of investing surplus funds in term / fixed deposits to earn better rate of interest, funds up to ₹ 67.04 crore were kept in this savings account during September 2010 to February 2017.

Audit noticed that account had funds of minimum ₹ two crore from November 2010 to April 2013, ₹four crore from November 2013 to August 2014, ₹ 22 crore from November 2015 to December 2015 and ₹ 2 crore from February 2016 to January 2017, after excluding minimum balance of ₹ 10 crore as per agreement which could have been easily invested in term deposits and would have earned

[4] University Grants Commission (UGC), Council of Scientific & Industrial Research (CSIR), Indian Council of Social Science Research (ICSSR), Department of Science & Technology (DST) etc.

[5] Figures for 2016-17 are estimated figures as accounts for the year were not finalised.

minimum additional interest of ₹ 51.71 lakh[6] for the period of November 2010 to January 2017 for the University.

The University assured during exit conference that surplus funds would not be kept idle in future and they would explore better investment opportunities with banks.

2.1.7.2 Non-receipt of grants- in-aid from GOI

Government of India (GOI), Ministry of Tourism sanctioned (June 2011) grant of ₹ two crore to Institute of Hotel and Tourism Management (IHTM) for starting three-year Bachelor Degree Course in Hotel Management and four diploma courses each of one-year duration.

First installment of ₹ 10 lakh was received in June 2011 which was utilised for establishing Front Office Laboratory but no grant was received thereafter. Therefore, new courses could not be started during 2011-12. Audit observed that IHTM had not prepared the layout plans of building as per requirement and the same were not approved by GOI as the observations raised (May 2015) by GOI regarding layout plans were not attended to properly.

The University stated (September 2017) that the matter was being pursued with GOI to release the grants. Thus, the slackness on the part of IHTM deprived it of Central assistance of ₹ 1.90 crore and new courses of hotel management could not be started.

2.1.7.3 Non-adjustment of temporary advances

As per provisions contained in paragraph 10.13 of University Account Code Volume-IV, it was the duty of the Head of Department/Drawing and Disbursing Officer to ensure that account of temporary advances is rendered as early as possible and unspent balances, if any, are refunded immediately after finalisation of the purchases for which the temporary advances were drawn. All advances should be got adjusted within a month of their drawal.

Audit observed that the University was not following the above codal provisions. Temporary advances[7] in 270 cases amounting to ₹ 11.18 crore for the period 2012-17 were lying unadjusted as of March 2017. Out of these advances, 58 different advances drawn by Superintendent (Travelling Allowance) amounting to ₹ 56.80 lakh were outstanding whereas as per rule not more than three temporary advances were to be sanctioned until the advances already drawn had been got adjusted.

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6 Worked out at 9 *per cent* p.a. for the period November 2010 to April 2013, at 7.5 *per cent* p.a. for the period November 2013 to August 2014, at 6.5 *per cent* p.a. for the period November 2015 to December 2015 and at 7 *per cent* p.a. for the period February 2016 to January 2017 as applicable on term/fixed deposit minus interest earned on savings bank account at the rate of 4 *per cent*.

7 Below 1 year 138 cases: ₹ 8.85 crore; 1 to 2 years 32 cases:₹1.52 crore; 2 to 5 years 100 cases: ₹ 0.81 crore.

Besides, ₹1.18 crore was recoverable/ adjustable by the Engineering Cell from 58 persons/firms/suppliers.

The non- adjustment of temporary advances could encourage continued violation of financial rules and may lead to fraud/misappropriation of funds by the departments/officials.

The Government directed the University during exit conference to adjust or recover advances in a time bound manner. The University stated (September 2017) that these cases were under process for adjustment.

2.1.7.4 Avoidable payment of Service Tax

Government of India, Ministry of Finance, Department of Revenue exempted (June 2012) payment of Service Tax on the services provided to or by an educational institution in respect of education by way of auxiliary education services. The notification was further amended in July 2014 and exemption of service tax was made applicable for services like transportation of students, faculty and staff, catering including mid-day meals scheme sponsored by the Government, security or cleaning or housekeeping services.

Scrutiny of records revealed that University paid service tax of ₹ 52.61 lakh to three agencies for hiring services such as security and housekeeping from outsourcing agencies during 2012-14 resulting in avoidable payment of service tax. The payment of service tax could have been avoided, had the notifications issued by the Government been implemented.

The University stated (September 2017) that the service providers had deposited this service tax in Government account but did not offer any reply for not availing the exemption from payment of service tax.

2.1.7.5 Non-refund of hostel security

The University collects hostel security at the rate of ₹ 500 from boy students and at the rate of ₹ 250 from the girl students at the time of admission. This security is refunded to the students on leaving the University. Scrutiny of the records, however, revealed that out of receipt of total security of ₹ 75.69 lakh during 2012-17, ₹ 21.60 lakh was refunded and ₹ 54.09 lakh[8] was outstanding for refund as on March 2017.

The University stated (September 2017) that hostel security was being refunded to the students within one year of leaving the hostel after submission of application by them. This shows that the University has not evolved any system to refund the security of students.

[8] 2012-13: ₹10.94 lakh; 2013-14:₹11.35 lakh; 2014-15: ₹ 9.17 lakh; 2015-16: ₹ 9.12 lakh and 2016-17: ₹ 13.51 lakh.

2.1.8 Computerisation of University Activities

(a) Allotment of work in non-transparent manner

As per paragraph 12.18 (ii) of Calendar volume-IV of the University, the tender document should be self-contained and comprehensive. Further, paragraph 12.48 stipulates that open tenders should be invited for purchase of material and services exceeding ₹five lakh by giving wide publicity in at least two newspapers.

The University invited expression of interest on 20 February 2010 for computerization of various activities of administration, financial, academic, affiliation of colleges, research, etc. to be submitted by 2 March 2010 and to be opened on the same day. It was noticed that only ten days were given for submission of tender instead of 15 days as prescribed in the University Rules (paragraph 12.18 (i) of Calendar Volume-IV). Thus, by curtailing the time for submission of tenders, competition was adversely affected. Besides, the advertisement of tender was published only in one newspaper against the requirement of at least two newspapers.

The University received bids from seven firms[9]. The Vice Chancellor appointed a Committee to oversee the computerisation work. As per conditions laid down in tender document, separate financial and technical bids were required to be submitted. However, the tender documents did not specify the parameters to be considered for technical qualification and price quotation. The University called for documents such as annual turnover, Capability Maturity Model Integration (CMMI) certificate, support system at local/national level, sales tax number, prior experience, etc. on the day of opening of tender, i.e. 12 March 2010 to assess the technical qualification of the bidders. Of the seven firms, three firms [10] were rejected (April 2010) by the Committee[11] on technical grounds such as lack of experience, financial viability, inadequate manpower support, lack of professional understanding, etc. though specific criteria had never been laid down beforehand.

Of the remaining four firms (April 2010), called for detailed presentation of their proposals, one was rejected as it did not have any experience in the area of automation of University functions although the issue of experience had already been decided in April 2010.

The financial bids of the remaining three firms[12] were opened in June 2010. The bid of M/s Expedien e-Solutions was rejected citing that the cost of each item and

9 (i) M/s HCL Infosystems, (ii) M/s Expedien e-Solutions, (iii) M/s NYSA Communications, (iv) M/s Imagination Learning Systems, (v) M/s FCS Software Solutions, (vi) M/s Interlace India and (vii) M/s Safedoot e-Solutions.

10 (i) M/s Imagination Learning Systems, (ii) M/s Interlace India and (iii) M/s Safedoot e-Solutions.

11 (i) Consisting of Dean Academic Affairs,(ii) Dean, Faculty of Physical Sciences, (iii) Director UIET, (iv) University Librarian, (v) Registrar, (vi) Prof. & Head Computer Science and (vii) Deputy Registrar (General).

12 (i) M/s HCL Infosystems, (ii) M/s Expedien e-Solutions and (iii) M/s NYSA Communications.

the total cost of project was not workable and firm had inadequate experience.

Out of remaining two firms, M/s HCL Infosystems quoted ₹ 3.01 crore for the project, ₹ 0.38 crore per annum for operation and maintenance of call centre and front desk, data centre and applications, ₹ 7,500 per person for Data Entry Operator and ₹ 0.65 per page for Data Digitization. M/s NYSA Communications quoted ₹ 199 per student per examination and the estimated cost worked out to ₹ six crore[13]. Despite M/s HCL Infosystems being the lowest bidder as per committee report, its tender was rejected on ground that it did not have experience in taking up jobs of similar nature. Thus, despite the fact that the bid document had not specified any method for submission of estimated cost and all three firms had submitted financial bids on different parameters, which were not comparable with each other, the financial bids of M/s Expedien e-Solutions and M/s HCL Infosystems were rejected arbitrarily. Finally, only M/s NYSA Communications was considered eligible and order was placed in October 2010. The work was to be completed within 12 months from the date of award of contract. Audit further observed that in comparison to other firms, the turnover and experience of the M/s NYSA Communications was least as it was incorporated as a company in 2008-09 only i.e. one financial year prior to this tender. Its ongoing work in Directorate of Distance Education (DDE) was considered as satisfactory though the work was started only in July 2009 with completion period up to July 2012. This firm also did not hold CMMI (Capability Maturity Model Integration) certificate. On the other hand, M/s HCL Infosystems had experience of 24 years and also had CMMI certificate. It was also observed that Vice Chancellor had also chaired the Committee on certain occasions (23 June 2010, 14, 16 and 28 July 2010 and 20 and 25 August 2010) and had an influence over the functioning of the Committee. Thus, the tender evaluation and award process suffered from infirmities and was opaque.

(b) Excess payment

As per bid document, M/s NYSA Communications was to complete all computerization work within 12 months from the date of award of contract (October 2010) and maintain Data Centre for three years without any additional cost.

Based on M/s NYSA Communications cost offer of ₹ 199 per student per examination, the cost of the project had been worked out by evaluation committee on basis of number of students for one year i. e. at ₹ six crore approximately for three lakh students. However, in MOU signed between University and M/s NYSA Communications in October 2010, the period for completion of work was increased to 16 months. Audit further observed that the University released full payment (₹ 199 per student per examination) on the basis of number of students for three years. The University, as a result, made the payment of ₹ 32.31 crore instead of ₹ six crore. Thus, the university made an excess payment of ₹ 26.31[14]

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13 However, it works out to ₹ 5.97 crore for three lakh students at the rate of ₹ 199 per student.

14 Total payment made ₹ 32.31 crore - ₹six crore payment to be made as per agreement.

crore. Negligence in not ensuring that the MoU was as per the conditions specified in the bid documents led to a huge loss for which responsibility needs to be fixed.

Further, it was noticed that the activities of the College Development Council, Research, Student Welfare, Hostel Management (except room allotment), Sports matters, Stores Management, Engineering Cell, Estate Office, etc. were not computerised though required as per scope of work. Activities of only financial management and academic management were computerized. The contract was closed (14 October 2013) without executing these works.

The University stated (October 2017) that the issue was under investigation at State Government level.

(c) Non-completion of balance computerisation work

The University allotted (August 2014) the left out work to another firm after inviting tenders at a cost of ₹ 4.78 crore including taxes. As per MoU, the service provider was to implement modules relating to Student Lifecycle Management, Human Resource (OM, PA and Payroll) and Finance Module within nine months failing which penalty at the rate of two *per cent* of the contract value for each month subject to a maximum of 25 *per cent* of the contract cost was leviable. The service provider failed to implement required modules within stipulated period and work is still incomplete though a payment of ₹ 1.40 crore including taxes had already been released upto April 2017. However, no penalty was levied for delay in execution of works though the penalty of ₹ 1.20 crore (25 *per cent* of ₹ 4.78 crore) was leviable as per terms and conditions of the contract.

The University stated (September 2017) that the firm had been asked to deploy its project team to complete the work.

2.1.9 Academic activities

The main objective of the University is encouragement of interdisciplinary higher education and research with special emphasis on studies of life sciences and environmental and ecological sciences. Audit observed the following shortcomings:

Quality and Administrative issues

2.1.9.1 Non-enforcement of standards for quality education in affiliated colleges

The University's conditions of affiliation to colleges are contained in Statute 38 of the University Act. There were 249 Colleges/Institutions affiliated to the University as on March 2017. An inspection is required to be conducted through a Committee constituted by the Vice Chancellor before granting affiliation, to check the availability of infrastructural facilities, faculty and other supporting systems. On the basis of the report of the Committee, the Academic Council/

Executive Council grants affiliation. The affiliation granted to a college or an institution is required to be renewed on a year to year basis. The University had devised an inspection proforma containing details of available human resources and infrastructure. The proforma was revised in December 2014 and the colleges were to be given marks based on (a) teaching and non-teaching staff; (b) infrastructure and amenities (c) academic requirements**.** Colleges getting 71 *per cent* and above marks, 51-70 *per cent* marks and below 50 *per cent* marks in each category were to be graded as 'A'; 'B' and 'C' respectively. Colleges with 'B' grade were to be given conditional affiliation with the stipulation that deficiencies pointed out would be removed within a year before the next academic session, whereas notices for disaffiliation process are to be served to Colleges/Institutes falling under 'C' category.

Scrutiny of inspection reports of 40 out of 249 affiliated Colleges showed the following deficiencies/shortcomings:

(i) Non-categorisation of the colleges

A total of 114 inspections were conducted in respect of the selected 40 Colleges/Institutes[15] during 2011-17. The proforma devised for inspection was not completely filled up in any of these inspection reports. Categorization of the Colleges/Institutes as 'A', 'B' and 'C' was not done though 22 inspections[16] were conducted since December 2014 when categorization was introduced. In the absence of complete information in inspection proforma and categorization of colleges on the basis of marks, it could not be ascertained whether the colleges/Institutions were eligible for affiliation. However, provisional affiliation was granted to the Institutions/Colleges.

The University stated (October 2017) that prescribed proforma was filled for inspections carried out after December 2014 and a web portal is also developed in 2016 containing all information regarding land, infrastructure, faculty, staff, library, etc. The reply of the University regarding categorization of Colleges/Institutions after December 2014 was not correct as irregularities pointed out were in respect of inspections carried out after December 2014.

(ii) Continuation of provisional affiliation of the colleges/institutions despite non-removal of deficiencies

As per Statute, in case of deficiencies, the Academic Council/Executive Council was to specify the points on which it considers the college deficient and fix time frame, within which the college was required to comply with. Inspection teams had reported deficiencies as per details given below:

- ***Non constitution and non-approval of Governing body:*** Each college was to have a managing committee known as governing body consisting at least 11

15 Test checked colleges of colleges/Institutes: Engineering- 16, Degree-9, Architecture-3, Management-9, Law-2 and Hotel Management-1.

16 Detail of inspections in different type of colleges/Institutes: Engineering- 2, Degree-11, Architecture-2, Management-3, Law-3 and Hotel Management-1.

members and the same was to be got approved from the University. Audit observed that governing body was not constituted by 14 colleges. Six colleges had constituted the governing body but the same was not got approved from the University.

- ***Non appointment of teaching and non- teaching staff as per norms:*** The selection of teachers in affiliated colleges/institutions was to be done by the Selection Committee which should have at least three outside experts and appointment letter was not to be issued till the approval of the proceedings of the selection committee by the University.

Inspection Committees had noticed that in 33 out of 40 colleges, either teaching staff was not selected through duly constituted committees or the proceedings of the selection committee were not got approved from the University.

- ***Shortage of staff and infrastructural facilities:*** In 27 colleges, Inspection Committees had reported shortage of teaching staff or teaching staff with inadequate qualifications as also shortage of equipment in labs in 16 colleges.

These colleges were granted affiliation year after year although the shortcomings reported during inspection of these colleges persisted. Thus, the University did not exercise proper control on the functioning of affiliated colleges.

The University stated (October 2017) that it takes action against defaulting colleges/institutes like imposing penalty, reduction in intake capacity of students and puts them in 'no admission' category. The reply has been given in general terms and reply to specific cases has not been furnished.

(iii) Continuation of colleges without affiliation

Audit observed that Inspection Committees were not constituted for granting extension of provisional affiliation for the session 2015-16 and 2016-17 to any of the professional (Engineering/Law/Management/Architecture) colleges. These colleges were functioning without getting affiliation for the above two sessions. Despite non-affiliation, the University conducted examination for the courses in these colleges and had also declared the results. The University also kept on displaying these colleges among affiliated colleges on its website.

The University agreed (October 2017) that due to non-rectification of deficiencies by most of the colleges, the Inspection Committees were not constituted for granting affiliation for the session 2015-16 and 2016-17 and added that the Apex Body i.e. All India Council of Technical Education/ Bar Council of India/Council of Architecture (AICTE/BCI/COA) has been granting approval for running the said courses. The reply was not acceptable as University was responsible for giving affiliation and approval by AICTE/BCI/COA is only one of the criteria, for continuing affiliation and the University had not put these colleges under ‘no admission’ category.

(iv) Non-submission of returns

As per clause 15(b) of Statute 38, the recognized colleges were to submit a report by 31 August of every year indicating the change in the management and teaching staff and qualification of new staff among other details to the Registrar. Audit noticed that none of the colleges had submitted the report. However, no action was initiated against the defaulting colleges (August 2017).

Thus, University failed to implement an objective system of assessment of educational standards in the Colleges/Institutes. Despite Inspection Committees persistently pointing out deficiencies, the University failed to fix time frame to set right the deficiencies or initiate disaffiliation of these colleges. Instead, provisional affiliations were continued to be granted year after year despite deficient human resource and infrastructure depriving the students of quality education.

The Dean, College Development Council stated (September 2017) that almost 90 colleges have uploaded complete information and assured that the information in respect of remaining colleges would be completed in time-bound manner before start of next academic session. As regards submission of returns, it was stated (October 2017) that instructions had already been issued to all the colleges to submit annual returns.

2.1.9.2 Teacher-student-ratio

University Grant Commission (UGC) recommended teacher-student-ratio of 1:10 for Science and 1:15 in Humanities/ Social Sector for post graduate teaching courses.

Audit observed that during the years 2012-17, out of 15 test checked teaching departments, faculty were more than the norms in three[17] social departments and two science departments (Microbiology and Centre for Medical Biotechnology). The teaching faculty were less than norms in 10 social departments (details are given in ***Appendix 2.1***).

The Principal Secretary agreed during exit conference that necessary steps would need to be taken to improve the teacher-student ratio.

2.1.9.3 Teachers' work load less than norms

As per UGC norms, workload of the teachers in full employment should not be less than 40 hours a week for 30 working weeks in an academic year.

Audit observed that out of 15 test checked teaching departments, only four departments (Mathematics, Pharmaceutical Sciences, Chemistry and Psychology) had teachers' workload as per UGC norms. Teachers' workload remained short by 40 to 65 *per cent* during 2012-17 in nine teaching departments as depicted in **Table 2.1.2**.

[17] (i) Defence and Strategic Studies, (ii) Psychology and (iii) Environment Sciences.

Table 2.1.2: Teachers' workload in teaching departments

Name of Department	Average number of teachers	Total working hours as per norms	Actual workload (in hours)	Shortfall (in Hours)	Percentage of Shortfall in workload
Defence & Strategic Studies	3.0	18,000	6,300	11,700	65
Geography	9.4	56,400	20,970	35,430	63
Sociology	6.4	38,400	15,360	23040	60
Economic	7.6	45,600	22,460	22,140	48
Political Science	2.0	12,000	6,300	5,700	48
Environment Sciences	7.0	42,000	17,580	24,420	58
Bio-Chemistry	5.0	30,000	11,580	18,420	61
CMBT	3.6	21,600	9,660	11,940	55
Microbiology	8.0	48,000	28,800	19,200	40

Source: Information supplied by teaching departments

Two departments (Public Administration and Physical Education) did not supply the information. The University had not established any system to ensure adequate work load for teachers.

2.1.9.4 Vacancies in teaching/non-teaching cadres

For the purpose of maintaining academic standards in educational institutions, the availability of qualified and experienced faculty is a pre-requisite. Posts of non-teaching staff should also be filled up for the smooth working of administrative work of the University. Audit observed that various posts of teaching (Regular and Self Financing Scheme) and non-teaching such as Clerks, Assistants, Superintendents, Assistant Registrars, Deputy Registrars and Registrar were not filled by the University during the period 2012-17 as detailed in **Table 2.1.3**:

Table 2.1.3: Details of sanctioned, filled up and vacant post

Name of the Post	2012-13			2013-14			2014-15			2015-16			2016-17			Percentage of vacancy
	S	F	V	S	F	V	S	F	V	S	F	V	S	F	V	
Teaching posts (Regular)	385	316	69	386	312	74	385	303	82	386	294	92	386	285	101	18 to 26
Teaching posts (SFS)	200	89	111	200	95	105	200	96	104	200	96	104	200	95	105	52 to 55
Non-Teaching Staff	1,168	907	261	1,171	931	240	1,154	939	215	1,144	912	232	1,144	871	273	19 to 24

Source: Information supplied by the University
S: Sanctioned Posts F: Men in Position V: Vacancy

Non-filling up of the vacancies adversely impacts the quality of education. Shortage of non-teaching cadres also adversely affects the administrative functions of the University.

The University stated (February 2017) that Government had allowed to fill up only teaching posts and permission to fill up non-teaching posts was not granted. Thus, the shortages would impact the quality of education.

Academic performance and implementation of scheme

2.1.9.5 Deterioration in Academic performance

The performance of a university can be judged from research output, enrolment of students, drop out and pass out percentage, placements, etc. Audit observed the following:

Research projects: The University received grants from University Grants Commission (UGC), Council of Scientific and Industrial Research, Indian Council of Social Science Research, Department of Science and Technology under Ministry of Science and Technology for research programmes/projects. Overall 92 research projects at an estimated cost of ₹ 8.58 crore were assigned to the University during 2012-17. As of March 2017, 37 projects involving expenditure of ₹ 4.86 crore, were completed. Out of 55 incomplete projects, 21 had crossed their scheduled date of completion. Out of 21 cases, in 13 cases UGC granted extension while in remaining eight cases, time extension was not granted.

In one instance, a research project on "Haryana Economy and issues of Governance and Corruption" assigned by UGC in March 2009, to be completed in five years, could not be completed (August 2017) despite spending ₹ 27.45 lakh rendering entire expenditure unfruitful. The expert committee of UGC discontinued (August 2014) the project.

Declining pass out percentage of students in university campus: The percentage of passed out students vis-a-vis students who appeared in examination for test checked departments during 2012-16 is depicted in **Table 2.1.4** below:

Table 2.1.4: Details of students appeared, dropped out and passed in test checked departments

Year	No. of students admitted	Students appeared	Students Dropped out	Students passed	Percentage of pass out to total admitted	Percentage of pass out of total appeared	Percentage of dropped out to total admitted
2012-13	1,542	1,300	242	1,039	67	80	16
2013-14	1,601	1,356	245	1,091	68	80	15
2014-15	1,671	1,440	231	1,120	67	78	14
2015-16	1,657	1,377	280	845	51	61	17

Source: Information compiled from the data furnished by Departments

It was observed that there was significant fall in pass percentage during the year 2015-16 and dropout students remained between 14 and 17 *per cent* during the period of audit.

- ***Downward trend in overall pass percentage:*** Overall pass out percentage of the University including students from affiliated colleges is depicted **in Table 2.1.5** below:

Table 2.1.5: Details of students appeared and passed in examinations

Year	Students appeared	Students passed	Percentage
2012-13	6,41,328	3,55,787	55
2013-14	6,43,790	3,32,029	52
2014-15	6,48,396	2,89,330	45
2015-16	6,30,294	2,59,363	41

Source: Information supplied by the University

It is observed that pass out percentage had fallen from 55 to 41 in last five years. The University did not ascertain the reasons for the poor results for initiating remedial action.

- ***Vacant seats in regular courses:*** From the information supplied by the test-checked teaching departments, audit observed that a large number of available seats remained vacant in 21 courses of seven departments during 2012-17

(Appendix 2.2). It was observed that 65 *per cent* in M.Sc. Geo-informatics (4th Semester) in Geography and 48 *per cent* in Defence M. Phil., 53 *per cent* in Pre-Phd Defence, 40 *per cent* each in M. Phil/Pre-Phd in Public Administration, M.A. and M.Tech 1st in Geography were vacant. The University needs to re-assess the requirement of the concerned courses and to re-fix the intake capacity accordingly.

- ***Decreasing trend of enrolment of students in Directorate of Distance Education***: Courses offered by the University through DDE and number of students enrolled is depicted **in Table 2.1.6** below:

Table 2.1.6: Details of trend of enrolment of students in distance education

Year	In courses BA, MA, M Com etc.	In courses BBA, MBA, MCA etc.	Total No. of students enrolled	*Per cent* of decrease compared to 2012-13
2012-13	65,783	44,416	1,10,199	-
2013-14	59,414	21,554	80,968	27
2014-15	61,560	3,384	64,944	41
2015-16	67,503	144	67,647	39
2016-17	71,344	0	71,344	35

Source: Information supplied by the Department concerned

It is observed that enrolment of students was only in traditional BA, MA, M Com etc. courses. In other courses such as MBA, MCA, etc. the enrolment had declined to zero in 2016-17.

In the meeting (February 2012) of a Committee constituted by the Vice Chancellor, it was also resolved that DDE would make a survey and find out new programmes which might be useful for rural development, women and child welfare for the society. The University did not conduct the survey as of April 2017.

The University replied (September 2017) that some new courses are in the process of commencement in the near future.

- ***Career counselling and placement cell***: The University had established a career counselling and placement cell in March 2011 for the students. At IHTM and UIET the placement position is depicted **in Table 2.1.7** below:

Table 2.1.7: Details showing number of students got placements

Department	2012-13		2013-14		2014-15		2015-16	
	AS[18]	SS[19]	AS	SS	AS	SS	AS	SS
IHTM	230	30(13)	216	62 (29)	181	156(86)	Not Available	104
UIET	439	78(18)	431	48(11)	579	76 (13)	479	61(13)

Source: Records maintained by the University

It is observed that the actual placement remained in the range of 13 to 86 *per cent* in respect of IHTM *and* 11 to 18 *per cent* in respect of UIET. Audit observed that in the meeting of Departmental Coordinators held in September 2013, it was resolved to start an interactive web portal/ page of the Career Counselling and Placement Cell but same had not been started (September 2017).

18 AS-Actual strength.

19 SS-Student Selected and percentage shown in brackets.

Thus, academic performance indicators such as research output, drop out and pass out rate, enrolment of students, placements, etc. showed declining trends during the performance audit period. The University had not analysed the reasons for declining trend in performance indicators, thereby, the main objective of the University i.e. to promote and develop interdisciplinary higher education could not be fully achieved.

2.1.9.6 Technical Education Quality Improvement Programme

Technical Education Quality Improvement Programme-II is a centrally sponsored scheme (CSS) on sharing pattern of 75:25 between the Centre and the States for the State funded/aided Institutions. The project was for four years commencing from 2010-11 and funds of ₹ 10 crore were sanctioned to UIET. However, out of ₹ 10 crore, the UIET received ₹ seven crore during 2012-17 and balance funds of ₹ three crore had not yet been received from Government (April 2017). Audit observed that certain components were not properly implemented and allocated funds remained unspent as detailed in **Table 2.1.8**.

Table 2.1.8: Details showing the funds remained unspent

(₹ in lakh)

Sr. No.	Name of component	Funds allocated	Funds utilised	Funds unspent	Percentage
1	Faculty and Staff Development	100	31.84	68.16	68
2	Institutional Management Capacity Building	30	1.22	28.78	96
3	Academic Support to Weak Students	40	1.45	38.55	96
4	Implementation of Institutional Reforms	20	1.17	18.83	94
5	Incremental Operating Cost	100	16.30	83.70	84
6	Refurbishment of Infrastructure	50	0	50.00	100
Total		**340**	**51.98**	**288.02**	**85**

Source: Information compiled from data supplied by the University

As per rules, Board of Governors was empowered to appoint faculty and staff with the required qualifications and experience on contract basis for 11 months or longer terms till regular appointments were made. However, guest teachers were being appointed by the Director, UIET instead of Board of Governors, which was irregular. The Principal Secretary stated during the exit conference that the procedure prescribed would be followed.

As per guidelines, the Institute should explore and generate revenue through activities such as consultancy projects sponsored by private or public sector, sponsored research projects, offering specially tailored continuing education programmes, interest generated from any investment, testing and certification, patents and copyrights, uses of high tech equipment by industries and others, etc. but no such revenue generating activities were undertaken (May 2017).

2.1.10 Infrastructure

2.1.10.1 Shortage of Infrastructure

Audit scrutiny of 15 test checked teaching departments[20] revealed shortage of infrastructure like class rooms, laboratories, research rooms and computer laboratory as depicted **in Table 2.1.9** below:

Table 2.1.9: Details of deficient infrastructure in test checked Departments

Facility	Classroom	Laboratories	Research Room	Computer Lab
Required	83	62	71	19
Available	61	56	54	12
Shortage	22	6	17	7
Percentage of shortfall	27	10	24	37

Source: Information supplied by the Departments concerned

As evident from the above table, the shortfall in class rooms, laboratories, research rooms and computer laboratory was 27, 10, 24 and 37 *per cent* respectively**.** Audit observed that no plan was made to provide adequate infrastructure in a time bound manner despite availability of funds with the University.

2.1.10.2 Non-functioning of Choudhary Ranbir Singh Institute of Social and Economic Change and idling of infrastructure

The University established Choudhary Ranbir Singh Institute of Social and Economic Change'(March 2012) in a newly constructed building at a cost of ₹10.30 crore. The aims and objectives of the Institute were to undertake various research proposals funded by State Government, to cater to the training needs of Government officials working at different levels in the Panchayati Raj Institutions and other Government departments directly dealing with the implementation of various schemes meant for the general public and to impart training to politicians. The governing body decided (March 2015) to start short term training and certificate programmes on various themes[21].

Audit observed that the Institute had been working with one Director with two support staff since 2012-13. The Institute had neither imparted any training nor any research projects were received from any department for implementation. The Institute incurred an administrative expenditure of ₹ 68.09 lakh during 2012-16.

[20] (i) Defense & Strategic Studies, (ii) Chemistry, (iii) Public Administration, (iv) Political Science, (v) Psychology, (vi) Mathematics, (vii) Medical Biotechnology, (viii) Microbiology, (ix) Biochemistry, (x) Pharmaceutical Sciences, (xi) Environmental Sciences, (xii) Economics, (xiii) Sociology, (xiv) Physical Education and (xv) Geography.

[21] Health and Environment, Empowering Women through self Help Groups, Anti Human Trafficking, Entrepreneurship and Skill Development, Rural Development, Human Rights, Rural Health Care Training, NGO Management, Business Skills and Competency in Power Distribution.

Thus, the expenditure of ₹ 10.98 crore incurred on construction of building during 2012-16 did not yield any results.

The Director stated (April 2017) that due to non-availability of regular faculty, MA course on Population Studies was transferred to Geography Department and research project proposals would be submitted to various Government and Non-Government funding agencies after filling up the posts of faculty. The Principal Secretary stated that steps need to be taken to make the Institute functional to meet its objectives.

2.1.10.3 Losses incurred in working of Printing Press

As per paragraph 26.5 of University Calendar Vol. IV, University Press is responsible for printing and binding of the printed material of all the offices of the University. The University Press suffered a loss of ₹ 4.53 crore during 2012-16 as detailed **in Table 2.1.10** below**:**

Table 2.1.10: Details of income and expenditure of University Press

(₹ in crore)

Year	Income	Expenditure	Loss
2012-13	1.23	2.46	1.23
2013-14	1.84	2.66	0.82
2014-15	1.49	3.70	2.21
2015-16	2.86	3.13	0.27
Total	**7.42**	**11.95**	**4.53**

Source: Data compiled from the records of the University

It was further noticed that DDE got printed its study material for a cost of ₹ 19.13 crore from a private firm during 2012-2015. The DDE got its study material worth ₹ 2.21 crore printed at University Press in 2015-16. This helped bring down the loss of the press to ₹ 0.27 crore during 2015-16 from ₹ 2.21 crore in 2014-15 which shows that losses in the press were mainly due to under utilisation of capacity. Thus, getting the printing material done from private firm by DDE resulted in under utilisation of press and huge losses.

The University stated (September 2017) that the University Press had shown its inability to print the study material of DDE. However, Audit did not observe anything on record of the University that the Press has refused to carry out the work of DDE.

2.1.10.4 Printing of study material in excess of requirement

Paragraph 12.7 (i) of University Calendar IV stipulates that over-stocking and associated loss must be avoided.

Audit observed that the DDE got the books printed from a private firm without assessing the proper requirement. The firm supplied 2.85 lakh books of different streams to the University worth ₹ 3.27 crore during April 2013 to February 2014 but 43,000 books valuing ₹ 0.64 crore from all streams were still lying in the stock even after lapse of four annual sessions (August 2017). In case of environment studies, out of 18,000 books supplied during July 2013, 17,000 books worth ₹0.26 crore were lying surplus (August 2017). In addition to above, DDE got printed books from University Press out of which 2,47,730 books were lying surplus in the store (May 2017). Out of these, 2,13,963 books were those which had more than 1,000 copies of the same subject. Thus, the DDE printed books in excess, without assessing the requirement.

2.1.10.5 Non-utilization of working women hostel

Under the centrally assisted scheme of "assistance to voluntary organizations in the field of construction/expansion of hostel building for working women with day care center for children", MDU had constructed (June 2007) a Hostel of 1,322 square metre with cost of ₹ 1.49 crore to accommodate 60 working women. Audit noticed that average occupancy of hostel was only 5.4[22] persons and ranged between zero and eleven during 2012-17. Thus, the hostel remained unutilized/ nominally utilized for the last five years resulting in unfruitful expenditure of ₹1.49 crore.

2.1.10.6 Evaluation of facilities and activities of the University

In order to monitor the satisfaction level among students in respect of various facilities/activities carried out by the University, a system of periodical feedback should have been evolved. However, no mechanism was evolved to take feedback from students. During performance audit, feedback from 183 students, (132 girls and 51 boys) was taken through questionnaire method with the help of University's staff to assess the level of satisfaction of students. The students were asked to rate the availability of various facilities as poor, average, good and excellent. Details of rating given by the students are given in **Table 2.1.11**:

Table 2.1.11: Details of percentage of students who rated the facilities

Activities	Number and percentage of students who rated the facilities									
	Poor		Average		Good		Excellent		No comments	
	No.	Percentage	No	Percentage	No.	Percentage	No.	Percentage	No.	Percentage
Faculty	29	16	58	32	72	39	24	13	0	0
Syllabus	12	7	65	36	78	43	26	14	2	0
Course content	15	8	58	32	85	46	25	14	0	0
Behaviour of Admin. Staff	25	14	54	29	75	41	29	16	0	0
Computer Facilities	50	27	46	25	54	30	32	17	1	1
Laboratory	29	16	68	37	54	30	29	16	3	1
Environment in campus	16	9	41	22	82	45	44	24	0	0
Grievance redressal system/ complaint system	48	26	55	30	59	32	20	11	1	1
Relationship with faculty/ teaching staff	15	8	56	30	78	43	34	19	0	0
Industry connection/ Job Placement	75	41	55	30	37	20	15	8	1	1
Security	20	11	57	31	68	37	37	20	1	1
Quality of Wi-Fi / Internet	18	10	49	27	61	33	54	30	1	0

Source: Compiled from the feedback of the students

Analysis of the data revealed as under:

[22] 11 in 2012-13, Nil in 2013-14 & 2014-15, 9 in 2015-16 and 7 in 2016-17.

- Overall 52 *per cent* students were satisfied with the faculty while remaining 48 *per cent* expressed dissatisfaction.
- Overall 57 *per cent* students were satisfied with syllabus coverage; while 43 *per cent* were not satisfied. However, 60 *per cent* students were satisfied with course content.
- 57 *per cent* students found the behavior of Administrative Staff cooperative while 43 *per cent* were not satisfied.
- Only 46 *per cent* students were satisfied with laboratory facilities while remaining 54 *per cent* found these inadequate.
- 56 *per cent* students found grievance redressal system as defective/ weak.
- 71 *per cent* students were not satisfied with the working of Placement Cell in connection with Job/campus placement/ Industry connection.
- However, 69 *per cent* students were satisfied with overall environment in the Campus.

The University stated (October 2017) that efforts are being made to improve overall performance/ satisfaction level on different parameters.

Feedback through questionnaire was also obtained from girl students to ascertain the steps taken by University to handle/curtail eve teasing cases. As per feedback given by girl students, 46 *per cent* of them had faced the problem of eve teasing in the University but only 12 *per cent* had lodged complaints. It was also noticed that 54 *per cent* of girl students were unaware about existence of anti-sexual harassment cell in the University. More than 50 *per cent* girls expressed concern about safety in the University Campus.

The University stated (September 2017) that a committee had been constituted for redressal of complaints. Further, workshop on "Women Safety and Self-Defense Techniques" in collaboration with Women Police Station, Rohtak was being organised and Chairperson of the committee also interacts with newly admitted students to generate awareness about gender sensitization, women safety, etc.

2.1.11 Internal control mechanism

Internal control and monitoring provides reasonable assurance to the management about the compliance of applicable rules and regulations. There were cases of inadequate control such as non-submission of progress reports of civil works, non-maintenance of asset registers and non-conduct of physical verification and pending audit observations as discussed below.

As per provisions contained in paragraph 18.9.1, the Divisional officer is required to submit progress report of works to Superintending Engineer/Chief Engineer. Scrutiny of the records showed that monthly/quarterly physical and financial progress reports of works were not being submitted to the Technical Advisor/VC by the Engineering Cell. Scrutiny of the records of 30 works revealed that execution of 10 works was behind schedule by two to eight months. Progress of works was not being monitored by the higher authorities. The Principal Secretary directed the Executive Engineer to follow the procedure of PWD and upload monthly information on the website.

The Fixed Assets Register containing detailed record (purchase/construction, location, addition, disposal, depreciation, etc.) of moveable/immoveable property/assets was not prepared although there were fixed assets worth ₹ 527.67 crore as per Annual accounts 2014-15. Further, as per rules[23], physical verification of store articles of all departments/offices of the University was required to be conducted by the Estate Officer each year. Audit, however, observed that physical verification of assets was not conducted during 2012-17. As a result, the authentication/existence of assets could not be verified.

The pendency in settlement of audit paragraphs/ requisitions/observations of Local Audit Department is depicted in **Table 2.1.12** below:

Table 2.1.12:Details of pending audit observations of Local Audit Department

Years	Opening Balance		Additions		Settled		Outstanding	
	Audit Para	Requisition	Audit Para	Requisition	Audit Para	Requisition	Audit Para	Requisition
2012-13	88	782	15	14	32	86	71	710
2013-14	71	714	15	12	9	97	77	629
2014-15	77	629	10	16	3	51	84	594
2015-16	84	594	17	18	2	25	99	587
2016-17	89	587	-	22	1	26	88	583

Source: Data supplied by the University

It is observed that there is huge pendency of audit paras and requisitions. The outstanding paragraphs included cases of embezzlement/ misappropriation of funds and stores, shortages of stores/stock, non/short recoveries, loss of revenue, excess/irregular/ avoidable payments, etc. Twenty of these audit para /requisitions were pending since 1978-79. Non-compliance of audit observations defeats the very purpose of conducting Audit and of improving systems.

2.1.12 Conclusion

The internal receipts of the University were declining and revenue expenditure was increasing. Issues indicating allotment of work of computerization in a non-transparent manner, avoidable payment of Service Tax and non-adjustment of long pending temporary advances showed weak financial management in the University. Colleges were granted affiliation without enforcing the prescribed standards impacting the quality of education. Imbalance in teachers' workload indicated poor utilization of manpower. Pass out percentage of students was declining. Placement of students in IHTM and UIET was also poor. There were huge vacancies in courses leading to non-utilisation of created capacity. There was under utilisation of University infrastructure especially of Choudhary Ranbir Singh Institute of Social and Economic Change and of printing press. Non-maintenance of assets register, non-conducting of physical verification, non-submission of physical and financial progress reports of civil works and long pending audit paragraphs of local audit report showed lack of internal control.

[23] Rule 28.11 of University Account Code Calendar (Vol. IV).

2.1.13 Recommendations

The Government may consider the following:

- Planning should be more focused to address issues of declining internal receipts, decreasing enrolment in courses offered by Directorate of Distance Education, vacant seats in various courses, etc.;

- Financial management should be strengthened especially with reference to investing surplus funds properly, timely adjustment of temporary advances, etc.;

- High value contracts should be executed in a transparent manner following all financial rules and works should be completed in a time bound manner including the ongoing work of compterisation of the University activities;

- Adherence of prescribed standards for granting affiliation to colleges should be enforced;

- Posts in various teaching Departments should be rationalised and mechanism should be put in place to ensure that the teachers have adequate workload;

- Improvement in utilisation of existing infrastructure including Choudhary Ranbir Singh Institute of Social and Economic Change and Working Women Hostel should be ensured; and

- Internal control mechanisms and compliance to observations of Local Audit Department should be enforced.

The audit findings were referred to the Government in August 2017 and further reminder was issued in November 2017 but their reply was still awaited.

Jail Department

2.2 Management of Jails in Haryana

The management and administration of jails is governed by the Prisons Act, 1894, Prisoners Act, 1900 and the Punjab Jail Manual (PJM), 1894 as applicable to Haryana. The main purpose of establishing jails is to confine offenders and also to undertake social reclamation programmes for their rehabilitation and reintegration into society on their release from jails. A performance audit of management of jails in Haryana brought out deficiencies in planning, financial management, providing safety, security, facilities and privileges to prisoners and their rehabilitation which undermined the objectives of the Department. Some of the significant audit findings are summerised below:

Highlights

Perspective plan for identifying the thrust areas requiring attention was not prepared. New jail manual on the lines of modern prison manual of Government of India was not prepared.

(Paragraph 2.2. 6.1)

As against the availability of funds of ₹ 97.77 crore with Haryana State Police Housing Corporation Limited (HSPHCL), only ₹ 68.69 crore was spent (70.25 *per cent*).

(Paragraph 2.2.7.2)

There was shortage of arms and ammunition and security equipment, and existence of high rise buildings and common roads adjoining jails which were security threats to jails.

(Paragraphs 2.2.8.1, 2.2.8.2 and 2.2. 8.6)

Capacity utilization of jails was imbalanced as inmates of three overcrowded jails were not shifted to other jails where space was available. Besides, two female hostels and a school building in District Jail Faridabad were lying unutilised for last seven years.

(Paragraphs 2.2.9.1(i) and (ii))

In District Jail, Narnaul, prisoners suffering from tuberculosis (TB) were kept along with other prisoners posing health hazard.

(Paragraphs 2.2.9.1 (iv))

There were insufficient beds in jail hospitals, lack of medical infrastructure, non-availability of lady doctors for female inmates and non-deployment of psychiatric counsellors.

(Paragraph 2.2.9.2)

Working of jail factories was not satisfactory as factories were operational only in 9 out of 19 jails in the State.

(Paragraph 2.2.9.5)

Concept of open jail and rehabilitation of prisoners after their release required attention.

(Paragraphs 2.2.10.3 and 2.2.10.4)

The State Advisory Board to advise the State Government on matters relating to correctional work in prisons and Board of Work Programme and Vocational Training for guidance, supervision and control of vocational training for after care homes for discharged prisoners were not constituted.

(Paragraph 2.2.12)

2.2.1 Introduction

The management and administration of jails fall exclusively in the domain of the State Government and are governed by the Prisons Act, 1894, Prisoners Act, 1900 and the Punjab Jail Manual (PJM), 1894. The main purpose of establishing jails is to confine offenders committing offences under the various laws and also to take social retrieval programmes aimed at reforming them for their rehabilitation and reintegration into society on their release from jails. The proper functioning of jails requires support from Police Department and District Administration for providing police guards to prisoners outside the jail for court *peshis* (appearances), medical treatment and for grant of parole and furlough. The Model Prison Manual (MPM), 2003 issued by Government of India (GOI), contains detailed guidelines for streamlining prison administration and reforms of prisoners but the same has not been adopted by the State Government (October 2017). As proper norms/standards were not prescribed in PJM on some major issues, such as security and medical facilities provisions of MPM have been taken as criteria to assess the performance.

2.2.2 Organisational set-up

The Additional Chief Secretary (ACS) to Government of Haryana, Home Department is the administrative head at the Government level. Director General of Prisons (DGP) is the head of the Department who is assisted by the Additional Director General of Prisons (ADGP), Inspector General of Prisons (IGP) and Additional Inspector General of Prisons (AIGP). There are three[24] Central Jails (CJs) and sixteen District Jails (DJ) at district level and one Jail Training School (JTS) at Karnal. The CJs, DJs and JTS are managed by Jail Superintendents (JSs).

2.2.3 Audit objectives

The audit objectives of the performance audit were to ascertain whether:

- Planning process was adequate and effective;
- financial management was efficient;
- safety and security arrangements were efficient and effective;
- facilities, privileges and infrastructure as envisaged in the Acts, Rules and Manual were provided and reformative and rehabilitative activities were in conformity with Rules and Regulations; and

[24] (i) Ambala, (ii) Hisar-I and (iii) Hisar-II.

- human resource management, internal control and monitoring mechanism was adequate.

2.2.4 Scope of audit

Records of Director General of Prisons (DGP), Jail Training School, Karnal and eight[25] Jails (out of 19 Central and District Jails in the State), selected on the basis of Probability Proportional to Size without Replacement Method (PPSWOR), for the period 2012-17 were test checked between January 2016 and March 2017. An entry conference was held in March 2017 with the DGP wherein audit scope and audit objectives were discussed. Exit conference was held in July 2017 with Home Secretary and DGP wherein audit findings were discussed and deliberations of conference have been appropriately incorporated in the report.

2.2.5 Audit criteria

The audit criteria were derived from the following sources:

- The Prison Act, 1894 and the Prisoners Act, 1900;
- Punjab Jail Manual (PJM), 1894 as applicable to Haryana and amended from time to time;
- Recommendations of Haryana Jails Reforms Committee (September 2010).

2.2.6 Planning

2.2.6.1 Non-formulation of perspective plan and new jail manual

Planning plays a vital role in effective management of an organization. Perspective plan should be prepared taking into consideration the thrust areas such as works to be executed for expansion, requirements of modernization for strengthening the infrastructure, contingencies after proper survey and identification of the gaps in resources, both in terms of finances and manpower. The perspective plan should also enable chalking out detailed activity and application of controls and checks provided in the Acts, Manual and Rules in force. Audit observed that the Department did not prepare any perspective plan during 2012-17. Neither was any survey carried out to identify the thrust areas requiring attention.

GOI forwarded (December 2003) the Model Prison Manual (MPM) 2003 to the State Government for adoption and implementation. The MPM provides for formulation of the State Prison Manual on its lines without diluting the concept of basic uniformity in law and procedure. Audit observed that MPM was not adopted as of October 2017. A Committee comprising five members headed by DGP was constituted in March 2008 after more than four years of receipt of MPM for preparation of Haryana Jail Manual on the lines of MPM. The Committee submitted (March 2010) its report to Jail Department for necessary action.

25 (i) Karnal, (ii) Gurugram, (iii) Narnaul, (iv) Sirsa, (v) Rohtak, (vi) Ambala (CJ), (vii) Hisar-I (CJ) and (viii) Hisar-II (CJ).

Thereafter, the Government further constituted a Committee in February 2011 headed by Law Secretary-cum- Legal Remembrancer to offer further comments. Though the GOI has also revised the MPM in 2016, the committee is yet to finalize Haryana Jail Manual. In the meantime, a sub-committee headed by IGP had been constituted to look into the New Model Prison Manual 2016 before its implementation /adoption. The Committees had not submitted their report as yet (July 2017). The activities of the Department were being governed by the Punjab Jail Manual which has become outdated with passage of time.

Due to non-preparation of perspective plan and non-adoption of MPM, or formulation of new jail manual, there remained weaknesses in major areas, viz. security, provision of facilities and privileges and rehabilitation of prisoners as discussed in paragraphs 2.2.8.2, 2.2.8.6, 2.2.9.2 (i) (ii) (iii), 2.2.10.3 and 2.2.10.4.

The Department stated during the exit conference that new jail manual is almost complete and the same would be sent to Government for approval. It was also added that perspective plan would also be prepared in future. However, the New Jail Manual had not been sent to Government for approval (August 2017).

2.2.7 Financial management

2.2.7.1 Budget provision and expenditure

The budget provision and expenditure incurred thereagainst during 2012-17 is depicted in table below:

Table 2.2.1: Details of budget allocation and expenditure

(₹ in crore)

Year	Plan				Non-Plan			
	Original Budget	Reappropriation	Expenditure	Excess(+)/ savings(-)	Original Budget	Reappropriation	Expenditure	Excess(+)/ savings(-)
2012-13	43.94	28.64	28.63	(-) 0.01	95.43	98.03	97.37	(-) 0.66
2013-14	45.80	14.21	15.05	(+) 0.84	101.30	129.71	127.72	(-) 1.99
2014-15	25.00	24.18	24.39	(+) 0.21	148.06	160.68	160.92	(+) 0.24
2015-16	55.00	54.62	51.05	(-) 3.57	182.05	189.05	179.39	(-) 9.66
2016-17	75.00	59.56	60.32	(+) 0.76	218.87	226.22	199.77	(-) 26.45
Total	**244.74**	**181.21**	**179.44**	**(-) 1.77**	**745.71**	**803.69**	**765.17**	**(-)38.52**

Source: Appropriation Account

The above table indicates that there were total savings of ₹ 40.29[26] crore under plan and non-plan during 2012-17. In the year 2016-17, the savings were ₹ 26.45 crore (11.69 *per cent*) under non-plan.

2.2.7.2 Accumulation of funds with HSPHCL

Funds under Plan are mainly meant for construction works for housing and office buildings and are drawn and spent by Public Works Department (PWD) Buildings and Roads (B&R). PWD (B&R) executes some works at its own level and some works are got executed through Haryana State Police Housing Corporation Limited (HSPHCL) as Deposit Works. PWD (B&R) placed ₹ 79.29 crore during 2012-17 at the disposal of HSPHCL for execution of various jail works. ₹ 97.77

[26] Plan: ₹ 1.77 crore and Non-plan: ₹ 38.52 crore

crore including opening balance and interest of ₹ 18.48 crore was available with HSHPCL for execution for capital works. However, HSHPCL utilized only ₹ 68.69 crore and ₹ 29.08 crore remained unspent as on 31 March 2017. According to the instructions issued (March 2011) by Finance Department, HSPHCL was required to pay interest at the rate of six *per cent* per annum on half yearly basis on unutilized funds and the Department was responsible for recovering and depositing the same in receipt head of the Government. Audit observed that neither the HSPHCL paid the interest amounting to ₹ 5.57 crore on unutilized funds for the period 2012-17 nor the Department demanded the same for depositing in the Government account.

Audit further observed that the Department was not monitoring the execution of works by HSPHCL as physical and financial reports of ongoing/complete works, project wise saving/excess were not even available with the Department. As a result, status of each work was not known to the Department for taking remedial action required, if any. The Department stated (July 2017) during exit conference that work-wise details would be obtained from HSPHCL and accounts would be reconciled.

2.2.7.3 Outstanding recoveries on account of job work/sales by jail factories

In three out of eight test checked jails, an amount of ₹ 1.12[27] crore on account of sale of items such as furniture, *niwar*, leather, socks, etc. manufactured in jail factories was outstanding from September 1986 to March 2016 against the Government Departments/Institutions (April 2017). The Superintendents of Jails concerned intimated (April 2017) that efforts were being made to recover/adjust the outstanding amounts. It was assured during the exit conference that outstanding amount would be analysed and cleared through adjustment or recoveries would be made.

2.2.7.4 Non-leasing out of vacant shops

In district jail Sirsa and Rohtak, eight and seven shops were constructed in 2008-09 and 2012-13 respectively. These shops were lying vacant since their construction except one shop at Rohtak which was rented out in October 2016. Non-leasing of vacant shops had caused loss of revenue to the Government. Further, the Department had not explored any possibilities for alternative use of shop buildings. The DGP agreed during exit conference that construction of shops was beyond requirement and would not be included in future plans.

2.2.8 Safety and security management

Safety and security arrangements are to be made in accordance with the Acts and Rules and needs of the jails. An appraisal of security arrangements of the selected eight jails revealed deviations from the procedures relating to security and surveillance or prisons and prisoners, as discussed below:

[27] (i) Ambala: ₹ 0.99 crore (June 2008 to June 2013), (ii) Hisar-I: ₹ 0.12 crore (May 2010 to May 2012) and (iii) Karnal: ₹ 0.01 crore (September 1986 to March 2016).

2.2.8.1 Shortage of arms and ammunition in prisons

Para 327 of PJM prescribes that every warder shall be provided with military breach loading fire-arms and buckshot ammunition. Further, as per para 369 of the Manual, 40 rounds ball, 50 rounds blank and 30 rounds of buckshot were required to be allotted to individual officials. Ammunition for Deputy Superintendents, Senior Assistant Superintendents, Assistant Superintendents was to be provided on the scale allowed for warders. In test checked eight jails, there was shortage of Pistols/Revolvers and Rifles/Guns and ammunition as on 30 April 2017 as given in **Table 2.2.2** below:

Table2.2.2: Details of shortage of arms and ammunition

Arms			
Kind of Arms	**Requirement as per manual**	**Available**	**Shortage (percentage)**
Pistol/Revolver	72	21	51 (71)
Rifle/Gun	1,368	841	527 (38)
Ammunition			
(.410 Musket rifle total No. 307)	**Requirement as per manual**	**Available**	**Shortage (percentage)**
Round Ball	12,540	5,382	7,158 (57)
Round Blank	15,050	7,425	7,625 (51)
Round Buckshot	10,450	9,417	1,033(10)

Source: Compiled from the records of test checked jails

Thus, there was shortage of arms and ammunition in the jails which is bound to have an adverse impact on the security of jails.

The DGP stated during the exit conference that norms of arms and ammunition were on higher side. The reply is not acceptable since the norms as per Punjab Jail Manual would need to be followed till the same Manual is re-visited and amended.

2.2.8.2 Non-functional/lack of modern security equipment

Each prison should be equipped with modern security equipment like Jammers, CCTV Camera, Door Frame Metal Detector (DFMD), Hand Held Metal Detector (HHMD), Night Vision Binocular, Search light, tear gas equipment, finger print machine, alarms and sirens, X-ray screening, sensor, walkie-talkie, body scanner, etc.

Scrutiny of records of test checked jails revealed that out of 220 existing security equipment like mobile phone jammers, DFMD, HHMD, and Search lights, 151 (69 *per cent*) were non-functional (***Appendix 2.3***) and jails were not equipped with modern security equipment like body scanner, night vision binocular and sensor (September 2017).Audit observed that there was no provision of these modern equipment in the PJM as that Manual was a very old one. However, adequate provision for these modern equipment has been made in the MPM (Para 23.17 to 23.22). But due to non-adoption of MPM/non-revision of PJM, security arrangement had not been modernized in jails.

The DGP also directed (December 2015) all Jail Superintendents to install intercom at the sensitive points and watchtowers in order to establish better connectivity amongst the security staff but the same had not been procured (September 2017). In the absence of these, there were cases of prisoners escaping and contraband items in the possession of prisoners right from the beginning, not being detected as discussed below:

- **Escape of prisoners:** Information furnished (September 2017) by the DGP for the period from January 2012 to December 2016 showed that 10 prisoners managed to escape from jails. However, all the escaped prisoners were arrested subsequently.

- **Recovery of prohibited items:** Scrutiny of the search and seizure registers maintained in test checked jails revealed that 8,412 surprise inspections/checkings of prisons/prisoners were carried out by the Superintendent of Jails/District Administration during 2012-16, in which 1,425 prohibited items (***Appendix 2.4***) i.e. mobile phones, chargers, batteries, mobile sims, blades and intoxicants like opium, smack, *sulfa* liquor and drug-tablets were recovered from the possession of prisoners during 2012 to 2016.

The Department stated during exit conference that the procurement of modern security equipment to check the prohibited items was under process. The procurement had not yet been made (August 2017).

2.2.8.3 Non-functioning of walkie-talkie sets

In order to establish better connectivity between security staff, the DGP office procured 200 *walkie- talkie* sets at a cost of ₹ 33.20 lakh in December 2011 for all jails in the State. It was noticed that in seven out of eight test checked jails, 89 walkie-talkie sets along with related accessories were received in January 2012 from the DGP office. Out of these, 77[28] walkie-talkie sets had become non-functional. Of these, 43[29] sets became non-functional in five jails within the warranty period of three years. Audit observed that walkie-talkie sets were sent for repair/replacement by Jail Superintendents concerned to DGP between August 2012 and November 2015 but action taken for repair/replacement of sets was not on record.

Thus, non-functional walkie-talkie sets affected internal communication between security staff within the jail premises. Besides, an expenditure of ₹ 12.78 lakh incurred on purchase of these 77 sets became unfruitful. The Department stated during exit conference that procurement of *walkie-talkie* was under process.

2.2.8.4 Installation of CCTV Cameras inside the jails

The Ministry of Home Affairs, GOI directed (December 2015) the Principal Secretary, (Home and Prisons) of States and DG (Prisons) of all States/UTs to install CCTV cameras inside all the prisons within a period of one year but not later than two years. Scrutiny of records revealed that the CCTV cameras had not yet been installed (April 2017) in any of the test checked jails. The Department stated

[28] (i) Central Jail Ambala:12; (ii) Gurugram: 15; (iii) Hisar-I: 15; (iv) Hisar-II: 08; (v) Narnaul: 10; (vi) Rohtak: 08;and (vii) Sirsa: 09.

[29] (i) Central Jail Ambala:12; (ii) Gurugram: 08;(iii) Hisar-II: 08; (iv) Narnaul: 08; and (v) Rohtak: 07.

during exit conference that the procurement of CCTV cameras was under process. However, procurement was not made as of August 2017.

2.2.8.5 Under-utilisation of Video Conferencing System

With a view to producing the prisoners before the Courts (*peshis*) through Video Conferencing and to mitigate the problem of arranging police escorts, escape of prisoners during transit, smuggling of prohibited substances into jails, besides, speedy disposal of cases, the Department got the Video Conferencing System (VCS) installed/commissioned in 2007 in all jails in the State at a cost of ₹ 3.28 crore.

In test checked eight jails, against 10,00,452 *peshis*, during 2012 to 2016 (Calendar years), only 69,894 *peshis* (7 *per cent*) were allowed by the Courts through VCS, out of which, 59,086 *peshis* were attended through VCS and remaining 10,808 could not be attended through VCS due to poor quality of service of VCS, faulty State Wide Area Network connectivity, inadequate technical manpower, IT infrastructure, training, etc. Underutilization of VCS defeated the purpose for which they were procured. Besides, 15 prisoners escaped while ferrying them to and fro from the Courts for *peshis* during 2012 to 2016.

The Department stated during exit conference that insufficient number of VCS in the Courts as well as in Jails was the main reason for underutilization of the system. Department, however, had not given any reply in respect of available VCSs which were not working effectively. Thus, there is a need to install additional VCS and improve functioning of existing VCS to achieve its objectives.

2.2.8.6 High-rise buildings/common road constructed near the boundary wall of prisons

Construction of buildings/roads near the boundary wall of prisons could pose security threats. The PJM does not prescribe any minimum distance for construction of buildings from the main wall of the prison. However, paragraph 2.05 (iv) of MPM prohibits construction of buildings within 150 and 100 metres of prison wall of Central Jail and District Jail respectively. Audit observed that there were security threats in Jails due to buildings/roads near the jails as discussed below.

- In five[30] jails high-rise buildings (two and three storey) were constructed 10 and 60 metres distance from the main wall of jails.

- In District Jail Kurukshetra, a marriage palace was constructed without any permission from Town and Country Planning Department by a private person adjacent to west side boundary wall of District Jail which was a gross violation of the provisions of the MPM. The height of building of marriage palace was higher than the boundary and main walls of Jail and scene of the Jail are visible from the roof of the marriage palace.

[30] (i) Central Jail-I (ii) Central Jail-II Hisar, (iii) Karnal, (iv) Narnaul and (v) Sirsa.

- In Central Jail, Ambala a path was constructed adjacent to the main wall of Central Jail, and was being allowed for general public as a thorough fare. Prisoners blocks (2,3,4,5 and 6) existed along this path.

Above violations posed security threats to Jails. From the reports of Superintendents of Jails, it was observed that prohibited articles were being thrown inside the jail premises by outsiders.

The Superintendent of District Jail, Narnaul stated (April 2017) that surrounding buildings were constructed after the construction of the new jail. The Superintendent of Central Jail-I Hisar and Sirsa stated (April 2017) that security had been tightened along the outer wall of jails. As regards common path along Central Jail Ambala, the DGP stated (May 2017) that the common path was very old and no permission was granted by the Department. However, ownership of the land would be ascertained from the revenue records. Thus, there is a need to look into the matter from the perspective of the security of the jail. As regards construction of marriage palace in Kurukshetra, the DGP stated (April 2017) that no action could be taken against the owner of marriage palace as the same was in existence prior to construction of District Jail. The District Town Planner, Kurukshetra, however, replied (April 2017) that no building/layout plans of marriage palace was approved by his office. Since the marriage palace was not constructed with the approval of competent authority, the matter needs to be investigated.

2.2.8.7 Incomplete watchtowers of the jail

The State Government accorded (March 2005) administrative approval for ₹ 1.65 crore for the construction of factory workshop, female prison ward, juvenile barracks, hospital, multi-purpose hall and seven watch towers in District Jail, Kurukshetra. These works were completed by incurring an expenditure of ₹ 2.58 crore in September 2009, except for two watchtowers. The contractor left the work of these two watchtowers after constructing the ground floor and the watchtowers remained incomplete (April2017) causing security threat to prisoners in the jail.

The Department stated during exit conference that HSPHCL would be asked to complete the left-over work of watchtowers.

2.2.8.8 Delay in computerisation of jails

In order to have the interlink of jails to Headquarters, a project of Information Technology (IT) of Jail Department was approved (October 2009) at a cost of ₹ 5.28 crore. The project was to be completed by March 2012 which was to be implemented in three phases.

Scrutiny of records revealed that against the approved cost of ₹ 3.85 crore for the first phase, computers and allied accessories and finger print attendance recording system valuing ₹ 1.08 crore were purchased during 2012-16. However, computerisation of Jails remained unimplemented as computers had not been interlinked through State Wide Area Network. Resultantly, jails could not be interlinked with headquarters and intended objectives of IT plan could not be achieved fully (March 2017).

During exit conference, the Department stated that all jails in Haryana had been interlinked to each other as well as DGP office by entering into agreement with a software vendor. For this service, the payment was being made on monthly basis to the vendor out of Prisoners Welfare Fund. However, during physical verification by Audit along with departmental staff of two selected jails (Hisar-I and II) in July 2017, Audit found that the prisoner's data including finger prints, name, offences, trial status, visitor's photos and details etc. was being recorded at each jail on stand-alone computers without any proper backup, security and connectivity with other jails and DGP office. Further, the Department was not utilising the captured database as a management tool. Besides, private vendor had complete control and access over the data which was not safe from security point of view. On being pointed out by Audit, the DGP assured during a meeting in August 2017 that system would be connected and proper security measures would be introduced after procurement of servers.

2.2.9 Infrastructure and other facilities to prisoners

2.2.9.1 Infrastructure in prisons

(i) Overcrowding in the prisons

Paragraph 1013 of PJM prescribes that Jail Superintendent should make arrangement for inmates either by providing temporary shelter or transferring them to other jails.

Actual occupancy with reference to authorised capacity in the State was satisfactory. The details are given in ***Appendix 2.5.*** However, in three[31] test checked jails, the average occupancy percentage of inmates remained between 145 and 187 ***(Appendix 2.5)*** leading to overcrowding and non-availability of prescribed ground space and air space to inmates. Audit examination further revealed that there was insufficient space for women inmates in District Jail, Sirsa where against the capacity of eight female inmates in a barrack, 36 to 48 inmates were kept during 2013 to 2016.

The Department stated during exit conference that the proposal to augment the additional capacity of overcrowded jails in question had been sent to Government for approval. It was also added that additional barracks for women inmates would also be constructed.

Thus, there was lack of initiative, on the part of the management for transfering the inmates of overcrowded jails to the under-utilised ones, to ease overcrowding in terms of paragraph 1013 of PJM.

[31] (i) Narnaul: 187 *per cent*; (ii) Hisar-I: 154 *per cent* and (iii) Sirsa: 145 *per cent.*

(ii) Non-utilisation of female warders hostels and school building

The District Jail, Faridabad was started in new building in 2009-10. Scrutiny of records revealed that two female warder's hostels having intake capacity of 30 each and a school building for the children of jail staff was lying unoccupied since the inception of the jail.

The Superintendent of District Jail stated (December 2016) that hostels remained vacant due to non-posting of female warders in the jail. This shows that buildings had been constructed without assessment of requirement. The Department stated (August 2017) Superintendent of District Jail Faridabad has been asked to send the proposal to lease out these buildings to run the school under PPP scheme after making some changes in the buildings.

(iii) Incomplete factory shed

The State Government accorded (November 2005) administrative approval of ₹ 3.87 crore for construction of female barrack, juvenile barrack, warden hostel, godown, factory shed, hospital and watch tower in District Jail, Jind. Scrutiny of records revealed that the works were completed by December 2009 at a cost of ₹ 3.75 crore but the factory shed was not handed over to the jail department by PWD (B&R). Audit further observed that outer doors and electrical fittings were lying incomplete in the factory shed since December 2009 with the result that factory in the jail could not be operationalised for the last more than seven years.

(iv) Non-segregation of prisoners

The Haryana Jail Reforms Committee recommended (September 2010) keeping prisoners suffering from various contagious and infectious diseases separately. The DGP directed (April 2011) all the Superintendents of Jails to segregate suspected cases of contagious and infectious diseases and to keep them in strict isolation unless medical officers declare them safe. Scrutiny of records revealed that in District Jail Narnaul, prisoners ranging between 15 and 65 suffering from tuberculosis (TB) were kept with other prisoners during 2012 to 2016. This put the health of other inmates in danger. The Superintendent of Jail stated (April 2017) that due to non- availability of additional space in jail, the inmates suffering from TB could not be kept in separate wards. Thus, adequate arrangements were not made to keep prisoners suffering from contagious and infectious diseases separately from other prisoners.

2.2.9.2 Medical facility and infrastructure

(i) Insufficient hospital beds

Section 39 of the Prisons Act, 1894 provides for a hospital in every prison. Though the PJM does not prescribe the number of beds to be maintained in these hospitals, MPM stipulates this as five *per cent* of the authorized inmate population. The Department had neither taken any initiative to fix the norms of beds in hospitals nor adopted the norms of MPM. Audit noticed that there was shortage of beds in seven out of eight test checked jails ranging between 16 and

92 beds with reference to provisions of MPM, the details of which are given in ***Appendix 2.6.*** The Department stated during exit conference that the standards of Model Jail Manual were on higher side and were not attainable. The reply of the department is not acceptable as if the standards of MPM were on higher side then department should fix its own standards in consultation with the Government.

(ii) Lack of medical care infrastructure

The PJM does not specify any medical care infrastructure in jail hospitals. However, paragraph 7.32 of the MPM prescribes that a jail hospital should have a dental clinic, an ophthalmology clinic, a minor operation theatre, a clinical laboratory, an X-ray laboratory, a physiotherapy unit and a de-toxification unit with all equipment.

The Department had neither taken any initiative to fix the norms of medical care infrastructure nor adopted the norms of MPM. Audit observed that Ophthalmology clinic was available only in District Jail Rohtak and clinical laboratory was available in Central Jail Ambala and District Jail Narnaul. There were dental chairs in six jail hospitals out of which only four[32] were functional. Though X-Ray machines were available in two[33] jail hospitals, no radiographers were posted (September 2017). In the absence of these facilities, the prisoners had to be referred to civil hospitals outside the jails. At an average, 21,897 inmates per year were referred to civil hospitals during 2012-17 in test checked jails. The Department admitted during exit conference that there was overall shortage of medical officers in jails in the State. As against sanctioned strength of 34 Medical Officers, 19 were in position and 15 posts were vacant as of September 2017. The DGP had referred (September 2017) the case to Government for filling up the vacant post on contractual basis.

(iii) Inadequate health care for women inmates

The PJM does not specify any gender specific norms for medical care for women inmates. However, paragraph 24.18 of MPM stipulates that only lady doctor shall look after the medical care of women prisoners during their stay in prison. The Haryana Jail Reforms Committee also recommended (September 2010) posting one female doctor and two nurses in every jail where there were women wards but the Department had neither adopted MPM nor implemented the recommendation of HJRC.

Out of eight test-checked Jails, there were an average of 510 women inmates during 2012-16 (Calendar years) in seven jails and there were no women inmates in Central Jail Hisar-I. However, no lady doctor was posted in any of the jail hospitals except CJ, Hisar-II. Further, only two nurses were posted in jail hospital of Central Jail, Hisar-II. As a result, on an average 168 woman inmates of the

[32] Gurugram, Ambala, Rohtak and Sirsa.

[33] Ambala and Rohtak.

jails had to be taken to civil hospitals for outdoor treatment. Thus, the medical facilities available to the women inmates were inadequate.

The DGP stated (August 2017) that a case was sent to Government to create new posts of Lady Medical Officers for the treatment of female prisoners.

(iv) Non-deployment of psychiatric counsellors

The HJRC recommended (September 2010) creation of two posts of Psychiatrist-cum Counsellor in every Central Jail and one in each District Jail in view of the menace of drug addiction and depression among the jail inmates. Audit observed that posts of Psychiatric Counsellor were not filled up in any of the jail hospitals in the State. The implementation committee of HJRC recommended that as per prevailing practice Health Department should continue deputing Psychiatrist-cum-Counsellors every week in every Jail but this practice was also not being followed.

The DGP stated during exit conference that de-addiction centres were set up at Central Jail Hisar and District Jail Rohtak but no regular staff had been provided. As regards post of Psychiatrist-cum Counsellor, it was stated (August 2017) that no such posts were sanctioned in the Department.

2.2.9.3 Non-constitution of Board of Visitors for inspection of Jails

Para 53-A and 53-B of PJM provide for constitution of a Board of visitors with *ex-officio* and non-official members for each prison. The Board is required to conduct inspection of jails. The board was required to inspect all buildings and prisons, hear any complaints, inspect the prisoners' food and punishment book. The Board of Visitors had not been constituted in any of the test checked jails despite provisions in the Manual.

The Department stated during exit conference that the Government had accorded approval to the proposal of the Department (June 2017) for constitution of Board of Visitors. However, the board had not been constituted (August 2017).

2.2.9.4 Lack of support from Police Department and District Administration

- According to Rule 11 of Punjab Prisoners (Attendance in Courts) Rules, 1969, the Superintendent of Jail was to ensure arrangement for adequate police escort to prisoners for '*peshi*' to courts.

In test checked Jails, as against 10,07,040 under trial prisoners (UTPs) for whom police force were demanded to attend *peshi*, 9,79,260 UTPs were presented to courts during 2012-16 and remaining 27,780 UTPs were not produced to court on stipulated dates for want of police force. As a result, under trial prisoners could not get an opportunity for court hearing.

The Department stated during exit conference that due to VIP duties and busy schedule like handling of agitations, adequate police guard could not be provided to prisoners for court *peshis*.

- The Government prescribed in April 1999 the time limit of 21 days for processing the parole/furlough[34] cases at the level of District Magistrate. In test checked Jails, 14,387 cases of parole/furlough were sent to District Magistrate for approval during 2012-16. Of this only 1,532 (10 *per cent*) cases were processed within prescribed time i.e. 21 days and 12,855 cases received after due date (***Appendix 2.7).*** The delay in approving the parole/furlough was to the extent of eight months during 2012-16. This has defeated the purposes of applying for parole/furlough such as admission of dependants in schools and colleges, delivery of wife, construction/repair of house, marriage, agriculture, etc. The District Magistrates of districts concerned stated (April 2017) that parole/furlough cases referred to the Police Department for verification of convicts were usually delayed by the Police Department.
- The Haryana Good Conduct Prisoners (Temporary Release) Act, 1988 provides for the temporary release of prisoners on the execution of surety bonds with information to police to keep watch on their activities. The prisoner who does not report back within ten days after the due date of reporting back, can be arrested by any Police Officer or Prison Officer without any warrant and the amount of surety bonds could be forfeited. In test checked eight Jails, a total of 12,708 prisoners were temporarily released on parole/furlough during 2012 to 2016. Of these, 12,490 prisoners reported back, 218 prisoners did not report back on due date, of which 91 were arrested, 3 died, 76 surrendered and 48 who were involved in the cases of murder, rape, kidnapping, loot/decoity, Arms Act and Narcotics Drugs and Psychotropic Substances Act were still absconding (December 2016). The details of which are given in ***Appendix 2.8***. Further, surety bonds amounting to ₹ 3.91 crore were not forfeited by the District Magistrates concerned in respect of 112 prisoners as of December 2016. The District Magistrates concerned intimated (April 2017) that efforts were being made to recover the amount of surety bonds.

Thus, the system of security to provide police guards to prisoners and to ensure reporting back of prisoners on parole and furlough and approval of parole/ furlough cases needs to be strengthened in coordination with Police Department and District Administration.

2.2.9.5 Jobs for prisoners and working of factories in Jails

(i) Work not assigned to rigorous imprisonment prisoners

In test checked jails, there were on an average 3,668 rigorous imprisonment (RI) prisoners during 2012 to 2016, out of which on an average 1,870 (51 *per cent*) were provided work. Thus, 49 *per cent* prisoners deprived of their rights of earning through reformative employment. Audit observed that job could not be provided due to non-operation of jail factories properly as discussed below:

[34] Parole is mere suspension of sentence for the time being and furlough counts toward the total sentence awarded to prisoners.

In the State, the jail factories were operating in 9[35] out of 19 Central/District jails as on 31 December 2016. These jails were involved in manufacturing of cloth, soap, phenyl, furniture, iron *almirah* and breads. Although factory of District Jail Narnaul had been shown as operational, the production was negligible during 2012-17 mainly due to non- sanctioning of technical posts by the Department.

In three[36] test checked jails, having operational factories with various trades, against the 18 posts of trained masters, only 6 trained masters were available for providing training to inmates for various trades during 2012-17 while in two[37] jails, no technical post of any trade was sanctioned by the State Government.

The Department stated during exit conference that initiative would be taken to provide maximum rehabilitation through Public Private Partnership.

(ii) Nugatory expenditure on the pay and allowances of idle factory staff

Central Jail-II Hisar, was manufacturing clothes for convicted prisoners, *niwar*, barbed wire, leather, socks and furniture for sale or to supply on order from other departments. The jail factory remained closed during 2012-17 except for doing some caning work from August 2016. Audit observed that the factory was not working properly due to poor condition of factory building. The factory staff (One Leather Master, one caning Master and one Accountant) remained posted in the jail factory without any work (January 2017). An unproductive expenditure of ₹28.78 lakh was incurred on their pay and allowances (April 2012-July 2016).

The Department stated during exit conference that their services would be utilized for other productive works.

2.2.10 Reforms, rehabilitation and education of prisoners

The ultimate objective of the prison administration is reformation and rehabilitation of offenders and shifting of emphasis from custody and control of prisoners to their training and treatment. This was also stressed in the MPM, which stated that the prisons needed to be equipped with facilities which enable the prisoners to ‘learn and earn’. Goal number 16 of Sustainable Development Goals[38] also stipulates promoting peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels. Audit observed that steps taken towards achievement of Sustainable Development Goals were not adequate as appropriate correctional and rehabilitation activities and setting up of open jails for prisoners were not undertaken (August 2017) by the Department to bring the criminals to main stream for promoting peaceful and inclusive society as discussed below:

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35 (i) Central Jail Ambala, (ii) Hisar-I, (iii) Bhiwani, (iv) Rohtak, (v) Karnal, (vi) Kurukshetra, (vii) Yamunanagar, (viii) Narnaul and (ix) Faridabad.

36 (i) Ambala, (ii) Hisar-I and (iii) Rohtak.

37 (i) Karnal and (ii) Narnaul.

38 The UN General assembly adopted a global development vision 'Transforming our world' and fixed Sustainable Development Goals to be achieved by 2030.

2.2.10.1 Correctional activities in prisons for convicted prisoners

The prison management had started activities like literacy and educational programmes through the National Institute of Open Schooling (NIOS)/Indira Gandhi National Open University (IGNOU) for convicted prisoners, as a part of correctional measures which could change their behaviour and attitude. This would ultimately facilitate their rehabilitation in the mainstream of society. The Department had fixed (May 2017) the target of covering all the convicted prisoners in its key performance indicators. Audit observed that out of eight test checked jails having an average number of 1,385 inmates per year during 2012-16, there were no facilities of literacy programme in two jails (CJ-2, Hisar and DJ, Rohtak). In eight test checked jails, there was an average of 8,864 inmates during 2012 to 2016, out of which 5,582 (63 *per cent*) were put under correctional activities during this period. Of these, 4,138 inmates were imparted education through NIOS/ IGNOU and 1,444 prisoners were made literate under the literacy programme during 2012-16. Thus, the targets of covering all the prisoners under correctional activities were not achieved.

2.2.10.2 Vocational training

The major objectives for providing vocational training to inmates are infusing value for work, imparting skills to earn honourable livelihood after release, developing self-confidence and self-esteem and boosting morale amongst inmates. The HJRC recommended (September 2010) reformation of the prisoners and channelizing the energy of the prison inmates towards positive causes. The Jail Administration with the State Departments like Industrial Training and Vocational Department, Technical Department and Education Department, should structure such training programmes for skill development, reformation, education and rehabilitation of the inmates in various trades. The Department had fixed the target of covering all the prisoners in its key performance indicators.

In test eight checked jails, there were on an average 8,864 inmate during 2012 to 2016, out of which 4,857 inmates were enrolled for vocational training and only 3,976 (45*per cent*) inmates were provided training during the same period. Thus, the Department did not pay adequate attention towards vocational training for rehabilitation of inmates.

The Department stated during exit conference that steps would be taken to impart vocational training to maximum prisoners.

2.2.10.3 Non-setting up of Open Jail

Open jails[39] are intended to put into practice the contemporary ideology of reformation, correction and rehabilitation of convicted prisoners so that they may lead a self-disciplined and cultured life after release. These institutions provide the prisoners opportunities of employment and living a life in the open. This restores

[39] An open jail is any jail in which the prisoners are trusted to serve their sentences with minimal supervision and perimeter security.

the dignity of the individuals and develops self-reliance, self-confidence and social responsibility in them, which are necessary for their rehabilitation in society.

Audit observed that there is no provision for the open jail in PJM as it was very old. However, provision for open jail has been made in the MPM (Para 21.05) but this concept of setting up of open jail could not mooted by the Department due to non-revision of PJM.

The Department stated (April 2017) that a proposal regarding draft Rules for governing the 'Open Air Jails' for the prisoners was sent to State Government in January 2017, which was under consideration by the Government (August 2017).

2.2.10.4 After-care and rehabilitation not provided to released prisoners

The process of after care and rehabilitation of offenders is an integral part of institutional care and treatment. Audit observed that there was no provision for after-care and rehabilitation in the PJM. However, paragraph 20.05 and 20.06 of MPM provide that convicts who are sentenced to five or more years of imprisonment should be brought under the ambit of after-care rehabilitation programmes for providing help in all matters relating to resettlement on their release.

In test checked eight Jails, 1,808 convicts were released during 2012-16 after completion of sentence of more than five years. But no help was extended to any of these convicts. The Department stated during exit conference that there was no scheme in operation. However, it was stated that the issue would be incorporated in New Jail Manual.

2.2.11 Human resource management

2.2.11.1 Shortage of manpower

There were vacancies in key cadres viz. Deputy Superintendents Jail/ Assistant Superintendents Jail/ Sub Assistant Superintendents Jail, Matrons and Warders as given in **Table 2.2.3** below:

Table 2.2.3: Details showing shortages in key posts

Category	Sanctioned strength	Person in position	Shortage	Percentage
Deputy Superintendent Jail	47	43	4	9
Assistant Superintendent jail	78	50	28	36
Sub Assistant Superintendent jail	52	41	11	21
Warder	2,368	1,939	429	18
Matron	48	Nil	48	100
Total	**2,593**	**2,073**	**520**	**20**

Source: Information furnished by the Department.

It is observed that there is shortage of 36 *per cent* in the cadre of Assistant Superintendent of Jail and 100 *per cent* in cadre of Matron. It was further observed that despite overall shortage of warders in the State and rationalisation of manpower in December 2013 by Government, 108 warders were deployed in Central Jail-II Hisar against sanctioned strength of 40. It was also observed that only 159 warders were deployed in Gurugram Jail against the sanctioned strength of 262. It was further observed that number of inmates in Central Jail –II Hisar was 590 whereas number of inmates in Gurugram Jail was 2077.

The Department stated during exit conference that demand to fill up the vacant post of security staff has been sent to the Government.

2.2.11.2 Inadequate facilities at Jail Training School Karnal

Training is necessary for all officials/security personnel to address the changing needs of prison administration relating to security and management. The position of security staff vis-a-vis training imparted during 2012-17 is given in **Table 2.2.4.**

Table 2.2.4: Details of security staff imparted training during 2012-17

Year	Total No. of security staff in position			No. of security staff imparted training			Percentage
	Head Warder	Warder	Total	Head Warder	Warder	Total	
2012-13	229	2,211	2,440	Nil	Nil	Nil	Nil
2013-14	240	2,160	2,400	Nil	884	884	37
2014-15	233	2,125	2,358	Nil	183	183	8
2015-16	243	2,028	2,271	67	1,280	1,347	59
2016-17	255	1,937	2,192	65	817	882	40

Source: Data furnished by the Department

As evident from the above table, no training was imparted to warders during 2012-13 and to Head Warders during 2012-15. Apart from above, audit observed that no annual targets for imparting training to security staff were fixed during 2012-15. No training was organized for Assistant Superintendent Jail, Female Warders/Female Head Warders and clerical staff during 2012-17. Resource Persons having teaching experience were to be invited for indoor classes but no Resource Persons were invited for indoor classes. The DGP admitted during the exit conference that only one drill instructor was posted to impart training to the security personnel.

2.2.11.3 Non-arranging of target practice for warders

The Musketry Practice Rules (Appendix VII) of the PJM provide that all warders must get target practice of 15 rounds (five rounds each at 50 and 75 yards in standing position and 100 yards in kneeling position) on annual basis for handling firearms. However, target practice for warders had not been arranged even once during 2012 to 2016. Thus, the warders were not fully trained to handle exigencies relating to security arrangements of prisons.

2.2.12 Internal control and monitoring

Internal control and monitoring provides reasonable assurance to the management about the compliance of applicable rules and regulations. The internal control and monitoring in the Department was inadequate as State Advisory Board and Board of Work Programme and Vocational Training were not formed, there was shortfall in inspections of DGP and there were deficiencies in compliance of internal audit observations as detailed below:

- State Advisory Board to advise the State Government and the prison administration on matters related to correctional work in prisons, rehabilitation of inmates and redressal of grievances of prisons or of their relatives was not constituted. Similarly, Board of Work Programme and Vocational Training for planning, implementation, evaluation, guidance, supervision and control of vocational training, and organising workshops for after care homes for discharged prisoners was envisaged in MPM (paragraph 14.04) However, the same has not been constituted.

- As against the requirement of conducting 40 inspections, 34 were carried out by the DGP during 2012-16 (Calendar Year). It was also observed that no inspection note was issued to the inspected jails to take necessary steps to comply with observations/shortcomings, if any. The DGP assured during the exit conference that adequate inspections of jails would be conducted in future.

- Internal Audit Manual had not been prepared codifying the procedures and scope of audit for jails. Annual Audit Plan was not ever prepared to conduct the internal audit of jails. Out of 20 units in the State, audit of eight, six and four units was conducted during 2012-13, 2013-14 and 2014-15 respectively. None of the units had been audited during 2015-16 and 2016-17. 18 Internal Audit Reports with 62 paragraphs remained unsettled (March 2017) due to non-compliance. The Department stated (April 2017) that due to shortage of manpower; internal audit of only a few jails could be carried out. As regards outstanding paras, it was stated that paras would be reviewed at the time of conducting internal audit of the jails in 2017.

2.2.13 Conclusion

Perspective plan after identifying the thrust areas requiring attention and new jail manual on the lines of modern prison manual of Government of India had not been prepared. In the absence of a defined plan and manual, performance of jails could not be assessed against well defined criteria. Financial management was marred by deficiencies and there were unspent funds with HSPHCL. Safety and security of jails were compromised as there was shortage of arms and ammunition, lack of security equipment, existence of high rise buildings and common roads adjoining jails. Capacity utilization of jails was imbalanced. In District Jail, Narnaul, prisoners suffering from tuberculosis (TB) were kept along with other prisoners, posing health hazard. Besides, two female hostels and a school building in District Jail Faridabad were lying unutilised for last seven years. Medical facilities were inadequate as there was insufficient number of beds in jail hospitals, lack of medical infrastructure, non-posting of lady doctors for female inmates. Working of jail factories was not satisfactory as factories were operational in only 9 out of 19 jails in the State. Targets of providing education and vocational training were not achieved. Concepts of open jail and rehabilitation after the release of inmates required more focus. The State Advisory Board and Board of Work Programme and Vocational Training with a view to improving the efficiency and functioning of Jails were not constituted.

2.2.14 Recommendations

The Government may consider the following:

- preparing perspective plan after identifying the thrust areas and expedite finalization of new Jail Manual on the lines of Modern Prison Manual of GOI;
- expediting procurement of arms, ammunition and modern security equipment;
- optimising utilization of jails, reducing overcrowding and completion of incomplete infrastructure;
- providing health facilities as per norms;
- segregation of inmates suffering from tuberculosis from other inmates,
- improving co-ordination with Police Department and DMs/SDMs for timely provision of guard/parole/furlough to prisoners;
- improving the working of jail factories to rehabilitate the prisoners by engaging them in constructive jobs; and
- implementing the reformative, rehabilitation and educational programme properly.

The audit findings were referred to the Government in August 2017 and further reminders were issued in October and November 2017 but their reply was still awaited.

Chapter-3

Compliance Audit

CHAPTER 3

COMPLIANCE AUDIT

Food, Civil Supplies and Consumer Affairs Department

3.1 Non-realisation of claims from FCI and extra burden of interest

Delayed/non-submission of requisite documents to FCI and non-compliance of the instructions to transfer the funds to State Government Account by the concerned DFSCs led to non-recovery of ₹18.65 crore from FCI and increased interest burden of ₹21.12 crore on State exchequer.

The Food, Civil Supplies and Consumer Affairs Department (Department) procures food-grains for central pool on Minimum Support Price (MSP) fixed by Government of India (GOI) and delivers it to Food Corporation of India (FCI). The Department procures food-grains by availing Cash Credit Limit (CCL) from State Bank of India. After delivery of wheat to FCI, the Department raises bills to FCI against which payments are received at the rates decided by GoI. Since heavy funds are involved in the stocks delivered to the FCI, any delay in their realization affects the ways and means position of the State Government adversely. Further, the payment thus realized by concerned field/district formations viz. District Food and Supply Controllers (DFSCs) should be transferred from their bank accounts to the State Government Account promptly to avoid extra burden of interest. During the audit of the Department, following shortcomings were observed:

(a) For Rabi Marketing Season 2011, GoI declared (April 2011) incentive bonus of ₹50 per quintal on wheat over and above the MSP. For payment of bonus to farmers, the Department directed (May 2011) all district offices that amount of bonus was to be released to Billing cum Payment Agents (BCPAs)[1] for payment to farmers through *Arhtias*[2] only after they submit farmer-wise details including Form[3] I and Form J to district offices of the Department. Further, as per order issued by FCI (May 2011), the entire amount of bonus paid to the farmers on wheat was to be claimed along with regular bills at the time of handing over of the stock to FCI. For this purpose, along with the bills, the DFSCs were to submit a certificate in the prescribed format indicating details viz. name of farmer, date of purchase, mode of payment and cheque/cash voucher number, etc. to verify that bonus had been actually paid to the respective farmers.

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1 BCPAs are appointed in mandis to facilitate farmers as well as the Department for smooth procurement process and maintenance of records who are given commission for their work.

2 Commission agents.

3 Form I is bill of *Arhtias* which contains farmer wise detail of wheat purchased by him and form J is sale voucher issued to each farmer who sells the wheat.

The Department released bonus of ₹61.64 crore (in 10 test checked district[4] offices) to be paid to the farmers through BCPAs between April and September 2011 for wheat of Rabi season 2011. The wheat was supplied/ handed over to FCI during April 2011 to March 2015. However, in the absence of details required for reimbursement of bonus, the Department could recover ₹5.77 crore along with regular sale bills at the time of delivery of wheat during August 2013 to February 2015. The Department raised supplementary bills for ₹55.87 crore with delay of one to fifty nine months during December 2011 to January 2016 to claim its outstanding reimbursement. It recovered ₹ 45.30 crore during October 2012 to July 2016 and an amount of ₹10.57 crore was still recoverable from FCI as it did not supply the requisite documents/details to FCI (March 2017). Due to delay in raising its claims of bonus amount, the Department suffered extra burden of interest of ₹13.97 crore[5] (March 2017).

The Department stated (April 2017) that efforts were being made to recover the balance amount of bonus and they intend to initiate action against officials responsible for the delay.

(b) In order to reduce hardship to farmers and avoid distress sale of wheat due to unseasonal rainfall in Rabi Marketing Season (RMS) 2015-16, Government of India (GOI) relaxed (April 2015) specifications[6] for purchase of wheat with value cut[7]. Subsequently, GOI decided (June 2015) that the amount of Value Cut being borne by the State Government will be reimbursed by FCI to the State Government at the end of procurement operations of RMS on submission of bills along with supporting documents (i.e. Form I and Form J). However, these directions of GOI of 19 June 2015 were circulated by the Department to DFSCs on 7 August 2015 with a delay of one and half months.

It was noticed that the farmers were paid the full MSP for the wheat procured during RMS 2015-16 under relaxed specifications in eight[8] test checked DFSCs. Up to the month of June 2015, the DFSCs claimed the bills of wheat on MSP and FCI deducted ₹6.88 crore against the luster lost, shriveled and broken grains. From July 2015 onwards the DFSCs claimed the bills after deducting the value cut amounting to ₹3.42 crore though the GOI had already allowed (June 2015) payment of full MSP to procuring agencies after submission of bills along with all supporting documents (Form I and Form J). Only three DFSCs namely Yamuna Nagar, Panipat and Kaithal submitted their claims and received the amount of value cut/less claimed of ₹2.22 crore from FCI with delay of five to 18 months,

4 (i) Karnal, (ii) Kurukshetra, (iii) Ambala, (iv) Fatehabad, (v) Yamunanagar, (vi) Gurugram, (vii) Sirsa, (viii) Kaithal, (ix) Faridabad and (x) Hisar.

5 Worked out at the rate of 11.01 *per cent* per annum charged by State Bank of India on CCL (least during last five years) from the month of supply of wheat to the month of recovery of bonus amount, after allowing a margin of one month.

6 Regarding percentage of luster lost, shriveled and broken grains.

7 Reduction in procurement price due to inferior quality of wheat brought by farmers to the market which ranged between ₹3.63 per quintal to ₹10.89 per quintal.

8 (i) Ambala, (ii) Kurukshetra,(iii) Fatehabad, (iv) Karnal, (v) Kaithal (vi) Panipat, (vii) Sirsa and (viii) Yamunanagar.

resultantly suffering extra burden of interest of ₹0.30 crore (at the rate of 11.01 *per cent* per annum charged by State Bank of India on CCL). Five DFSCs[9] could not arrange requisite Form J from *Arhtiyas* and thus failed to claim the amount of value cut/less claimed of ₹8.08 crore from FCI upto March 2017 and suffered extra burden of interest of ₹1.41 crore (at the rate of 11.01 *per cent* per annum charged by State Bank of India on CCL) upto March 2017 due to non-submission of claims to FCI. Audit observed that the Department had not established any mechanism to monitor the collection of Form J from BCPAs and its submission along with bills to FCI for recovering the claims.

(c) Food Corporation of India (FCI) decided (May 2011) that all payments to State Government/State Government agencies against takeover of rice/wheat from them shall be made through electronic mode and requested (June 2011) the Department to open bank accounts for the purpose. The Department accordingly sought permission (October 2011), from Finance Department Haryana to open current accounts at each of the District offices, which was accorded (November 2011). In conveying the permission (November 2011) to its field offices, the Department instructed all DFSCs that amount received from FCI through electronic mode should be transferred to State Government Account on a day to day basis, to avoid idling of funds. All DFSCs opened accounts during December 2011 to October 2012.

Audit in test check of records of 15 DFSCs[10] during 2014-17 observed that payments from FCI were being received electronically as well as through cheques but the DFSCs were not transferring the funds from their current/savings account[11] to State Government Account on day to day basis. Delays in transfer of such funds to the State Government in 10[12] of the test checked districts ranged between one to 168 days in 767 cases, (after giving margin period of three days[13]), which resulted in increased burden of interest of ₹5.44 crore[14] to the State Government. Age wise analysis of delay and extra burden of interest is detailed in **Table 3.1**.

9 (i) Ambala, (ii) Kurukshetra, (iii) Fatehabad, (iv) Karnal and (v) Sirsa.

10 (i) Ambala, (ii) Bhiwani, (iii) Fatehabad, (iv) Gurugram, (v) Karnal, (vi) Kaithal, (vii) Kurukshetra,(viii) Narnaul, (ix) Palwal, (x) Panipat, (xi) Rohtak, (xii) Sirsa, (xiii) Yamuna Nagar, (xiv) Panchkula and (xv) Mewat.

11 DFSCs Kurukshetra and Narnaul had opened savings accounts.

12 (i) Ambala, (ii) Bhiwani, (iii) Fatehabad, (iv) Gurugram, (v) Karnal, (vi) Kaithal, (vii) Kurukshetra,(viii) Narnaul, (ix) Palwal, and (x) Yamuna Nagar.

13 A margin of three days has been given for bank holidays and delay in generating online challans due to connectivity issues.

14 11.01 *per cent* per annum is the minimum rate of availing cash credit during the period. DFSCs Kurukshetra and Narnaul deposited the amount in savings bank account where rate of interest was four *per cent.* Hence, it has been worked out at 7.01 *per cent* (11.01 *per cent* – 4 *per cent*).

Table 3.1: Extra burden of interest due to delay in transfer of funds during 2014-17

Delay in number of days	No. of Cases	Amount involved (₹ in crore)	Extra burden of interest (₹ in lakh)
1 to 30	726	2,238.18	346.27
31 to 60	23	84.83	98.69
61 to 90	12	9.16	21.27
91 and 168	6	24.07	77.98
Total	**767**	**2,356.24**	**544.21**

Source: Information collected from the department

Of the above 767 cases of delay in transfer of funds, 207 cases i.e. 27 *per cent* related to DFSC Karnal involving extra burden of interest of ₹ 3.00 crore (55 *percent*) during 2014-17.

On being pointed out in Audit, the Department admitted (May 2017) the delay in transfer of funds and assured (August 2017) action against erring officers/ officials. Besides, the Department intimated constitution of a committee of three officers/officials under the chairmanship of respective DFSCs to monitor the deposition of funds from current account to Government Account on daily basis.

Thus, delayed/ non-submission of requisite documents to FCI and non-compliance of the instructions to transfer the funds to State Government Account on a day to day basis by the concerned DFSCs led to non-recovery of ₹18.65 crore [15] from FCI and extra burden of interest of ₹21.12 crore [16] on State exchequer.

These points were referred to the Government during April-June 2017, their replies were still awaited despite issuance of reminders during June-November 2017.

Forest Department

3.2 Unfruitful expenditure on water harvesting structure

Poor planning and failure to finalise structure for supply of water for irrigation resulted in unfruitful expenditure of ₹2.86 crore as the primary objective of the scheme to provide water for irrigation could not be achieved.

Shivalik Development Board (SDB) has been entrusted with works for development of Shivalik region in the State of Haryana through various implementing agencies viz Forest Department, Public Health Engineering Department and Horticulture Department, etc. A proposal for construction of Water Harvesting Structure (WHS)[17] at village Pipal Ghatti in Panchkula District was approved (August 2012) by Shivalik Development Board with the objective of providing irrigation water for barren lands of village Pipal Ghatti, as well as drinking water for nearby inhabitants. Accordingly, administrative approval for

15 Bonus amount: ₹10.57 crore and Value cut amount:₹8.08 crore.

16 Bonus amount: ₹13.97 crore, Value cut amount: ₹1.71 crore and delayed transfer of funds: ₹5.44 crore.

17 The process of collecting natural precipitation in a storage structure from a treated watershed catchment. Water harvesting is a dominant source of irrigation in Shivalik Foothill region as there is no possibility of developing other sources of Irrigation.

₹ 3.12 crore for the construction of WHS was accorded by SDB in November 2013. The Forest Department was responsible for technical support and supervision of this project. The estimate for the project was approved (February 2013) by Principal Chief Conservator of Forests (PCCF) for ₹3.12 crore including provision of structure for supply of water for irrigation from WHS to agricultural fields of village, by 'Gravity Flow Technology'[18] for ₹ 18.80 lakh.

Scrutiny of records of the office of the Divisional Forest Officer (DFO) (Territorial), Morni revealed that the construction of WHS was started in January 2014 and completed in September 2014 at a cost of ₹2.86[19] crore excluding structure for supply of water for irrigation. The structure for water supply was not constructed since the Department was exploring other technology options for providing water for irrigation. The DFO prepared a new proposal/estimate (October 2014) for ₹85.75 lakh to provide water for irrigation by Lift Irrigation[20] instead of 'Gravity Flow' on the request of nearby villagers without conducting any feasibility study. This estimate was sent to higher authorities for approval only in September 2015 after a delay of one year. In November 2016, the Divisional Forest Officer sent a communication to the higher authorities that this type of work could not be executed by Forest Department and also suggested that the Irrigation or Public Health Engineering Department may be considered to execute the work of Lift Irrigation. Further, it was also noticed that the approval of the new estimate for Lift Irrigation has not been accorded by the competent authority so far (October 2017). Resultantly, though WHS had been completed at a cost of ₹2.86 crore, the structure for supply of water had not been started.

Principal Chief Conservator of Forests stated (June 2017) that the facilitation by Lift Irrigation System was under process as the funds were already available with the Forest Department. However, the DFO, Morni intimated (August 2017) that lift irrigation technology was not practical and the proposal for the same has been dropped. The DFO, Morni subsequently intimated (October 2017) that at the direction of Chairman, Shivalik Development Agency and Principal Secretary, Revenue Department, the estimate to provide water by lift irrigation has again been sent to competent authority for approval. The reason for going ahead with lift irrigation technology despite it being impractical was not given in departmental response. Thus, the Forest Department could not firm up the methodology to be used for supply of water from WHS and as a result, the benefit of providing water for irrigation could not be derived.

Thus, poor planning from the outset resulted in unfruitful expenditure of ₹2.86 crore. Besides, the basic objective of the scheme to provide water for irrigating the barren fields of the village has not been achieved.

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[18] In gravity flow water is transported by natural flow with the help of gravity.

[19] (i) Labour: ₹ 2.04 crore; (ii) Material: ₹ 0.76 crore (iii) Contingency: ₹ 0.06 crore.

[20] Lift Irrigation is a method of irrigation in which water is not transported by natural flow (as in gravity flow system) but is lifted with pumps.

The matter was referred (June 2017) to the Government, Forest Department for comments; the reply was awaited despite issuance of reminders in July and November 2017.

Housing Department
(Housing Board Haryana)

3.3 Unfruitful expenditure on construction of Community Centre

Failure to provide electricity and water connection for the community centre in Housing Board Colony, Dadri Gate, Bhiwani resulted in unfruitful expenditure of ₹ 1.78 crore as the community centre was not put to use for a period of more than five years from the date of construction.

Housing Board Haryana (the Board) had planned for construction of a four storied community centre including pavement and parking, etc. in Housing Board Colony, Dadri Gate, Bhiwani, for organizing social functions by residents of the colony. The State Government accorded (July 2008) combined administrative approval of ₹ 4.95 crore for construction of shopping and community centre. Detailed estimate for ₹ 1.76 crore was technically approved (June 2011) for construction of community centre by Chief Engineer.

Scrutiny of records of the Executive Engineer (EE), Housing Board Haryana (HBH), Rohtak revealed that the work for construction of community centre including pavement and parking, etc. was allotted (June 2010) to a firm at a cost of ₹ 1.50 crore for Civil works, Internal Public Health and Internal Electrical Installation Services, for completion within nine months from the date of issue of allotment letter. The work of construction of community centre was completed in December 2011 after a delay of nine months at an expenditure of ₹ 1.78 crore**.** Audit observed that the Community Centre was never put to use since its completion, even after lapse of more than five years, since the Board has not obtained electricity and water connections. Further, the community centre was not equipped with a firefighting system to address the risks arising from fire or similar exigency, as the provision for firefighting system was neither made in the estimate nor in the contract agreement.

A meeting of the Board was held during October 2011 to consider and accord approval to dispose of the community centre through auction before its completion. In the meeting, the members of the Board suggested that the community centre can be an asset of the Board for the long term. Hence instead of auctioning it, the same can be leased on long term of ten years with the condition that the facilities of the community centre would be given for organising functions on priority to the bonafide allottees of the colony at concessional rates fixed by Board. The Board authorized (May 2016) the EE, HBH, Rohtak to lease out the community centre. However, the EE stated (June 2016) that it cannot be leased out without firefighting system. Although the DNIT for firefighting system was sent in February 2016 to the Board for approval, it has not been approved so far (June 2017). Thus, the Board has neither disposed of nor leased out the community centre so far. The condition of the building has also deteriorated due to disuse for more than five years.

Thus, a community centre constructed in December 2011, after spending ₹ 1.78 crore could not be put to use and the expenditure incurred on its construction remained unfruitful. Reasons for not obtaining electricity and water connection were not on record.

The matter was referred to the Additional Chief Secretary to Government of Haryana, Housing Department in July 2017 for comments. Further reminders were issued in September and November 2017. However, reply was still awaited.

Information, Public Relations and Languages Department

3.4 Expenditure on publicity and advertisement

There were instances of publishing of advertisements in newspapers outside the State, in the language other than the language of newspapers, unfruitful expenditure on an advertisement without notification of the scheme and excess payment of ₹51.52 lakh on advertisement bills. Third party monitoring services were not hired on video campaign for the period January 2013 resulting in excess and irregular payments. Fixing of hoardings in violation of Municipal Bye laws resulted in their re-fixing at other places leading to extra expenditure of ₹2.79 crore. Rupees 63.92 lakh were spent on advertisement on roadways buses, benefits of which were drawn for a very short period.

3.4.1 Introduction

The primary objective of the Government in advertising is to secure the widest possible coverage of the intended content or message through newspapers, journals and other print media. The Advertisement Policy Guidelines (APG), 2007 of the State Government governs the procedure and criteria for print, electronic and other media. The Directorate of Public Relations (DIPR) is the nodal agency of the Government for advertisements of various departments and organisations of Government including public sector undertakings and autonomous bodies. Hon'ble Supreme Court approved (May 2015) the Guidelines on Content Regulation of Government Advertisement-2014 with a view to preventing arbitrary use of public fund for advertisement. Records of DIPR and three[21] Districts Public Relation Offices for the period 2013-17 were examined during January-April 2017 to assess whether the expenditure on publicity and advertisement was incurred as per norms, rules and regulations. The units were selected on the basis of risk assessment as covered in the Annual Audit Plan 2017-18. The DIPR incurred a total expenditure of ₹ 163.55[22] crore during 2013-17 on advertisements and publicity.

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[21] Bhiwani, Faridabad and Kaithal districts.

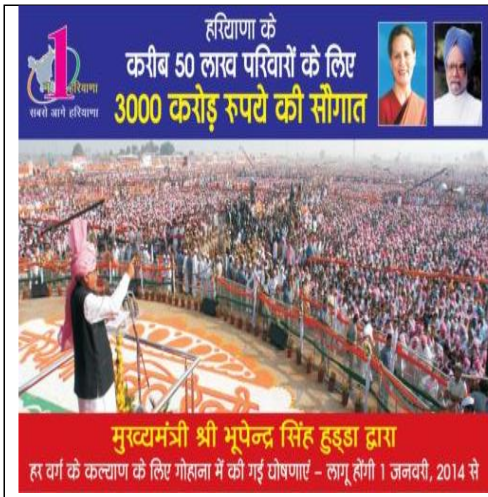
[22] 2013-14: ₹ 33.32 crore, 2014-15: ₹ 32.55 crore, 2015-16: ₹ 41.95 crore and 2016-17: ₹ 55.73 crore.

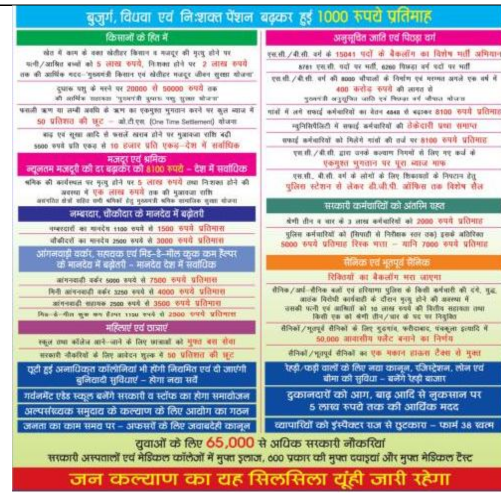
3.4.2 Advertisements through print media

3.4.2.1 Advertisements in newspapers published outside the State

As per APG 2007, advertisement can be given in those newspapers/journals published from Chandigarh/Punjab/Himachal Pradesh/Delhi having circulation in Haryana or otherwise beneficial to the image of the State or catering to the targeted readership in special cases.

Audit observed that the Department highlighted CM announcements on Haryana Shakti Rally (November 2013) and Special campaigning (January 2013 and October 2015) through advertisements in different[23] city editions of national newspapers and regional newspapers outside the State (other than Delhi/Punjab/Himachal).





These advertisements were regarding increase of pension for old aged, widows and disabled persons including welfare schemes for farmers and SC/ST/OBC of the State. The Department incurred an expenditure of ₹ 18.19 lakh[24] on these advertisements published outside the State and neighboring states. The objective of advertisements of securing wide coverage of intended content or message was not achieved as these schemes were useful only for the people of the State.

3.4.2.2 Publishing advertisements in the language other than the language of newspapers

Advertisement Policy Guidelines 2007 stipulates that if any newspaper publishes any advertisement in a language other than the language in which it is published, the client department is not liable to make any payment for publication of the advertisement or the client advertiser reserves the right to make a deduction of 10

23 Agra, Aligarh, Allahabad, Gorakhpur, Kanpur, Bareli, Jhansi, Muradabad, Muzaffarpur, Varanasi, Lacknow, Dehradun, Haldwani, Jammu, Ranchi, Jamshedpur, Dhanbad, Bhagalpur, Patna, Kolkata, Silliguri, and Jaipur.

24 January 2013: ₹ 0.60 lakh, November 2013: ₹ 17.33 lakh and October 2015: ₹ 0.26 lakh.

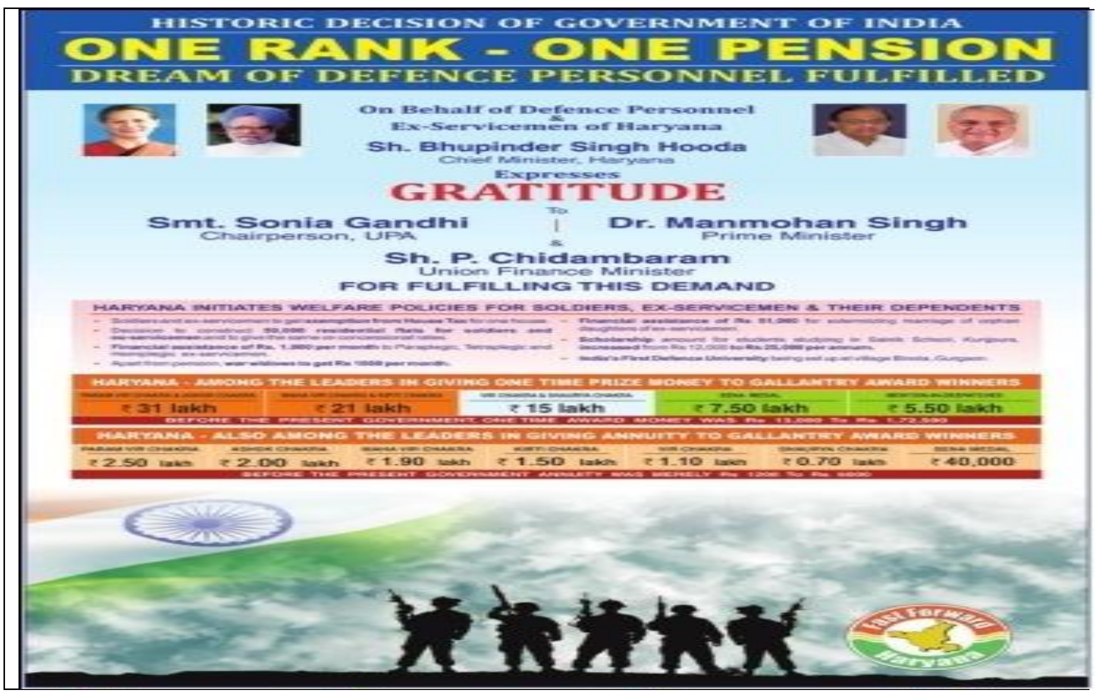
per cent from the advertisement bill, if otherwise satisfied. It was the responsibility of the publisher/newspaper to correctly translate the advertisement text.

Audit noticed that the department incurred an expenditure of ₹ 30.35 lakh on publishing 44 Hindi/English advertisements in English and other languages newspapers (Punjabi/Urdu) and *vice-versa* during 2013-15. The Department made the payment without verifying that the advertisements were published in the languages in which the newspapers were published. The Department had not deducted 10 *per cent* amount from the bills. Thus, the objective of advertisements in various language newspapers remained unachieved and rendered the expenditure of ₹ 30.35 lakh unfruitful.

3.4.2.3 Unfruitful expenditure on advertisement without notification of scheme

As per Advertisement policy guidelines-2007, the display advertisement includes various publicity campaigns launched in the State from time to time for educating the massage about polices, programmes and achievements of the State.

A full page advertisement as shown below on One Rank One Pension (OROP) scheme was published in 65 newspapers on 18 February 2014 and an expenditure of ₹ 48.39 lakh was incurred and payment was made during March 2014 to October 2014.



Audit observed that advertisement was issued much in advance of the notification of the scheme in November 2015. Further, the advertisement contents show that the advertisement was given for glorification of the political personalities. Thus, incurring of expenditure on advertisement without notification did not serve the purpose as envisaged in the policy guidelines.

3.4.2.4 Excess payment of advertisement bills

Advertisement Policy Guidelines-2007 envisages constitution of Empanelment Advisory committee (EAC) for empanelment of newspapers /journals and making recommendation for rate contract in case the newspaper did not have Directorate of Audio Visual Publicity (DAVP) approved rates.

Audit noticed that rates for coloured advertisements at front page mast head to the leading English and Hindi publication were finalized at the rate[25] of 340 and 240 *per cent* of DAVP rates as per proposals/release orders during January 2013 to November 2015. However, the Department had paid ₹ 3.48 crore at 420 and 280 *per cent* of DAVP rate for English and Hindi newspapers respectively against the payable amount of ₹ 2.96 crore at negotiated rates of EAC resulting in excess payment of ₹ 0.52 crore as given in **Table 3.2** below:

Table 3.2: Details showing excess payment of mast head advertisements in different newspapers

(₹ in lakh)

Month of Publication	No. of bills	Amount paid	Amount payable	Excess payment
January 2013	6	107.58	91.81	15.77
April 2013	9	15.12	12.95	2.16
January 2014	1	3.19	2.71	0.49
February 2014	3	9.33	7.50	1.83
June 2014	7	76.31	65.34	10.97
July 2014	4	15.37	13.18	2.19
October 2015	27	111.94	95.13	16.81
November 2015	3	8.68	7.38	1.30
Total	**60**	**347.52**	**296.00**	**51.52**

Source: Compiled from the records of the Department

Thus, the bills were not checked properly with reference to approved rates before passing bills for payment by the Department. The Department stated (June 2017) that the Punjab and Himachal Government were also following the same pattern of payment. The reply is not acceptable as the payments were required to be made with reference to finalised rates.

3.4.3 Advertisement through Electronic Media

3.4.3.1 Effectiveness of advertisement on TV channels

As per policy guidelines of the Ministry of Information and Broadcasting issued for empanelment of Private Cable and Satellite (C&S) TV channels issued in September 2012, the Ministry directed DAVP to have six[26] new time bands. The time-bands for news channels were restricted to three i.e. 7 AM to 12 Noon, 12 Noon to 6 PM and 6 PM to 11 PM. The Department released orders for three advertisement campaigns for telecast on two TV channels in February, March and April 2013 to be telecast between 7 AM to 11 PM.

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25 240 *per cent* and 140 *per cent* premium extra on DAVP rates for English and Hindi newspapers respectively.

26 (i) 7 AM to 9 AM, (ii) 9 AM to 12 Noon, (iii) 12 Noon to 7 PM, (iv) 7 PM to 8 PM, (v) 8 PM to 10 PM and (vi) 10 PM to 11 PM.

(a) Scrutiny of telecast certificates submitted by TV channels during 2013-14 revealed that 646 clips involving 41,960 seconds were telecast before 7 AM and after 11 PM. The Department released (February-April 2013) the payment of ₹ 7.07 lakh for telecast of these clips without ensuring that the telecast was within the prescribed time-bands in the release orders. The advertisements before 7 AM and after 11 PM were not effective; hence, the payment was not justified.

(b) As per telecast certificates, two advertisements were telecast at the same time at the same TV channel in 137 instances during April 2013. It was not possible to telecast two advertisements at the same time on the same TV channel. This resulted in excess payment of ₹ 1.34 lakh for 8,069 seconds.

(c) Department made payment for two advertisements that were telecast 51 times in April 2013. Payments were made for 210 and 205 seconds duration while the actual duration was 130 and 125 seconds respectively. This resulted in excess payment of ₹ 0.98 lakh.

Audit further observed that payment of ₹ 8.12 crore was made on video campaign for the period January-April 2013 on the basis of telecast/broadcast certificate given by broadcasters. However, there was provision in the Advertisement Policy Guidelines-2007 (Paragraph 10 (b)(ii)) of obtaining third party monitoring services to get additional supporting telecast certificates for the channels being covered. But third party monitoring services were not hired. As a result, it could not be ascertained that the payments were made correctly as per actual telecast of advertisements.

3.4.3.2 Extra avoidable expenditure on production of videos in HD format

To highlight development projects, programmes, activities and achievements of Government in a more effective manner, it was decided to launch a special campaign on the occasion of completion of one year (October 2015) of the newly elected Government. Empanelment Advisory Committee selected (November 2015) different agencies/firms for making video clips on DAVP rates.

Scrutiny of records revealed that the work order was issued for videos in HD format. The rates of HD format were 50 *per cent* more than the DAVP rates. An expenditure of ₹ 1.09 crore was incurred for making of 18 video clips in HD format. Scrutiny of records further revealed that these video clips were not telecast on HD channels. Since these video clips were not to be telecast on HD channels, ordinary video clips could have served the purpose. Preparation of video clips in HD format instead of ordinary format resulted in extra avoidable expenditure of ₹ 36.58 lakh.

The Department stated (June 2017) that the HD format films were prepared with the idea to publicise various programmes of the Government with clarity. The reply is not tenable HD format is useful only if telecast is done on HD channels.

3.4.3.3 Glorification/ of individual personality

The Guidelines on Content Regulation-2014 of Government Advertising stipulate that advertisement material should be objective and not directed at promoting political interests of the ruling parties. It further stipulates that Government advertising shall maintain political neutrality and avoid glorification of political personalities and projecting a positive impression of the party in power or negative impression of parties critical of the Government. It adds that advertisement material must not mention the party in Government by name or include party political symbol, logo or flag.

The Department telecast the video clips in the name of "HOODA JI KA HARYANA" and "MHARA CM SAHAB" in various TV channels during the period July-August 2014 at the cost of ₹ 90.99 lakh. Both these TV clip referred to the "Haryana Government" as HOODA JI KA HARYANA and refers specifically to "Hooda" at a number of places attributing achievements of Government to his personal endeavors.

The Department stated (June 2017) that the TV advertisements were not released for the benefit of any individual, but those were regarding public welfare scheme and development activities of the Government. The name of the former Chief Minister was used being Chief Minister of the State. The jingles were not aimed to benefit any individual. The reply was not convincing as the advertisements projected achievement of the Government as a personal endeavor of the Chief Minister which were against the principles laid down by the Supreme Court.

3.4.4 Advertisement through other media

3.4.4.1 Avoidable expenditure on removing and re-fixing of hoardings

Regulation 3 of Haryana Municipal (Control on Advertisement) Bye-laws, 2008 provides that no agency shall put up an advertisement without permission in writing from the Executive Officer. All advertisements which face the public/municipal streets shall not be permitted. Regulation 11 of the Bye-laws also states that hoarding shall not be permitted if the Executive Officer or any other officer authorized by the Government is of the view that (a) any hoarding, which is likely to be confused with an authorized traffic sign signal, (b) any hoarding erected in such manner and at such places, which will cause obstruction or interference with the visibility of approaching, merging or intersecting traffics.

Scrutiny of records revealed that between February 2009 and March 2010, the DIPR released ₹ 11.71 crore to Engineer in Chief PWD (B&R) Haryana for installation of 1,029 hoardings in 21 districts of the State. Guidelines of Municipal Committees referred *ibid* were not kept in view while deciding the place of erection of hoardings.

The Punjab and Haryana High Court in a public interest litigation of 2011 directed (December 2012) the State Government to relocate all hoardings which were considered hazardous to traffic. Thereafter, the Department sent survey teams to determine the location of the hoardings. As per the survey reports of the team (July 2013), out of 1,029 hoardings belonging to the department, 562 hoardings had to be relocated as per orders of Hon`ble Court.

The Department paid an amount of ₹ 2.79 crore on 13 February 2015 to PWD (B&R) for removing, shifting and erection of 562 hoardings. Out of 562 hoardings, 388[27] had been shifted (April 2017) and an expenditure of ₹ 84.15 lakh was incurred. Thus, due to non-adherence of Municipal Bye laws while selecting the location of hoardings, avoidable expenditure of ₹ 84.15 lakh had to be incurred. Further, extra expenditure of ₹ 1.94 crore would also be incurred in future on the relocation of the remaining hoardings.

3.4.4.2 Unfruitful expenditure on advertisement on buses

Every year the DIPR fixes the rates after inviting quotations/tenders for printing and fixing of flex/Vinyl Prints on hoarding/Display panels and a panel is drawn for allotment of work to empanelled firms in different districts.

In order to bring awareness about Government programmes to the general public, the DIPR placed (June 2014) an order for printing and fixing of flex/Vinyl Prints for 3,000 Haryana Roadways buses at an estimated cost of ₹ 0.64 crore to a Chandigarh based firm. An expenditure of ₹ 63.92[28] lakh was incurred for this job. The fixing/pasting work was completed in last week of June 2014.

The Department decided (December 2013) to put publicity of the State Government through 3,000 Haryana Roadways buses. In view of impending Code of conduct due to Lok Sabha elections (April-May 2016), the work was deferred till the completion of the election process. The proposal was again submitted (May 2014) to the Director General who expressed that there could be another imposition of Code of Conduct in two three months time and submitted the case to the Government to decide as to whether the expenditure has to be made on publicity or not. The Government, however, decided (June 2014) to go ahead with the publicity on State Government buses and thereafter the work was executed. Model Code of Conduct was imposed on 12 September 2014 due to General Election to Haryana Vidhan Sabha (October 2014). The publicity panels had been removed (September 2014) just after three months of their fixing. The Department was well aware of imposition of model code of conduct; despite this, it incurred expenditure of ₹ 63.92 lakh on publicity for such a short period which was against the principles of financial propriety.

3.4.5 Conclusion

Advertisements and publicity campaigns funded from the public exchequer should be related to the Government's responsibilities and be explicitly directed at informing the public of the State of the government's policies, programmes, services and initiatives. As brought out in forgoing paragraphs there were instances of publishing of advertisement in newspapers outside the State, in the language other than the language of newspapers, unfruitful expenditure on an advertisement without notification of the scheme and excess payment of ₹ 51.52 lakh on advertisement bills. The third party monitoring services were not hired on video campaign for the period January 2013. As a result, there were cases of

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[27] (i) Ambala (66), (ii) Rohtak (94), (iii) Faridabad (88), (iv) Karnal (75) and (v) Hisar (65).

[28] 1,82,250 sqft area X ₹ 35.07 = ₹ 63.92 lakh.

excess and irregular payments. Fixing of hoardings in violation of Municipal Bye laws resulted in their re-fixing at other places leading to extra expenditure of ₹ 2.79 crore. Rupees 63.92 lakh were spent on advertisement on roadways buses, the benefits of which were drawn for a very short period. Thus, the objective of securing the widest possible coverage of the intended content or message through newspapers, journals and other print media publications were not fully achieved.

These points were referred to the Government in May 2017 and further reminders were issued in July and November 2017 but their reply was still awaited.

Labour and Employment Department
(Haryana Building and Other Construction Workers Welfare Board)

3.5 Non-utilization of funds on welfare schemes for construction workers and avoidable payment of income tax

Non-utilization of funds on welfare schemes for construction workers by the Haryana Building and Other Construction Workers Welfare Board, led to intended benefits not being extended to the beneficiaries, besides avoidable payment of income tax of ₹ 22.76 crore and further liability of ₹ 47.07 crore.

The Haryana Government constituted (November 2006) the Haryana Building and Other Construction Workers Welfare Board (the Board) to carry out welfare schemes for construction workers and levied (February 2007) labour cess at the rate of one *per cent* in accordance with the requirement of the Cess Act. The cess so collected was required to be spent on various schemes for welfare of building and other construction workers. The Board had notified/approved 23 welfare schemes between March 2005 and September 2016 and nine community welfare schemes between June 2008 and September 2016 for the registered building and other construction workers (the workers). There were 5.90 lakh registered workers in the State as of September 2016.

The Board was registered (September 2008) as Charitable Trust under Section 12A of the Income Tax (IT) Act, 1961 with effect from the Assessment Year 2008-09. As per section 11 (1) of the IT Act, 15 *per cent* income of a trust was exempted from income tax and remaining 85 *per cent* income was required to be utilized for charitable or religious purposes in India for getting exemption from income tax. Section 11(2) of the IT Act also provides that if the expenditure of the trust during that year remains short of 85 *per cent*, the remaining income can be set apart for charitable or religious purposes for the succeeding years not exceeding five years. If the trust fails to utilize the set apart income in the specified duration of five years, the unspent set apart income would become taxable in the year immediately following the period after expiry of five years.

Audit observed that an amount of ₹ 2,535.94 crore was received by the Board during 2007-17 on account of cess, registration and membership fee out of which only ₹ 224.31 crore i.e. nine *per cent* of total receipts was utilised by the Board on administrative expenses, welfare schemes etc.

Scrutiny of records further revealed the following:

(i) Even after availability of funds and eligible registered workers, the schemes could not be implemented fully. Analysis of four[29] major schemes revealed that the Board should have spent ₹ 511.73 crore under these schemes, had the benefits been provided on the basis of eligibility of registered workers ***(Appendix 3.1)***. But only ₹ 25.28 crore (five *per cent*) was spent up to March 2017 and only 60,985 construction workers were benefitted from these schemes.

(ii) In five schemes[30] commenced between March 2005 and January 2016, no worker ever benefitted and the expenditure was nil as of 31 March 2017.

(iii) In other five schemes[31], commenced between March 2005 and July 2014, only 2,510 workers were benefitted and an expenditure of only ₹ 2.63 crore was incurred up to March 2017.

(iv) A proposal for establishment of "Haryana Academy for Construction" at the State level with Regional Centers was approved (July 2015) by the Board for skill development of construction workers and ₹ 100 crore was allocated for this purpose. However, no expenditure was incurred even after a lapse of more than two years.

(v) No expenditure was incurred on advertisement and promotion during 2007-12. An amount ₹ 0.72 crore was incurred on advertisement and promotion during 2012-16 which shows that dissemination of information of the welfare and community based schemes amongst the labour class was not adequate. As a result, the registered workers could not be apprised of their entitlements under various schemes and very few workers benefitted from the schemes. Public Accounts Committee, in its 72nd Report of 2015-16 had desired that the Department should install big hoardings at all the labour chowks and labour sheds to display all the benefits of registration to the workers in order to create awareness amongst the workers. In spite of this, out of total expenditure of ₹ 37.84 lakh on advertisement and promotion during 2016-17, only an amount of ₹ 7,246 (0.19 *per cent*) was spent on banners/flex boards.

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29 (i) Financial assistance for purchase of bicycle (ii) Financial assistance for purchase of tool kit (iii) Mukhya Mantri Mahila Nirman Sharmik Samman Yojna (iv) Financial assistance for purchase of sewing machines.

30 (i) Advance for purchase or construction of house, (ii) Financial assistance for family pension, (iii) Free Travelling Facility for visiting religious or historical places, (iv) Free Travelling Facility for visiting home-town and (v) Financial assistance for Solar Lantern.

31 (i) Financial assistance for Maternity, (ii) Financial assistance for marriage of son, (iii) Disability Pension/Disability Assistance, (iv) Financial assistance for treatment of chronic diseases and (v) Financial assistance to the physically disabled/mentally retarded children .

(vi) The Board also did not create a centralized database of workers in order to solve the issues faced by migrant workers who are generally the most vulnerable section of society.

(vii) Rupees 409.17 crore[32] was received by the Board on account of cess, registration and membership fee during 2008-11. Rupees 347.79 crore (85 *per cent* of ₹ 409.17 crore) was to be utilized by 31 March 2016. However, the Board could utilize only ₹ 129.07 crore within the specified time period (2013-16) allowed under section 11(2) of the IT Act on notified/approved welfare and community based schemes. Thus, unspent income of ₹ 218.72 crore became taxable.

The Board has already paid income tax to the extent of ₹ 22.76[33]crore on the unspent set apart income of ₹ 82.27[34] crore for the financial years 2008-10 during the assessment years 2015-16 and 2016-17. Similarly, the unspent set apart income of ₹ 136.45 crore for the financial year 2010-11 became taxable in the financial year 2016-17 creating further liability of income tax of ₹ 47.07[35] crore for the assessment year 2017-18.

The Government stated (August 2017) that they were making utmost efforts for proper, effective and legitimate utilization of the funds collected for the welfare of the construction workers in the State by adopting the Information, Education and Communication strategy. The migratory nature of workers was stated to be the reason for poor progress in extending benefits to workers. The Board also stated that they have already launched special campaigns to link the registration of construction workers with the Aadhaar number, bank account number, IFSC code of the concerned bank, mobile number and family details of the beneficiaries, etc.

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32 Statement showing avoidable payment of Income Tax.

(₹ in crore)

Financial Year	Amount of total receipts	85 *per cent* amount of total receipts to be utilized or set apart for utilization during next five years	Financial Year in which set apart income became taxable	Amount utilized up to the specified period	Amount remained unutilized after the expiry of five years	Assessment year up to which Income Tax return required to be filed	Amount of Income tax, surcharge and education cess paid/liability
2008-09	75.76	64.40	2014-15	29.67	34.73	2015-16	11.79
2009-10	113.46	96.44	2015-16	48.90	47.54	2016-17	10.97
2010-11	219.95	186.95	2016-17	50.50	136.45	2017-18	47.07
Total	**409.17**	**347.79**		**129.07**	**218.72**		**69.83**

33 ₹ 11.79 crore (Income tax paid: 2008-09) + ₹ 10.97 crore (Income tax paid: 2009-10) = ₹ 22.76 crore.

34 ₹ 34.73 crore (Amount unutilised 2008-09) + ₹ 47.54 crore (Amount unutilised: 2009-10)= ₹ 82.27 crore.

35 ₹ 47.07 crore = ₹ 40.93 crore (Income tax 30 *per cent*) + ₹ 4.91 crore (Surcharge: 12 *per cent*) + ₹ 1.23 crore (Higher education cess: 3 *per cent*).

Thus, the Board did not utilize 91 *per cent* of total available funds up to March 2017 despite existence of schemes and availability of eligible workers. The Board has also failed to launch an effective communication campaign which is clear from the meagre funds utilized on publicity as a result of which construction workers were not aware about various schemes of the Board. Besides the Board had also paid income tax of ₹ 22.76 crore and had a liability of ₹ 47.07 crore due to non-utilization of set apart income of the period 2008-11 within the specified time period.

Public Health Engineering Department

3.6 Idle expenditure on incomplete work

The Executive Engineer executed the work with higher specifications on his own resulting in construction of only 38 *per cent* drain work with the sanctioned amount. The work remained incomplete leading to idle expenditure of ₹ 3.11 crore.

Paragraphs 10.16.2 and 10.16.4 of the PWD Code provide that a revised estimate should be prepared in case there were inadequate provisions in earlier estimate and that the executing officers shall not enter into a contractual liability without administrative approval and firm commitment about the revised cost from the administrative department. Further, paragraph 6.5 of the code provides that Executive Engineer (EE) shall carry out works in accordance with specifications and stipulations of the contract and shall not make or permit any material deviation from sanctioned design in the course of execution without specific authority. Whenever it becomes apparent that estimated cost of work is likely to be exceeded, for whatever cause, he shall report the fact to the Superintending Engineer, describing the nature and cause of the probable excess and asking for orders.

The EE, Public Health Engineering Department (PHED), Kaithal prepared an estimate in 2011 for "Remodeling of Katcha Manas Drain from RD 7440 to RD 19164 (3573.15 metre upto Kaithal drain) passing through Kaithal town" for ₹ 4.23 crore, out of which ₹ 0.95 crore was to be contributed by Haryana Urban Development Authority (HUDA). The estimate provided for construction of reinforced cement concrete (RCC) drain from RD 7440 to RD 10075, brick masonry drain from RD 10075 to RD 11700 and RCC drain with walls having thickness of 10 cm and bed having thickness of 12.5 cm from RD 11700 to RD 19164. The State Government accorded approval of ₹ 3.20 crore in April 2011 but HUDA did not contribute/commit any amount. The Detail Notice Inviting Tender for the work with same specifications was approved for ₹ 3.82 crore by the Engineer-in-Chief (EIC), PHED, Haryana in July 2014. The work was allotted to a contractor in August 2014 for an agreement amount of ₹ 3.77 crore with a time limit of 12 months. The contractor executed (July 2015) the work of brick masonry drain upto RD 11700 as per contract but after that the EE, PHED got constructed only about 860 metre (38 *per cent*) RCC drain out of 2,275 metre (RD

11700 to RD 19164) by increasing the thickness of walls from 10 cm to 15 cm and thickness of bed from 12.5 cm to 17.5 cm without bringing it to the knowledge of higher authorities. After incurring expenditure of ₹ 3.11 crore, the work was stopped in August 2016 for want of revised estimate. The EE, PHED Division No.1, Kaithal submitted a revised estimate in July 2016 for ₹ 7.25 crore to higher authorities for completion of the drain which was technically approved by Engineer-in-Chief, PHED in January 2017 for ₹ 7.15 crore and approved by State Government in March 2017. However, work has not recommenced (August 2017).

Audit noticed the following irregularities:

- As per paragraph 9.5.1 of PWD Code, technical sanction implies that the proposals are technically sound, specifications are appropriate for the service intended, and the estimates are realistic, based on adequate data. Moreover, for the projects of large magnitude, it is necessary that site be inspected to ascertain field conditions. However, the EE, PHED changed the technical specifications in December 2015 and started the work with higher specifications. Thus, Codal requirements had not been complied with as technical specifications were changed within a period of 16 months.

- No portion of the reach from RD 7440 to RD 19164 belongs to HUDA. However, the Public Health Engineering Division sought Administrative Approval (2011) from the State Government by mentioning that an amount of ₹ 0.95 crore was receivable from HUDA. However, EE of the Division stated (May 2017) that no funds were recoverable from HUDA as the drain does not pass through HUDA area. Thus, the estimate was incorrect and not based on correct data.

- Due to deviation from approved and contracted specifications, there was increase in estimated cost of the project. The department started the work against the administrative approval of ₹ 3.20 crore by entering into contract of ₹3.77 crore without submitting the case to State Government for seeking approval for the entire estimated cost.

- The EE did not submit revised estimate for enhanced quantities for obtaining revised administrative approval from the State Government before incurring expenditure on revised specifications as required under para 10.16.2 of the PWD Code.

The EIC, PHED, Haryana stated (January 2017) that due to change of specifications in the work, the revised estimate of the work amounting to ₹7.15 crore has been technically cleared in January 2017. Thus, the specifications were changed and work was executed with changed specifications without the approval of the Engineer-in-Chief. The revised project of ₹7.15 crore has been got approved from the State Government in March 2017 but the EIC had not enhanced the agreement for want of explanation for execution of work beyond the provisions without approval of the competent authority (July 2017).

Thus, the Executive Engineer executed the work with higher specifications on his own, resulting in construction of only 38 *per cent* RCC drain work with the sanctioned amount. The work remained incomplete (August 2017) leading to idle expenditure of ₹ 3.11 crore. Besides, intended benefits could not be derived even after a period of more than two years from scheduled date of completion, as the waste water was accumulating outside the partially remodelled drain along the road.

The matter was referred (May 2017) to the Government for comments; the reply was still awaited despite issuance of reminders in July and November 2017.

3.7 Irregularities in procurement of chlorination plants

Public Health Engineering Department procured 131chlorination plants for ₹ 6.39 crore in violation of Financial Rules, State Government's policy guidelines for procurement of stores and PWD Code. Besides, undue financial benefit was extended to an agency by paying maintenance charges of ₹ 2.27 crore in advance.

As per Rule 2 of the Store Purchase Rules contained in Appendix 14 of the Punjab Financial Rules, Volume II (as applicable in Haryana), the purchase of country made machinery, imported machinery and equipment and all the other stores available ex-stock in India shall be made through the Directorate of Supplies and Disposals (DS&D), Haryana. Para 13.6.3 (l) of PWD Code provides that the amount of the tender shall not be artificially pitched low with the sole purpose of keeping it initially within the tender accepting limit of a particular authority and subsequently enhancing the tender amount to the full cost of work.

The Executive Engineers (EEs) of three[36] test checked Public Health Engineering (PHE) Divisions invited 45 tenders between October 2013 and November 2014 for providing and commissioning gas chlorinators on 45 water works. The tenders were for supply of Regal USA/EcoChlor of M/s Chemical Injection Technologies (CIT), (USA) make complete in all respects with comprehensive maintenance period of three years of complete system[37]. Only two agencies 'A' and 'B' participated in each tender. Agency 'A' was sole distributor of M/s CIT (USA) in India and agency 'B' was dealer under the agency 'A'. So there was no competition at all. All the 45 works were allotted to agency 'A' at ₹ 4.49 lakh to ₹ 4.95 lakh for each unit between October 2013 and December 2014. The scope of agreements was enhanced from 45 units to 131 units and a payment of ₹ 6.39 crore including maintenance cost was made by these three PHE Divisions between February 2014 and March 2017 as detailed in ***Appendix 3.2***.

[36] (i) Tosham, (ii) Ambala City and (iii) Mohindergarh.

[37] The complete system consists of (a) Vacuum regulator (b) Measuring glass tube (c) Ejector (d) P F tubing (e) Spanner with cylinder opening key (f) Ammonia Gas (Liquid) of leaking test (g) 1" dia PVC pipe with PVC fitting, ball valve, etc. (h) 2 No. filled chlorine gas cylinder capacity 100 kg duly certified and approved by BIS and Explosive Department, Government of India (i) Electronic Chlorine gas leak detector with sensor and hooter (j) Eye goggles and (k) mask with canister.

During scrutiny of records audit observed the following:

- As per para 5 of the policy guidelines (May 2010) on procurement of stores issued by the State Government, also reiterated by the Engineer- in- Chief (EIC) in August 2013, the specifications should be framed with a view to encourage competition rather than restricting/discouraging the same. The specifications of machinery shall be of generalised nature and may not be manufacture/brand/make specific. Moreover, the Department neither procured chlorination plants through DS&D nor consolidated the requirement which was against the provisions of financial rules and provisions of PWD Code.

The EEs invited tenders for gas chlorinators of particular make. There was no justification on record for procurement/installation of chlorinators of particular make and for giving preference to imported chlorinators against indigenous chlorinators.

- As per para 10.1.1 of the PWD Code, the estimate of a work is necessary as it brings out the background and necessity of the proposed work and tells in advance the expenditure likely to be incurred.

It was noticed that neither estimates were prepared for these 131 chlorination plants nor calculation sheet and necessary documents for deriving their cost was available with the divisions. Tenders were invited for each chlorination plant by showing composite cost of the plant between ₹ 4.50 lakh and ₹ 4.98 lakh each and allotted on the bid submitted by the agency for composite cost between ₹ 4.49 lakh and ₹ 4.95 lakh. Necessity for installation of chlorination plants on these works were also not on record. This shows that the DNIT was deliberately prepared by keeping it within ₹ five lakh i.e. the limit for which e-tendering was not necessary and was also within the tender accepting limit of the EE.

The Additional Chief Secretary, PHED, Haryana stated (September 2017) that the chlorinators were installed at various water works keeping in view availability of funds after getting Detailed Notice Inviting Tender approved from the Superintending Engineer of concerned circles. It was also stated that due publicity was given through putting tender notice on website of the department as well as putting the tender notice on the notice board of the office as per instructions of Government at that time. However, the fact remains that the department instead of consolidating the requirement, invited tenders for individual units to keep the value of tenders less than ₹ five lakh.

- Audit further noticed that PHE Division No. 1, Kaithal had also got installed chlorination plants from the same agency between May and June 2013 and made payment of ₹ 3.15 lakh for each plant excluding maintenance cost. However, in the three test checked divisions audit noticed that the complete payments for the 131 Chlorination plants were made at the time of installation, including cost of comprehensive maintenance for next three years. Further, no record indicating dates when chlorine got exhausted, dates of periodic checkups, maintenance, hours of running etc. was maintained at divisional office or at site. In the absence of these documents, audit could not get any assurance that these plants were functioning properly and were being maintained regularly. Thus, the advance payment of ₹ 2.27 crore[38] for comprehensive maintenance for next three years tantamounted to undue financial benefit to the agency.

The Additional Chief Secretary, PHED stated (September 2017) that there were differences in chlorinators provided at Kaithal and there was provision of comprehensive maintenance of one year at Kaithal against three years at Tosham. The reply was not tenable as comprehensive maintenance was three years at Kaithal also and no payment was made for maintenance period in advance by that division. As such, making payment in advance was undue favour.

Thus, in violation of the Financial Rules, provisions of State Government's policy guidelines for procurement of stores and provisions of PWD Code, the department extended undue favour to an agency by procuring 131 chlorination plants in three PHE Divisions for ₹ 6.39 crore by calling individual local tenders for each plant instead of consolidating the requirement and calling a tender of high value. In absence of record relating to running and maintenance, proper functioning of these plants could not be ensured. Besides, an undue financial benefit of ₹ 2.27 crore was also extended to the agency by paying the maintenance cost of plants for three years, in advance at the time of installation.

3.8 Unfruitful expenditure on incomplete scheme and payment to an agency for work not done

Sewerage scheme remained incomplete after incurring expenditure of ₹ 16.73 crore. Besides ₹ 2.74 crore paid to an agency without actual execution of work at site.

Paragraph 6.5.1 of the PWD Code states that the Executive Engineer is responsible for the execution and management of all works within his Division including administration of contracts, quality of works and their timely completion. Paragraph 13.6.3 (i) provides that no payments outside strict terms of the contract or in excess of the contract rates shall be authorized without approval of the competent authority.

With the objective of improving infrastructure facilities and creating durable assets and quality oriented services in cities and towns, Government of India (GOI), Ministry of Urban Development launched a scheme "Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT)" under JNNURM in December 2005. As per the scheme, the funds were to be shared in the ratio of 80:20 between GOI and State Government. Fifty *per cent* of the central share was to be released by GOI as first installment and balance fifty *per cent* on receipt of utilization certificates for utilization of seventy *per cent* of earlier funds.

[38] Total payment of ₹ 639.27 lakh – (131 × ₹ 3.15 lakh) =₹ 226.62 lakh.

The State Government had approved (May 2010) the project for providing sewerage facilities in Ambala Sadar town for ₹37.28 crore under the scheme for laying sewerage network of 30.03 km with internal diameter (i/d) 150mm to 250mm and 2.02 km with i/d 800mm to 1000mm pipe. The project was subsequently revised (June 2012) for ₹ 37.20 crore for laying sewerage network of 44.68 km with i/d 200mm to 250mm and 2.02 km with i/d 800mm to 1000mm. GOI released ₹ 14.91 crore in November 2012 as first installment and the Director General, Urban Local Bodies, Haryana released total funds of ₹ 18.64 crore including state share of ₹ 3.73 crore to Public Health Engineering Department (PHED) for this project in the same month. Scrutiny of records revealed the following shortcomings:

(i) Scrutiny of records of the Executive Engineer (EE), PHED, Ambala Cantt. revealed that the EE entered into (between July 2012 and September 2013) eight agreements with five agencies for executing eight works for laying of 46.70 km HDPE sewer pipe lines and construction of manholes for ₹ 25.32 crore with a time limit of four and six months as detailed in ***Appendix 3.3*** to be completed between May 2013 and January 2014. But only 24.487 km sewer line was laid against 46.700 km due to non-finalisation of alignment by the EE. The laid sewer lines were also not got interconnected and the manhole chambers were not constructed (August 2017) which resulted in the project remaining incomplete beyond more than three to four years of target date of completion. The EE made payment of ₹ 14.65 crore to these eight works between May 2013 and August 2016. A total expenditure of ₹ 16.73 crore had been incurred (September 2016) on the incomplete scheme and further ₹ 10.67 crore was required for completing the work as per agreement. However, the Division has sought (September 2016) funds of ₹ 11.32 crore (including amount of refund of security) from the Government to complete the work and to make the laid sewerage system functional.

(ii) As the department failed to utilize total funds as scheduled, the utilization certificate in respect of the first installment was not sent to Urban Local Bodies (ULB) and remaining funds could not be obtained from GOI. On being asked by the Department in January 2015 for releasing balance funds, the Director, ULBs, Haryana intimated (January 2015) that the GOI closed the scheme with effect from March 2014 and balance fund for the completion of the project were to be arranged by State Government from their own sources.

(iii) As per Detail Notice Inviting Tender and contract document, payment for laying of sewer lines was to be made after laying the pipes in position as per specifications. But Audit observed that payment of ₹ 2.74 crore had been made to firm "C" without laying pipes against two agreements as indicated in ***Appendix 3.3***. As per terms of contract, only secured advance[39] should have been given to the agency against the security of material brought at site.

[39] Divisional Officer may, on written request from the contractor, sanction the advance and that a formal agreement is drawn up with the contractor under which Government secures a lien on the materials against losses due to the contractor postponing the execution of the work.

On being pointed out, the EE, PHED, Ambala Cantt. stated (November 2016) that the laid sewer pipes were fully functional and pipes for which part payment of ₹ 2.74 crore has been made were lying with the JE concerned and the work would be completed at the risk and cost of the agency. However, records such as bills of pipes, duly verified material at site register and physical verification report was not made available to audit in support of the custody of pipes with the JE concerned. The trunk sewer line of 1000 mm internal diameter has not been laid so far (August 2017) and no work has been executed at site since April 2016. The alignment problem, due to which the works were stopped has not yet been resolved (October 2017). The EE also intimated (July 2017) that a vigilance inquiry has been initiated in the case and work has been stalled for want of funds.

Thus, due to failure on the part of EE in deciding proper alignment for laying pipes at the time of planning of project and in taking appropriate action for construction of manhole chambers, joining the laid sewer with existing sewer, the project could not be commissioned after incurring an expenditure of ₹ 16.73 crore. This resulted in non-achievement of objective of improving infrastructure facilities for providing sewerage facilities in Ambala Sadar town. Further, due to inordinate delay in executing the work, Department failed to receive central funds of ₹14.85 crore. Besides, ₹ 2.74 crore was released to an agency in violation of terms of contract.

The matter was referred to the Government for comments in July 2017.Their reply was still awaited despite issuance of reminders in August and November 2017.

3.9 Non-functional drinking water scheme due to non-acquisition of land

Non-acquisition of land resulted in unfruitful expenditure of ₹ 1.55 crore on an incomplete water supply project for village Jindran, district Rohtak.

Paragraph 10.1.3 of Haryana Public Works Department (PWD) code provides that while preparing the estimate of any project, the site shall be inspected to ascertain field conditions including availability of land. Paragraph 10.7.2 of the code *inter-alia* further provides that while taking up work of water supply schemes, the preparation of detailed project report including feasibility study is required to examine a proposal from technical, financial and other parameters. Further, paragraph 15.2.1 (a) of the code provides that necessary approval from Forest Department has also to be obtained.

The Member Secretary, Water Supply and Sewerage Board, Haryana approved (November 2012) a canal based independent water works for village Jindran in District Rohtak for providing drinking water, for ₹2.15 crore. As per the approved estimate, the canal water for the water works was to be obtained from Katesra Minor through a 2975 metres long inlet channel of Reinforced Cement Concrete (RCC) pipe of 350 mm dia, 1,000 metre was to be laid on roadside on forest land, 1043 metre on *katcha* road/ other type of land and 932 metre on private land.

Accordingly, the provision for acquisition of private land of 0.4322 acres was made in the estimate by the Public Health Engineering Department (PHED) The work[40] of construction of water works including inlet channel was allotted (May 2013) to an agency at a cost of ₹ 1.85 crore for completion within 12 months. Construction of Water Works and inlet channel on 1,000 metre on roadside on forest land and 1043 metre on *katcha* road/ other type of land was completed (July 2017) and the PHED had incurred an expenditure of ₹ 1.55 crore[41] against the approved estimate of ₹ 2.15 crore so far.

Scrutiny of records of the Executive Engineer (EE), PHE Division No. I, Rohtak, revealed that the work of construction of 932 metre of inlet channel remained incomplete as the Department did not acquire the private land on which this portion was to be executed. Audit further noticed that no correspondence was made by Executive Engineer with higher authorities to acquire the land except making one communication in July 2013. The land has not been acquired and no construction has been made so far (July 2017). Audit also observed that the work of construction of inlet channel was executed through the forest land without obtaining permission from the Forest Department.

The EE stated (June 2017) that a small portion of the inlet channel (i.e. 932 metre) was lying incomplete for want of acquisition of land and a katcha (i.e. temporary) channel has been constructed for this portion. The construction of pucca (i.e. permanent) channel would be feasible only after the acquisition of land. Thus, the Department did not acquire the land even after a period of more than four years of allotment of work. Besides, construction of a Katcha channel was not useful as project for regular drinking water supply was not operationalised due to non-acquisition of land.

Thus, the allotment of the work without ensuring the availability of land, in violation of provisions of PWD code, resulted in unfruitful expenditure of ₹ 1.55 crore.

The matter was referred to Government in July 2017 for comments. The reply was awaited despite issuance of reminders in August and November 2017.

3.10 Non-functional water supply scheme for want of raw water

Water supply scheme of village Balali (Bhiwani) remained non-functional due to non-identification of source of raw water rendering the expenditure of ₹ 1.36 crore unfruitful.

Paragraph 10.12.2 of Public Works Department (PWD) code provides that estimate of water supply works shall include examination of source of water, its potential and quality, seasonal variations, alternative source of water which can be tapped or developed. In case of canal based schemes, quantity of water likely to

[40] 2,975 metre long inlet channel of RCC pipe of 350mm dia, one number Storage and Sedimentation tank, two numbers section well, one number RCC high level tank, one number RCC filter bed, one number RCC clear water tank etc.

[41] 80 *per cent* work has been completed so far.

be available must be assured. Paragraph 10.7.2 of the code *inter-alia* provides that while taking up work of water supply schemes, the preparation of detailed project report including feasibility study is required, to examine proposal from technical, financial and other parameters.

The Water Supply and Sewerage Board, Haryana approved (April 2013) an estimate of ₹1.66 crore for providing a canal based independent water works scheme at village Balali in Bhiwani District for supply of potable water. The raw water for the water works was to be arranged from Dudhwa minor, which is at a distance of 1,000 metres from the site of water works of village Balali. The estimate had a mention that the consent for drawing canal water had been obtained separately from Irrigation Department along with other water works. However, Audit observed that neither the name of village Balali, nor water works Balali was found included in the raw water proposal.

Scrutiny of records of the Executive Engineer (EE), Public Health Engineering (PHE) Division, Charkhi Dadri revealed that despite raw water source not being confirmed, the work of construction of water works at village Balali was allotted (January 2014) to a contractor at an estimated cost of ₹ 0.84 crore with completion period of nine months. The contractor executed the water works such as construction of Storage and Sedimentation Tank, High Level Tank, Filter Beds, etc. at a cost of ₹ 1.36[42] crore in October 2016. However, the water works could not be operationalised for want of raw water. Audit observed that the work was started without conducting feasibility study and without ensuring availability of raw water which was in violation of codal provisions. This clearly indicates failure of PHED to conceive and plan for the project in a holistic manner.

On being pointed out by Audit, the EE, PHE Department initially stated (April 2017) that a new proposal was under preparation for supply of raw water from Satnali feeder to water works at Balali as no water was available in Dudhwa minor. Subsequently, in May 2017, the EE stated that a new proposal for drawing raw water from Dudhwa minor was under preparation. Thus, the Department had failed to firm up raw water source for the water works. No arrangement for raw water for the scheme had been made (May 2017) even after four years from the date of approval of the scheme, resulting in unfruitful expenditure of ₹ 1.36 crore as the intended benefits of providing potable water to inhabitants of the village could not be achieved.

The matter was referred (June 2017) to the Government for comments; the reply was still awaited despite issuance of reminders in July and November 2017.

[42] Expenditure on works: ₹ 0.93 crore and cost of material: ₹ 0.43 crore.

Public Health Engineering and Environment Departments

3.11 Rejuvenation of River Ganga

Only two out of eight projects submitted to GOI were approved. The projects of Panipat and Sonipat had not been completed. The work of laying sewer lines commenced at Sonipat without proper survey. Two super sucker sewer cleaning machines costing ₹ 2.76 crore were transferred irregularly to non-Yamuna basin area. Five units closed by the Board were operating without compliance of provisions of the Act. Organic and bacterial contamination in Yamuna continued.

3.11.1 Introduction

Government of India (GOI) established the National Ganga River Basin Authority (NGRBA) in February 2009 to promote inter-sectoral coordination for comprehensive planning and management for effective abatement of pollution and conservation of the river Ganga. In July 2014, the Government launched Namami Gange, an integrated Ganga conservation mission as an umbrella programme for all ongoing as well as new ones to clean the Ganga. The major activities to be carried out under it were rehabilitation of existing Sewerage Treatment Plants (STPs), creation of new STPs, complete sanitation coverage for gram panchayats, development of model cremation/dhobi ghats, etc. In October 2016, NGBRA was dissolved and National Ganga Council (NGC) as an Authority was established for superintendence of pollution prevention and rejuvenation of river Ganga. In Haryana, two projects were sanctioned by GOI, Ministry of Environment and Forest, National River Conservation Directorate, New Delhi in July 2012 for Sonipat and Panipat towns at an estimated cost of ₹ 217.87 crore for pollution abatement of river Yamuna. The main components of the projects included construction of new sewer lines and STPs of 70[43] million litre per day (MLD) capacity and rehabilitation of existing 75 MLD capacity STPs. As against the release of funds of ₹ 188.12 crore (GOI share ₹ 141.39 crore; State Government: ₹ 46.73 crore), ₹ 184.58 crore were spent during 2012-17.

With a view to assessing whether there exists proper planning for abatement of pollution and projects were implemented properly to achieve their objectives, records of Engineering-in–chief, Public Health Engineering Department, two[44] works divisions covering the entire expenditure of ₹ 184.58 crore and three[45] regional offices of Haryana State Pollution Control Board were scrutinized during April-June 2017.

[43] One STP of 25 MLD at Jamalpur Khurd (Sonipat) and two STPs of 25 (Siwah) and 20 MLD (Jatal Road) at Panipat.

[44] Public Health Engineering Divisions, Panipat-II and Sonepat-II.

[45] (i) Yamunanagar, (ii) Panipat and (iii) Sonipat.

3.11.2 Planning

(i) The Public Health Engineering Department prepared (December 2010) master plans including STPs of six towns of Yamuna Action Plan-I and two additional towns i.e Rohtak and Bahadurgarh. Detailed Project Reports (DPRs) for sewerage were submitted to National Rural Conservation Directorate (NRCD) for approval and funding. The DPRs contained construction of sewerage lines, augmentation of existing STPs and construction of new STPs. The details of projects submitted to GOI, additional capacity of proposed STPs and their approval are given in **Table 3.3** below:

Table 3.3: Details showing projects submitted to GOI

Sr. No.	Name of Project	Month of DPR sent to GOI	Date of approval	Nature of work
1	Panipat	December 2010	July 2012	Two STPs (25 MLD and 20 MLD) and Strengthening of existing sewerage
2	Sonipat	December 2010	July 2012	One STPs (25 MLD) and Strengthening of existing sewerage
3	Gurugram	December 2010	Not approved	One STPs (25 MLD) and Strengthening of existing sewerage
4	Karnal	December 2010	Not approved	One STPs (20 MLD) and Strengthening of existing sewerage
5	Yamuna Nagar- Jagadhari	January 2011	Not approved	Two STPs (50 MLD and 15 MLD) and Strengthening of existing sewerage
6	Faridabad	January 2011	Not approved	Strengthening of existing sewerage
7	Rohtak	January 2011	Not approved	
8	Bahadurgarh	January 2011	Not approved	

Source: Information compiled from the records of the Department

As is evident from above, only two out of eight projects were approved in July 2012 by GOI. Balance six projects were neither rejected nor approved by GOI. The Department had not pursued the matter with GOI though five years had elapsed since the approval of two projects. As a result, the objective of controlling pollution in river Yamuna remained unachieved to a large extent.

The Department stated (July 2017) that the minutes of the meeting of GOI wherein the projects were approved were not available in their records. It was also stated that the matter was again referred in August 2012, but the Ministry had not approved the projects. Thus, the department had not pursued the matter effectively with GOI after August 2012.

(ii) Guidelines for preparations of project reports under National River Conservation Plan (December 2010) envisages that interception and diversion of drains and installation of STPs alone do not ensure carrying and treatment of all the wastewater generated through STPs. A holistic approach in preparing pollution abatement projects was required to be adopted which would include river basin approach and provision of an integrated sewer network up to house level. Slums and individual houses having no space for house hold installation of toilets shall be covered through community toilets. Further, provision for crematoria, dhobi ghats, cattle wallowing, river front development, solid waste management, etc., was also to be made. The new approach would ensure full coverage of the city and thereby transportation of entire sewage to STPs for optimal treatment and utilisation. Audit noticed that DPRs under the scheme were prepared only for construction of sewer lines, setting up of new STPs and rehabilitation of existing STPs. No provision was made for strengthening community toilet complexes, crematoria, dhobi ghats, cattle wallowing, river front development, solid waste management etc., in DPRs. The Department stated (July 2017) that the works relating to community toilet complexes, crematoria, dhobi ghats, cattle wallowing, river front development, solid waste management etc., were not under their scope. The holistic approach for pollution abatement was not, thus, adopted by the Public Health Engineering Department though it was the executive agency for the implementation of the projects.

3.11.3 Projects implementation

3.11.3.1 Non completion of the projects within stipulated period

As per Administrative approvals (July 2012) of the projects, projects were to be completed within 36 months from the date of approval i.e up to July 2015.Perusal of physical and financial progress reports for the month of July 2015 revealed that only 57 *per cent* and 56 *per cent* of the works was completed at Panipat and Sonipat respectively within the stipulated period of completion of projects. Further, scrutiny of records revealed that the project could not be completed even by March 2017 and the progress of the works at Panipat and Sonipat was 88 *per cent* and 96 *per cent* respectively. Under the scheme three new STPs were to be constructed (two at Panipat and one at Sonipat), but only one STP of 25 MLD at Panipat was made functional and other two STPs were still under construction (June 2017). Audit observed that the projects had been delayed due to not making timely payment to contractors and non- obtaining necessary clearance of sites from other departments.

Audit observed that as against the generation of 44 MLD sewage for Panipat, there was existing sewage treatment capacity of 30 MLD and balance 14 MLD untreated sewage was being discharged in drain Number 6 which subsequently joins river Yamuna. The Department stated (July 2017) that payments to contractors were delayed due to non-receipt of funds from GOI despite regular pursuance. However, no reply was furnished regarding delay in obtaining clearances from other departments. Thus, due to delay in completion of projects, discharge of untreated sewage continued in Yamuna resulting in water pollution.

3.11.3.2 Execution of work without conducting proper survey

Time overruns are likely to result in delay in use of facilities and cost overrun. To avoid delays, paragraph 16.37.1 (a) of Haryana PWD Code stipulates that the survey work should be thorough so that site conditions do not materially differ from what have been described in the tender.

Scrutiny of records of office of Executive Engineer, PHE Division No. 2, Sonepat revealed that the scope of the work of providing and laying of 1,100 mm and 1,400 mm dia pipe sewer was changed frequently as given in **Table 3.4**. Audit observed that the scope of the work was changed time and again due to non-availability of the land at the proper site for which proper survey was not conducted before commencement of work.

Table 3.4: Details showing the change of scope of the work

Particulars	1100 mm (in metres)	1400mm (in metres)	Amount (₹ in crore)	Date of allotment/ Date of revision	Scheduled date of Completion
Original scope of the work	1996	1500	7.09	01 January 2013	04 January 2014
1st revision	2075	0	3.94	30 August 2013	
2nd revision	2100	220	4.98	30 April 2014	

Source: Information compiled from the records of the Department

Thus, scope of the work was changed time and again, and the work could not be completed even after more than three years from the stipulated period of completion. Change of scope of work time and again shows that proper survey and planning for the execution was not done before awarding of the contract, which delayed the execution of the work.

The Department stated (July 2017) that land was to be purchased by another firm for construction of main pumping station but the land could not be purchased as no farmer was willing to sell land near the location. However, the pumping station was installed at a distance of 396 metres after purchasing the land from panchayat, due to which variation in scope of work occurred. The reply was not tenable as the Department should have purchased the land before commencement of the work and made the plan accordingly to avoid any change which may result in delay and extra expenditure.

3.11.3.3 Irregular enhancement of scope of works

Paragraph 13.6.3(1) of Haryana PWD Code stipulates that amount of the tender shall not be artificially pitched low with the sole purpose of keeping it initially within the tender accepting limit of a particular authority and subsequently enhancing to the full cost of the work. Further, paragraph 13.19.3 of the Code stipulates that understating the cost of the work at the time of inviting tenders and later going in for enhancement constitutes serious financial impropriety.

Scrutiny of the records of works revealed that estimated amounts of 21 works (***Appendix 3.4***) were kept below ₹ five lakh each for keeping within the tender capacity of the Executive Engineer and later the amount of the works was enhanced up to the extent of 17 times and got approved from next higher authority. As against the agreement amount of ₹ 0.48 crore, these works were got executed at a cost of ₹ 3.79 crore. Out of these works, five[46] works of ₹ 2.07 crore (exceeding ₹ 25 lakh in each case) pertaining to Panipat Division were approved by the Superintending Engineer whereas competent authority was Chief Engineer in these cases in terms of Finance Department notification dated 29 February 2008. Besides, 14 works (with value of more than ₹ five lakh in each case) aggregating to ₹ 7.67 crore were got executed at a cost of ₹ 15.42 crore ***(Appendix 3.4)***. This resulted in violation of Codal provisions, which deprived the Department of benefits of competitive

[46] Agreement Number 764, 915, 916, 922 and 923.

bidding inherent in the tendering process due to non-participation of agencies executing works of high value.

The Department stated (July 2017) that the scope of work was enhanced as per site conditions in public interest. It was also added that had the fresh tenders been called for, a lot of time would have been wasted and there was meager possibility of receiving lesser rates. The reply was not tenable as estimates should have been prepared after proper scrutiny and tenders should have been called for as per codal provisions.

3.11.3.4 Transfer of sewer cleaning machines to non-Yamuna basin areas

Super sucker sewer cleaning machines are used for cleaning and maintenance of large diameter sewer lines, storm water drains from greater depths in dry and wet conditions by high pressure water jetting and suction by high power blower. Four super sucker machines were procured (July 2014) for ₹ 5.51 crore two each by Panipat and Sonepat division under the projects. Audit, however, observed that two machines, one by each division were transferred (July 2014) to Sirsa and Kaithal districts under the orders of the Engineer-in- Chief. Transfer of these machines in non-Yamuna basin districts tantamounts to diversion of project funds of ₹ 2.76 crore. This hampered the maintenance of sewerage system in Yamuna basin areas. The Department stated (July 2017) that the machines were transferred to other districts as one machine each in Panipat and Sonepat district were sufficient for cleaning sewer lines. The reply was not tenable as main trunk sewer was choking for want of cleaning and 12 MLD untreated sewage was being discharged in Panipat town. In Sonepat also, complaint register revealed a number of complaints of sewer choking due to lack of cleaning. Therefore, transfer of machines outside the project area was not in order. The problem of choking could have been resolved speedily, had the machines not been transferred.

3.11.3.5 Public participation and public awareness

The benefits of involving public in the decision making process are immense. It greatly helps in increasing public understanding of pollution abatement and subsequently defusing conflicts on Government action by generating support of beneficiaries. It is necessary to formulate an effective public education, awareness and participation programme through workshops, seminars, street plays, city runs and riverside walks on issues such as house connections, water conservation at household levels and proper collection of garbage. Active involvement of students and teachers community in schools and colleges can greatly help in achieving the objectives. Scrutiny of records of projects revealed that out of earmarked funds of ₹ 2.67 crore under the head Public Partnership and awareness for Panipat project, funds of ₹ 0.48 crore i.e. 18 *per cent* were spent on organizing 40 seminars while no expenditure was incurred on awareness for Sonipat project although funds of ₹ 1.95 crore were provided for the purpose. Thus, adequate attention was not paid towards public awareness programme as only ₹ 0.48 crore was spent against the provision of ₹ 4.62 crore.

3.11.3.6 Water pollution by industries

Haryana State Pollution Control Board (HSPCB) is responsible for implementation of Water (Prevention and Control of Pollution) Act, 1974. Section 24 of the Act prohibits entry of all poisonous, noxious or polluting matter (whether directly or indirectly) into any stream.

Scrutiny of records of selected Regional Offices of HSPCB revealed that 149 industrial units were served show cause notices during 2012-17 due to non-installation of mandatory pollution control devices on effluent discharge to meet the prescribed norms of emission. It was further noticed that out of these 149 industrial units, the show cause notices were revoked in respect of 93 industrial units as the effluent was found within prescribed norms on re-sampling. The remaining 56 industrial units had not complied (July 2017) with the norms. The Board issued closure notices to 45 units during 2012-17 and in case of 11 units compliance by the unit remained to be ascertained by the Board (May 2017).

Test-check of records of Central Excise and Service Tax Department revealed that five metal industrial units of Yamunanagar out of 45 units ordered to be closed by HSPCB under Water (Prevention and Control of Pollution) Act, 1974, were running and were discharging untreated effluent (July 2017).

Thus, there was no formal institutionalized system in the Board to periodically oversee and ensure that the units closed by the Board were not operating without compliance of provisions of the Act.

The HSPCB stated (August 2017) that the status of units ordered to be closed would be got investigated through its regional offices and action would be taken against defaulting units. It was also added that Board was in process of framing a new inspection policy for inspection of sealed/closed units to ascertain the compliance of closure orders.

3.11.4 Impact

According to Central Pollution Control Board criteria, Bio chemical Oxygen Demand[47](BOD) level of river water should be less than 3 mg per litre. The results of sample taken by Haryana State Pollution Control Board for upstream and downstream of river Yamuna of Panipat towns showed that the BOD level was in excess of norms as detailed in **Table 3.5** below:

Table 3.5: Details of BOD level in excess of norms

Year	Panipat (Mean BOD level mg/l)	
	Upstream	Downstream
2012-13	2.90	4.20
2013-14	2.00	2.45
2014-15	2.40	5.47
2015-16	3.20	4.50
2016-17	3.19	4.40

Source: Information compiled from the records of the Department

47 Standard method for measurement of amount of organic pollution in a sample of water.

As is evident from above table, the quality of water is deteriorating after discharge of sewage and effluent in Yamuna of Panipat town.

The sewage and effluent of Yamunanagar town was being carried through a ditch drain which falls in Yamuna River through Dhanura escape in Karnal District. The BOD level at downstream of Karnal was recorded upto 110 mg/litre and mean level was 56.35 mg/litre during 2016-17[48] against the desired standard of less than 3 mg per litre.

Thus, due to delay in implementation of the projects, untreated sewage and industrial effluent was being discharged in river Yamuna resulting in continuation of organic and bacterial contamination of river Yamuna.

3.11.5 Conclusion

Only two out of eight projects submitted to GOI were approved. The projects of Panipat and Sonipat had not been completed even after two years of their scheduled date of completion. The work of laying sewer lines was commenced at Sonipat without proper survey resulting in non-completion of work after lapse of more than three years. Two super sucker sewer cleaning machines were transferred irregularly to non-Yamuna basin area. Adequate attention was not paid towards public participation and awareness activities as only ₹ 0.48 crore were spent as against the provision of ₹ 4.62 crore. There was no formal institutionalized system in the Board to periodically oversee and ensure that the units closed by the Board were not operating without compliance of provisions of the Act. Due to discharge of untreated sewage and industrial effluent in Yamuna, organic and bacterial contamination in the river continued.

These points were referred to the Government in July 2017 and further reminder was issued in November 2017 but their reply was still awaited.

Public Works Department (Buildings and Roads)

3.12 Premature deposit of funds with Railways

State funds of ₹ 30.42 crore were deposited prematurely with Railways for construction of low height subway. Survey and planning work has not yet been finalised even after a lapse of more than three years. This resulted in loss of interest of ₹ 8.65 crore to the state exchequer.

Rule 2.10(a) of the Punjab Financial Rules (adopted by Haryana) provides that every Government servant is expected to exercise the same vigilance in respect of expenditure incurred from public money as a person of ordinary prudence would exercise in respect of the expenditure of his own money and expenditure should not be prima facie more than the occasion demands. Paragraphs 732 and 1845 of the Indian Railways Code for the Engineering Department (IRCE) provide that for executing works for and at the cost of other Government departments, the Railways will charge two *per cent* of the estimated cost of the project (for works

[48] Samples for the earlier period were not collected by the Board.

costing over ₹ 1,00,000) for meeting plan and estimates. Further Paragraph 735 provides that no work should be commenced till a detailed estimate for the same has been accepted by the department concerned and sanctioned by the competent railway authority. Paragraph 8.4.4 of the PWD Code also stipulates same provision for carrying out deposit works by PWD (B&R) which provides for demanding the cost for preparation of estimates and thereafter asking for funds after acceptance of design and estimate by the client department.

The Railways proposed (June 2012) to construct a low height subway (LHS) at km 29/4-5 in between Malgodam Road to Anajmandi and across line par at Bahadurgarh on deposit basis and demanded ₹ 52.90 lakh (two *per cent* of estimated cost of ₹ 26.45 crore) as survey and planning charges for starting the process. PWD (B&R) deposited ₹ 52.90 lakh in April 2013 for carrying out survey and planning work. In August 2013, the Railways sent a correction letter stating that estimated amount may be considered as ₹ 31.04 crore. The department deposited the entire amount of ₹ 31.04 crore in December 2013 (₹ 0.53 crore in April 2013 and ₹ 30.51 crore in December 2013) without any specific demand from railways. Audit observed that only two *per cent* i.e. ₹ 62.08 lakh in accordance with corrected estimate was payable to the Railways and remaining funds were required to be deposited only after getting the plan approved from the office of General Manager, Northern Railway.

After two years, in May 2015, the Railways sent a draft general arrangement drawing (GAD) for acceptance by PWD (B&R) and subsequent approval from the competent authority of Railways. In December 2015, the department rejected the GAD with a request that the LHS may be constructed as per initial proposal sent by PWD (B&R) i.e. original site plan. The Railways showed their inability to construct the LHS as per original site plan citing the reason of approach ramp near the goods platform. Later the Department accepted the same GAD in July 2016. But the Office of the General Manager, Northern Railway has not accorded administrative approval to the project (April 2017) as the land leasing in this case requires approval of Railway Board. As a result of depositing the entire amount prematurely without ensuring the administrative approval from the competent Railway authority, ₹ 30.42[49] crore were lying with Railways for more than three years resulting in loss of interest of ₹ 8.65 crore[50] to the State Government.

The Additional Chief Secretary, PWD (B&R) stated (October 2016) that the revised GAD of railway under bridge was accepted by Engineer-in-Chief, PWD (B&R) in July 2016 and necessary amount was deposited with Railway on their demand and only after receipt of detailed project report/estimate. The reply was not correct as the entire amount was deposited against the correction letter of August 2013 without reasonable demand from the Railways. In two earlier

[49] Total payment made ₹ 31.04 crore - ₹ 0.62 crore (two *per cent* advance) = ₹ 30.42 crore.

[50] Calculated from January 2014 to March 2017 at the weighted average rate of interest ranging between 8 and 9.83 *per cent* on Government borrowing during 2013-14 to 2016-17.

projects[51], the Department had initially deposited planning and survey charges only and balance amount was deposited in instalments on specific demand from Railways.

Thus, the Department failed to comply with laid down procedures for executing deposit works. Negligence, lack of financial prudence and non-adherence to the laid down Rules, procedures and practices regarding timelines for payments for deposit works led to ₹ 30.42 crore lying idle for more than three years. The project itself is sluggish as evident from the fact that administrative approval has not yet been accorded.

3.13 Construction and Maintenance of State Highways

Regular traffic census was not being conducted for assessing the need for widening and strengthening of roads, in the absence of which State Highways were not being widened/strengthened as per criteria and other important roads were also not being upgraded as State Highways despite their fulfilling the criteria. The laid down control mechanism was not followed in execution of works, resulting in excess expenditure of ₹ 12.53 crore over the administrative approval and execution of items of ₹ 3.43 crore not specified in detailed estimates without obtaining approval of the competent authority. The projects were delayed substantially leading to cost over-run of ₹ 1.58 crore and loss of revenue of ₹ 3.94 crore on account of toll fees.

3.13.1 Introduction

State Highways in Haryana are arterial roads linking district headquarters and important cities within the State and connecting them with National Highways or highways of the neighbouring States. The Public Works Department (Buildings and Roads) is responsible for the construction and maintenance of State Highways.

There were 31 State Highways in Haryana having total length of 2,416 kilometres (January 2013) which reduced to 27 with total length of 1,732 kilometres due to declaration of four State Highways as National Highways. The Department had incurred an expenditure of ₹ 1,114.97 crore during 2012-17 on strengthening, widening and maintenance of State Highways through 26 works Divisions.

To ascertain whether planning for construction and maintenance of State Highways was proper and works were executed economically and efficiently with due regard to codal provisions, records of eight[52] Divisions which incurred an expenditure of ₹ 443.56 crore on 58 State Highway works during 2012-17 were test checked between November 2016 and March 2017. The audit findings were referred to Government in May 2017 and the replies furnished by EEs concerned and endorsed (August 2017) by the Additional Chief Secretary, Public Works Department (Buildings and Roads) have been incorporated at appropriate places.

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[51] (i) RUB at Km. 37/8-9 on Kurukshetra- Narwana section.
(ii) RUB at Km. 35/4-5 on Kurukshetra- Narwana section.

[52] (i) Bhiwani, (ii) Kurukshetra-II, (iii) Gurugram-II, (iv) Rewari, (v) Charkhi Dadri, (vi) Karnal-I, (vii) Sirsa-I and (viii) Sirsa-II were selected by adopting Simple Random Sampling Without Replacement method.

Audit Findings

3.13.2 Planning

Efficient and timely delivery of services requires proper planning so that resources can be marshalled and required infrastructure developed in a systematic manner in tune with evolving needs. Scrutiny of records of test checked divisions revealed that planning was not efficient as traffic census was not conducted on a regular basis to assess the need of upgradation of roads and works were taken up on subjective judgment/ad-hoc /public demand basis as discussed below. Resultantly, widening and strengthening of roads was not done as per laid down criteria and Major District Roads (MDRs) were not upgraded as State Highways though these fulfilled the criteria of Indian Road Congress (IRC) Code.

3.13.2.1 Non-conducting of traffic census for State Highways

Indian Road Congress Code 108-1996 provides for estimation of future traffic on Highways for various purposes including ascertaining width and design of pavements.IRC Code: 9-1972 provides for estimation of traffic to be counted at each point at least twice every year (once during the peak season of harvesting and marketing and once during lean season) and each time the count should be made for a week, spread over seven consecutive days and 24 hours for each day.

Scrutiny of records of test-checked Divisions revealed that four divisions[53] had not been conducting traffic census on a regular basis as provided for in the IRC Code. Audit observed that traffic census was being conducted only at the time of submission of proposal for upgradation and strengthening of highways. Details of non-conducting of traffic census of five divisions for the last 2-5 years and conducting of traffic census only at the time of submission of proposal for upgradation of roads are given in **Table 3.6** below:

Table 3.6: Details showing position of conducting of traffic census

PWD (B&R) Division	State Highway	Name of road	Since when traffic census not conducted
Kurukshetra -II	SH-4	Kala Amb Brara Shahbad Thol Road Km 50.40 to 75.50	2012-13
	SH-6	Saharanpur Kurukshetra road Km 55.00 to 95.00	2012-13
	SH-7	Karnal Ramba Indri Ladwa Road Km 41.00 to 59.25	2012-13
Karnal-I	SH-9	Karnal Kachhwa Sambli Kaul Road	2015-16
	SH-8	Karnal Kaithal Road	2015-16
	SH-33	Nilokheri Karsa Dhand Road	2015-16
Rewari	SH-22	Bahadurgarh Jhajjar Kosli Nahar Kanina Road	2012-13
Sirsa-II	SH-32	Sirsa Ottu Rania Dabwali Road (Km 4.80 to 46.00)	2012-13
Gurugram -II	SH-26	Gurugram Pataudi Rewari Road Km 7.20 to 40.15	Census conducted in 2015-16 for submitting proposal for strengthening.
Sirsa-II	SH-23	Sardulgarh Sirsa Ellenabad Road (Km 29.00 to 78.56)	Census conducted in 2015-16 for submitting proposal for strengthening.

Source: Information supplied by the Department

53 (i) Kurukshetra-II, (ii) Rewari, Sirsa-II and (iii) Gurugram-II

EEs of three Divisions[54] stated (August 2017) that traffic census was not being conducted on regular basis. It was also added that traffic census was being conducted before strengthening and widening of roads while EE of Karnal-I Division stated that the regular traffic census was being conducted. The reply of the EE Karnal-I was not correct as traffic census of three roads had not been conducted since 2015-16. Regular traffic census was required to be conducted as per provisions of IRC code for identification of roads requiring upgradation, repairing and strengthening for proper planning. Thus, planning for strengthening and maintenance of roads was not based on actual traffic census and proposals were being prepared on subjective judgment/ad-hoc /public demand basis.

3.13.2.2 Non-widening and strengthening of roads

(a) Paragraph 7.2 of IRC Code 73: 1980 stipulates that there should be two lane roads with 7 metre wide carriage way which carry traffic of 10,000 passenger car units per day (PCUs) in both directions.

Scrutiny of records of test checked Divisions revealed that State Highway(SH-33) Nilokheri-Karsa-Dhand Road (Km 0 to 23), having traffic of 12,688 and 12,972 PCUs in 2011-12 and 2012-13 respectively, was operating with width of 5.5 metres as against the requirement of 7 metres as per IRC Code.

Audit further observed that though SH-33 was strengthened in 2014-15, the road was not widened to 7 metres as per requirement of IRC Code. The EE Karnal-1 replied (August 2017) that road could not be widened due to paucity of funds. The reply was not acceptable as there was no planning to undertake widening of the road in the first place and the Department never sought financial allocation for widening the road.

(b) Paragraph 10 of IRC Code 37: 2012 provides pavement composition on the basis of traffic on roads and strength of natural ground. Paragraph 5.3 of IRC Code 73:1980 further provides that the design speed[55] should preferably be uniform along a given highway. It is also desirable that design speed is not changed abruptly.

Safidon-Jind-Bhiwani road (SH-14) km 95.86 to 121.41 (25.55 km), under the jurisdiction of Bhiwani Division, had traffic volume of 18,738 PCUs (September 2013) and its existing crust was 225 mm. Keeping in view the traffic data, the design thickness was worked out (March 2013) to 730 mm by the Division and a case was submitted to EIC but the same was not approved due to paucity of funds. Thereafter, the work of scattered reaches of 15.31 km of laying 50mm bitumen macadam (BM) and 25 mm semi dense bituminous concrete (SDBC) only was executed in 2014-15 with an expenditure of ₹ 6.23 crore instead of raising the road upto 730 mm and widening it up to 10 metres as per IRC standards. It was also observed that remaining length of 10.240 km of road was raised and widened to 10

[54] (i) Kurukshetra-2, (ii) Sirsa-2 and (iii) Rewari.

[55] Design speed is a basic parameter to determine geometric features of new road during road design.

metres in 2011-12 with an expenditure of ₹ 19.03 crore. Thus, the full stretch of the road was not upgraded as per provisions of IRC Code. The varied width and crust strength in scattered reaches of road was a hindrance to smooth flow of traffic and can cause abrupt change in speed of traffic resulting in accidents. Further, reason for not approving the estimates has been stated as paucity of funds. This is not acceptable as there were savings of ₹ 32.74 crore in 2013-14. Besides long term planning should have been done for carrying out roads works as per IRC standards.

3.13.2.3 Non-upgradation of important roads as State Highways

Paragraph 3.3 of IRC Code 73–1980 defines State Highways as arterial routes which link district headquarters and important cities within the State and connect them with National Highways or highways of neighbouring States. Paragraph 7.2 of the Code further stipulates a 4-lane divided highway (having 14 metres width) where traffic is 20,000-30,000 PCUs.

Scrutiny of records of test checked Divisions revealed that the three roads connecting district headquarters had neither been upgraded as State Highways nor converted into 4-lane road though the volume of traffic in two roads was more than 20,000 PCUs The details of roads are given in **Table 3.7** below:

Table 3.7: Detail of important roads not upgraded as State Highways

Name of road	Traffic Volume in PCUs(Year)	Width of two lane road	Connecting district Headquarters
Dadri Bond Road (MDR 124)	35,225 **(2012-13)**	7 metres	Charkhi Dadri and Rohtak
Kurukshetra Kaithal Road (MDR 119)	22,008**(2012-13)**	5.5 metres	Kurukshetra and Kaithal
Hisar Tosham Bhiwani Road (MDR 108)	12,195**(2011-12)**	7 metres	Hisar and Bhiwani

Source: Information supplied by the Department

Audit noticed that the Department had not initiated any proposal for notifying these roads as State Highways to develop the roads with required specifications for smooth flow of traffic. The EEs concerned replied (August 2017) that all the three roads were under consideration for upgradation. However, the proposal had not yet been finalised (August 2017) and these roads were not notified as State Highways as per requirement of IRC code. On the other hand, three roads[56] that did not connect two district headquarters and therefore, fell short of criteria, were still declared as State Highways.

3.13.3 Execution of works

3.13.3.1 Excess expenditure over administrative approval

Para 9.3.10 of the PWD Code provides that where during execution of work, owing to increase of rates or other causes, the expenditure exceeds by more than 10 *per cent* of the administrative approval, the case for revised estimate should be sent at the earliest, preferably within one month of the knowledge that revised administrative approval will be required. If the tendered cost initially is 20 *per cent*

[56] (i) Siwani-Singhani Road in Bhiwani District (Traffic Density: 1,986 PCU) (ii) Tosham-Behal Road in Bhiwani District (Traffic Density: 6,802 PCU); and (iii) Sirsa-Rania-Dabawali Road in Sirsa District (Traffic census not conducted).

more than the amount of administrative approval, the work should not be allotted unless approval is obtained.

Audit observed that expenditure of ₹ 12.53 crore (43 *per cent*) was incurred in respect of four road works, in excess of the administrative approval for which approval had not been sought from the Government. Audit further noticed that the tendered cost was more than 20 *per cent* of the Administrative Approval (AA) in each case and the revised administrative approval was required to be obtained before allotment of work. But proposals had not been submitted as of August 2017 though the works had been completed three to five years back. The details showing the excess tendered cost and actual expenditure is given in **Table 3.8** below:

Table 3.8: Details showing excess tendered cost and actual expenditure

(₹ in crore)

Name of Road	Month of AA	Amount of AA	Tendered Cost	Excess of tendered cost over AA (percentage)	Expenditure	Excess Expenditure over AA	Date of completion
PWD (B&R) Division, Bhiwani							
Safidon Jind Bhiwani Road (SH-14) Km 95.86 to 121.40	November 2010	12.41	17.38	4.97 (40)	19.03	6.62	August 2012
Bhiwani Hansi Road (SH-17) Km 106.00 to 141.00	January 2011	10.73	13.80	3.07 (29)	14.32	3.59	August 2012
PWD (B&R) Division -I, Karnal							
Karnal Kachhwa Sambli Kaul Road (SH-09) Km 26.58 to 30.90	December 2010	4.50	6.52	2.02 (45)	6.32	1.82	May 2014
Karnal Kachhwa Sambli Kaul Road (SH-09) Km 30.90 to 32	January 2013	1.38	1.67	0.29 (21)	1.88	0.50	May 2014
Total		**29.02**	**39.37**	**10.35(36)**	**41.55**	**12.53(43)**	

Source: Data compiled from the records of the Divisions

The EEs concerned stated (August 2017) that cases would be submitted to competent authorities for revision of AA. The fact remains that the expenditure of ₹ 12.53 crore was incurred in excess of Administrative Approval without the approval of the Government, which was necessary to be obtained before allotment of works. This showed lack of internal control mechanism.

3.13.3.2 Non-preparation of revised detailed estimates

Para 10.1.8 of the PWD code stipulates that the detailed estimate shall be approved by the authority competent to accord technical sanction. Technical sanctions are prepared to ensure that proposals are technically sound, specifications are appropriate and estimates are realistic based on adequate data. Para 10.1.12 further stipulates that any change in the method of execution originally contemplated should be got approved from the competent authority.

Audit observed that Executive Engineers in three[57] divisions changed the quantities of some items such as thickness of water bound macadam, bituminous

[57] (i) Bhiwani, (ii) Kurukshetra-II and (iii) Rewari.

macadam, bituminous concrete, etc. at site in respect of four works[58] involving an extra expenditure of ₹ 3.43 crore executed between March 2013 and March 2016 without getting approval of competent authority as per details given in ***Appendix 3.5.*** Since the change in quantities was not submitted to higher authorities for approval justifying these changes, it could not be ascertained whether these changes were necessary and essential. The EEs of concerned Divisions stated (August 2017) that the quantities were executed as per the site requirements and revised estimate would be submitted to the higher authorities for approval. The fact remains that the works with changed design were executed without approval of Chief Engineer and laid down procedure was not followed.

3.13.3.3 Time and cost overrun

Time over-runs are likely to result in higher project cost, contractual claims, delay in the use of facility and possible loss of revenue. Scrutiny of records of test checked Divisions revealed that two works in two divisions were delayed inordinately resulting in cost overrun and loss of revenue due to non-imposition of toll fees, the details of which are given below.

Name of project	**Date of Start/ scheduled date of completion**	**Month of completion (Expenditure incurred)**	**Time overrun**	**Remarks**
Widening and Strengthening of Siwani-Singhani Road (SH-19) km 59.36 to 87.36 (26.80 km) in Bhiwani District	December 2009/ July 2011	March 2017 (₹ 13.75 crore)	68 months	The quantities of scarification of bituminous layer and providing bituminous macadam were reduced by the Chief Engineer without any justification while approving Detailed Notice Inviting Tender (DNIT) of the work. During the execution of work it was observed that the reduced quantities were required to be executed at site. A detailed estimate on allotted rates including the reduced quantities was submitted to the Chief Engineer by the Division in May 2012. But the same was not approved by the Chief Engineer. In the meantime the contractor left the work in September 2012 due to indecision about the quantities of work. Thereafter the DNIT for balance work by adding the reduced quantities of the original DNIT was approved by the Chief Engineer and the work was got executed during 2015-17 for ₹ 6.98 crore which could have been executed at a cost of ₹ 5.40 crore from the original contractor. This resulted in extra expenditure of ₹ 1.58 crore. Thus, the work was delayed due to reduction of quantities without justification coupled with non-approval of revised estimate on allotted rates by the Chief Engineer. The SE, Bhiwani accepted (August 2017) the audit findings. However, the Chief Engineer did not explain the reasons for reduction in quantities in original DNIT.
Widening and strengthening of Karnal Ramba Indri Ladwa Road km 20.500 to 41.00 (SH-7)	December 2012/December 2013	March 2015 (₹ 26.19 crore)	15 months	The work was completed by the contractor after a delay of 15 months. The time extension sought by the contractor on the grounds of shortage of material, lengthy rainy season, non-availability of labour and unsuitable winter season for bituminous work, was rejected by the Department (January 2015). The new incumbent SE Ambala moved a case for time extension in June 2015 and July 2015 to EIC by justifying the position of agency in detail such as non-availability of earth of CBR 6%, heavy traffic, delay in release of payment to the

58 (i) Rewari-Shahjhanpur Road (SH-15), (ii) Subana-Kosli-Nahar-Kanina Road (SH-22) Km 63.25 to 67.75, (iii) Saharanpur-Kurukshetra Road (SH-6) Km 76.15 to 85.00 and (iv) Safidon-Jind-Bhiwani Road (SH-14) Km 95.860 to 121.41.

Name of project	Date of Start/ scheduled date of completion	Month of completion (Expenditure incurred)	Time overrun	Remarks
				contractor, etc. On the recommendation of the SE, the EIC allowed (June 2016) time extension upto March 2015. The extension of time was not justifiable as the extension was granted on the same ground on which extension was rejected earlier in January 2015. Undue favour was extended to the contractor. The State Government had notified the road as Toll Road in May 2014. But due to non-completion of work by the agency the toll could not be levied between June and November 2014 resulting in loss of ₹ 3.94 crore [59] approximately to the State exchequer. The SE concerned replied (August 2017) that originally the time limit was deliberately kept at lower side for safeguarding the Government exchequer from unnecessary burden on account of escalation charges. The reply was not acceptable as the work should have been got completed within the allotted time limit as per agreement and toll should have been levied as per Government orders.

Thus, there were substantial delays in execution of works resulting in extra expenditure of ₹ 1.58 crore and loss of revenue of ₹ 3.94 crore due to delayed levy of toll fee.

3.13.3.4 Non-provision of proper drainage

Paragraph 11.1 of IRC Code 37-2012 code states that performance of a pavement can be seriously affected if adequate drainage measures to prevent accumulation of moisture in the pavement structure are not taken. Some of the measures to guard against poor drainage conditions are maintenance of transverse section so as to facilitate quick run off of surface water and provision of appropriate surface and sub-surface drains where necessary.

In Bhiwani-Jind road from Km 95.860 to 121.410, the work was executed at a cost of ₹ 6.23 crore in 2014-15. Audit observed that no provision was made for surface drainage (side drains) which resulted in accumulation of moisture in the pavement structure and washing away of the road crust in the rainy season of 2016 at village Tigrana km 117.800 to 118.800. An expenditure of ₹ 22.45 lakh was incurred in March 2017 on repair of the road. Thus, non-provision of adequate drainage on the road due to negligence of the Department resulted in avoidable expenditure of ₹ 22.45 lakh on repair of the road. Besides, damaged road hindered the smooth flow of traffic.

The EE, Bhiwani stated (August 2017) that drains on both sides of road were to be constructed by the village Panchayat and the case for undertaking construction was under consideration. Thus, the road was constructed without providing drainage which resulted in avoidable expenditure of ₹ 22.45 lakh on repair of road. There was no document to support departmental contention that the village Panchayat agreed to construct side drains (October 2017).

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[59] ₹ 65,61,111(The rate at which the contract for collection of toll was given) x 6 months (i.e. June 2014 to November 2014) =₹3,93,66,666.

3.13.3.5 Non-use of waste plastic in bituminous mix

Safe disposal of waste plastic is a serious environmental problem. Being a non-biodegradable material, it does not decay over time and even if dumped in landfills, finds its way back in the environment through air and water erosion, can choke the drains and drainage channels, can be eaten by unsuspecting grazing animals causing them illness and death and can contaminate the construction fill. It has been brought out in paragraph 1.3 of IRC: SP: 98-2013 that waste plastics have potential for use in bituminous construction as its addition in small doses of about 5-10 *per cent*, by weight of bitumen helps in substantially improving the stability, strength, fatigue life and other desirable properties of bituminous mix, leading to improved longevity and pavement performance.

Audit observed that though waste plastic was being used in the projects of Pradhan Mantri Gram Sadak Yojana and National Highways, the Department had not taken initiative for using waste plastic in bituminous mixtures on the projects of State Highways as of August 2017. Thus, the Department had not complied with the codal provisions to reduce the problem of disposal of waste plastic.

3.13.4 Conclusion

Widening and strengthening of roads is vital for making them efficient to handle increased traffic with expanding economy. The Department was not undertaking regular traffic census for objective assessment of the need for widening and strengthening of roads, in the absence of which, various works were being done on *ad-hoc* basis. State Highways were not being widened/strengthened as per laid down criteria and other important roads were also not being upgraded as State Highways despite their fulfilling the IRC criteria. The laid down control mechanism was not followed in execution of works, resulting in excess expenditure over the administrative approval and execution of items not specified in detailed estimates, without obtaining approval of the competent authority. Two projects were delayed substantially leading to cost over-run and loss of revenue. Environmental issues were also not addressed as waste plastic was not being used in bituminous mix though specified in the IRC Code.

Revenue and Disaster Management Department

3.14 Extra burden of interest due to parking of funds outside the Government Account violating Government instructions

Funds were kept outside Government account in contravention of codal provisions and instructions of Finance Department which resulted in increased interest burden of ₹15.81 crore. Besides, interest of ₹9.52 crore earned on savings bank accounts has also not been deposited in Government account.

As per Para 9.4 and 12 of Punjab Financial Rules and Para 4.64 and 4.65 of Punjab Subsidiary Treasury Rules as applicable to Haryana, undisbursed amount of compensation for the acquisition of land for public purposes are required to be deposited by the Land Acquisition Collectors (LAC) in the Treasuries operating a Revenue Deposit (RD) account for this purpose.

As per instructions of Finance Department (FD), Government of Haryana dated 02 December 2011, operation of bank accounts in the name of Head of Department or in the name of DDO was not appropriate and needed to be stopped with immediate effect. However, in cases of extreme circumstances where the procedure of operation of a bank account could not be done away with, then a detailed proposal should be sent to the Finance Department for opening/continuing operation of bank account. Further, Finance Department directed (June 2014) that in all land acquisition cases, the Department for which land is acquired will deposit the requisite amount in the RD account of the LAC through book transfer by submitting requisite bill in the treasury. Whenever the Land Acquisition Officer (LAO) has to make payment to any beneficiary, he will present the bill for withdrawal from RD account in the treasury and amount will be paid directly into the bank account of landowner through Electronic Payment System (EPS).

Scrutiny of records of the District Revenue officer-cum-Land Acquisition Collector, (DRO-cum-LAC), Panchkula, Fatehabad and Rohtak revealed that an amount of ₹ 737.71 crore[60] was deposited during 2012 to 2017 with these DRO-cum-LACs through bank draft/cheques for acquisition of land by the requisitioning departments. The DRO-cum-LAC, Fatehabad, Panchkula and Rohtak had deposited these amounts between June 2012 and May 2017 with various banks by opening 11 non-interest bearing current accounts (balance in these current accounts is now 'nil') and 58 saving bank accounts instead of opening project-wise Revenue Deposit Accounts in the Treasury, in violation of the financial rules and directions of Finance Department. As on March 2017, ₹ 54.37 crore[61] were still lying in these 58 bank accounts. Keeping the funds in savings and current bank accounts resulted in extra burden of ₹ 15.81 crore[62] (calculated by applying weighted average rate of interest ranging between 8 and 9.86 *per cent* on Government borrowing during 2012-17). Further, as per information made available to Audit, interest of ₹ 9.52 crore has been earned on 52 saving accounts but the same had not been deposited in Government account (October 2017).

On being pointed out (August 2016), DRO-cum-LAO Fatehabad stated (October 2016) that Deputy Commissioner had directed to deposit the amount in current accounts of different banks. However, subsequently, all funds were transferred to savings account. DRO-cum-LAO Panchkula stated (May 2017) that bank accounts of all schemes except HSIIDC have been closed after being pointed out by Audit and the balance amount has been deposited in Treasury but Bank account for HSIIDC scheme has not been closed so far as an inquiry was being

60 Panchkula: ₹212.21 crore, Fatehabad: ₹ 460.00 crore and Rohtak: ₹ 65.50 crore.

61 Rohtak: ₹ 39.47 crore, Fatehabad: ₹ 4.42 crore and Panchkula: ₹ 10.48 crore.

62 Fatehabad: ₹ 4.72 crore, Rohtak: ₹ 1.96 crore and Panchkula: ₹ 9.13 crore. This does not include the loss suffered in six bank accounts pertaining to DRO, Rohtak as monthly balance in these accounts was not made available to audit.

conducted by Vigilance Department. The reply of LAO, Rohtak was awaited (October 2017).

Thus, in violation of the financial rules and directions of the FD, these LACs kept huge amounts in various Bank accounts. Remedial action taken is only partial as entire funds have not yet been deposited in the treasury. By keeping huge amounts outside Government account, in contravention of codal provisions and in violation of principles of financial propriety, the Government suffered extra burden of ₹15.81 crore on account of interest. Besides, ₹ 9.52 crore earned as interest was also not deposited in Government Account.

The matter was referred to the Government, Revenue and Disaster Management Department in July 2017 for comments. Further reminders were issued in September and November 2017. Their reply was still awaited.

Technical Education Department

3.15 Development of Infrastructure in Technical Institutes for Skill Development

There was lack of planning as five out of seven new Polytechnics were not made functional despite spending ₹ 60.11 crore. Ten new Polytechnics were approved at ₹ 157.17 crore despite seats remaining vacant in existing Polytechnics. Basic infrastructure in existing Polytechnics was found lacking despite availability of funds. Boys' hostel was constructed at a cost of ₹ 4.98 crore without any demand and was lying unutilized. Some polytechnics faced staff shortage and pass percentage and campus placement of students was poor.

3.15.1 Introduction

Technical education plays a vital role in human resource development of the country by creating skilled manpower for enhancing industrial productivity. The Polytechnics in the State offer three-year diploma courses in engineering disciplines. As of March 2017, there were 11 Government Polytechnics, 12 Government Polytechnic Education Societies and four Government Aided Polytechnics in the State. The Director General (DG) Technical Education (TE) is the head of the Department and Principals of Polytechnics are responsible for imparting education and allied activities in the Institutions. Against the budget provision of ₹ 1,402.25 crore, an expenditure of ₹ 1,096.41 crore was incurred in the polytechnics during 2012-17.

To assess the development of infrastructure in technical institutes for skill development, Audit examined the records of DG, TE Department besides those of seven[63] out of 27 functional Polytechnics for the period 2012-17. The selection of

[63] (i) Ambala, (ii) Narnaul, (iii) Nilokheri, (iv) Cheeka, (v) Nathusari Chopta, (vi) Manesar and (vii) Vaish Technical Institute Rohtak.

polytechnics for test-check was done by adopting Probability to Proportional Size without Replacement (PPSWOR) method. The audit findings are detailed below:

3.15.2 Setting up of new Polytechnics

3.15.2.1 Non-functional Polytechnics

Government of India (GOI) identified (January 2009) seven[64] unserved and underserved districts of Haryana under coordinated action plan for skill development at a cost of ₹ 86.10 crore (₹12.30 crore per Polytechnic). Of the GOI assistance for each polytechnic, ₹ eight crore was to be spent on civil works and ₹ 4.30 crore on equipment, machinery, library books, etc. Any additional requirement of funds over and above the allocation of ₹ 12.30 crore was to be met by the State Government. Out of total grant of ₹ 86.10 crore, ₹ 67.64 crore had been released up to March 2017 by GOI.

Audit observed that out of seven polytechnics, construction work of only two Polytechnics (Cheeka in Kaithal and Lisana in Rewari) was completed and they were made functional from the year 2010-11. The construction work of buildings of four Polytechnics was completed in 2016-17 and construction work of Polytechnic, Nanakpura was still under progress although construction works were started between November 2013 and November 2014. Essential items such as furniture, machinery/equipment had not been purchased and sanctioning of posts of faculty/ staff was still under process. Thus, though the scheme was a priority item of GOI, yet classes have so far not been started (August 2017) in five out of seven Polytechnics due to non-availability of buildings despite expenditure of ₹ 60.11 crore ***(Appendix 3.6)***. Audit observed that the Department had not specified any time frame to complete the construction of Polytechnics. Due to non-utilization of released funds and non-submission of utilization certificates, GOI did not release ₹ 18.46 crore, out of ₹ 86.10 crore as of March 2017.

Further, Audit observed that ₹ 3.50 crore each was released (March 2015) to completed Polytechnics of Cheeka and Lisana, for purchase of equipment, machinery, library books, etc. However, machinery and equipment for ₹ 1.32 crore only was purchased and grants of ₹ 5.68 crore were lying unutilized (March 2017) with the polytechnics concerned.

The Department stated (August 2017) that classes were likely to be started from 2017-18 in three[65] Polytechnics and from 2019-20 at one Polytechnic located at Umri and that the machinery would be purchased after finalization of action plan for procurement of machinery and equipment. The fact, however, remains that even after incurring an expenditure of ₹ 60.11 crore, the objective of setting up of new polytechnics in five unserved and underserved districts has not been achieved. Even

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[64] (i) Fatehabad, (ii) Kaithal, (iii) Kurukshetra, (iv) Panchkula, (v) Panipat, (vi) Rewari and (vii) Yamuna Nagar.

[65] (i) Hathnikund, (ii) Dhangar and (iii) Jattal, Panipat.

now, the plan of the Department to start new polytechnics from 2017-18 may not fructify as more than half of academic year has elapsed (October 2017).

3.15.2.2 Setting up of new polytechnics without assessment of requirement

In addition to seven Polytechnics approved by GOI, the State Government decided to set up seven [66] new polytechnics from its own budget and gave administrative approval of ₹113.47 crore between April 2012 to June 2014. Administrative approval of ₹ 43.70 crore was accorded in December 2016 for construction of another three [67] polytechnics. Of the ten polytechnics, seven Polytechnics had been completed at a cost of ₹ 80.62 crore but none of these Polytechnics have been made functional as of August 2017. The Department stated (August 2017) that it had been decided by the State Government to hand over the buildings of three[68] polytechnics to Industrial Training Department for gainful utilization of the buildings. In remaining four[69] Polytechnics, the proposal for sanctioning of requisite posts of faculty/staff and procurement of furniture/machinery/equipment etc. was in process.

Audit observed that as against the intake capacity of 12,640 seats in the 27 functional polytechnics in the State, actual enrollment was 11,070 in 2012-13 which decreased to 8,556 (23 *per cent*) in 2016-17 ***(Appendix 3.7)***. Thus, the decision for setting up these new polytechnics was taken without proper assessment of the requirement of polytechnic courses and the creation of new Polytechnics in a scenario where seats in existing Polytechnics remained vacant, was inappropriate and indicated poor planning.

3.15.3 Upgradation of existing Polytechnics

3.15.3.1 Deficient basic infrastructure/facilities

The test checked polytechnics in their annual report to AICTE brought out deficiencies in infrastructure and facilities at the end of March 2017, the details of which are given in ***Appendix 3.8***. The main deficiencies were:

(i) Inadequate availability of Internet Bandwidth.

(ii) Inadequate number of computers to students in five Polytechnics

(iii) Inadequate workshop/Lab space in seven Polytechnics

Audit observed that GOI was providing Grants-in-aid (GIA) for up-gradation of 12 existing Polytechnics at the rate of ₹ 2 crore per Polytechnic under the scheme 'Sub-mission on Polytechnics under Coordinated Action for Skill Development'. The funds were to be utilized for purchasing new equipment and replacement of

66 (i) Shergarh (Kaithal), (ii) Neemka, (Faridabad),(iii) Indri (Mewat), (iv) Malab (Mewat), (v) Mandkola (Palwal), (vi) Jamalpur Shekhan (Fatehabad) and (vii)Chhappar (Bhiwani).

67 (i) Sadhaura (Yamunanagar), (ii) Dhamlawas (Rewari) and (iii) Sector-26, Pnchkula.

68 (i) Indri (Mewat), (ii) Jamalpur Shekhan (Fatehabad) and (iii) Chhappar (Bhiwani).

69 (i) Shergarh (Kaithal), (ii) Neemka, (Faridabad), (iii) Malab (Mewat), (iv) Mandkola (Palwal).

obsolete equipment, facilities for application of IT in teaching, learning and testing processes and creating infrastructure facilities for introduction of new diploma courses. The GIA was to be utilised within twelve months of the date of sanction. The Principals of the concerned Polytechnics in consultation with the Technical Education Department were required to prepare a comprehensive list of machinery/equipment and get the list vetted from National Institute of Technical Teachers Training and Research (NITTTR) of concerned region before making purchases. Out of ₹ 24 crore sanctioned for 12 Polytechnics, in the State, ₹ 15.31 crore was released by GOI. The remaining ₹ 8.69 crore was not released by GOI as of March 2017 due to non-utilization of released funds and non-submission of utilization certificates.

Out of seven test checked Polytechnics, this scheme was under implementation in five[70] Polytechnics. Audit observed that ₹ 6.91 crore was released as first and second installments of GIA between March 2010 and December 2016 by the Directorate to five Polytechnics. The polytechnics after getting the detailed specifications of equipment vetted from NITTTR (August 2015), submitted (August 2015) their proposal to Directorate. However, computers and peripherals worth ₹ 2.24 crore only, were purchased and grants of ₹ 5.08 crore including interest were lying unutilized (March 2017) in the bank account of Principals concerned ***(Appendix 3.9)***. Audit observed that the machinery had not yet been purchased; action plan for purchase of machinery had not been prepared even after two years of submission of proposal to the Directorate. Audit also observed that none of the Polytechnic courses in the State has been accredited by the National Board of Accreditation (October 2017). However, the State Government has sanctioned ₹ 115 crore for accreditation of 23 polytechnics in December 2016.

The Department stated that an action plan for the procurement of machinery and equipment had been prepared (August 2017) and the procurement process has been initiated. However, the fact remains that despite availability of funds in these Polytechnics, there were deficiencies in basic infrastructure/ facilities which were bound to have an adverse effect on quality of education.

3.15.3.2 Construction of hostels

There were 6 blocks of hostels (5 for boys and 1 for girls) in Polytechnic Ambala city with a capacity of 593 students (519 for boys and 74 for girls) as of January 2013. The occupancy rate of students was 31 to 58 *per cent* for boys' hostel and 22 to 73 *per cent* for girls' hostel during January 2013 to December 2016.

Audit observed that the State Government accorded administrative approval (February 2012) for construction of new Scheduled Caste boys' hostel. The hostel building was completed (June 2016) at a cost of ₹ 4.98 crore but was not put to use due to non-availability of students. It was further observed that when 16 *per cent* seats were vacant in Boys hostel, construction of new hostel was approved.

[70] (i) Ambala, (ii) Manesar, (iii) Narnaul, (iv) Nathusari Chopta and (v) Nilokheri.

Thus, due to ill planning expenditure of ₹ 4.98 crore incurred on construction of hostel remained unutilised. On the other hand, there was shortage of hostels facilities at Polytechnics located at Narnaul and Nathusari Chopta (Sirsa). The occupancy of hostels in these Institutes was in excess of capacity from 6 to 39 *per cent* in boys' hostel, Narnaul and 16 to 66 *per cent* in Nathusari Chopta and there was no hostel facility in Polytechnics located at Cheeka, Bhiwani, Narwana and Sampla. The Department should have instead addressed the issue of excess occupancy and non-availability of hostel facility in these Polytechnics.

The Department stated that (August 2017) due to sharp decline in admissions in polytechnics in the past few years, demand for the hostel has diminished considerably. The Department was silent regarding cases where there was excess occupancy. The reply is not tenable as there was no need for the additional hostels even at the time of according sanction of the hostel.

3.15.3.3 Stand Alone Language Laboratory

As per AICTE norms, a Stand Alone Language Laboratory was essential in the Institutes. These are attended by students who voluntarily opt for remedial English classes. Lessons and exercises are recorded on a weekly basis so that the students are exposed to a variety of listening and speaking drills. This especially benefits student who are deficient in English and also aims at confidence building for interviews and competitive examinations.

In GP Narnaul, 15 computers were installed in language laboratory in March 2007 but those were not in working condition (April 2017). The Institute has neither purchased new computers/language software nor made old system functional despite availability of funds. In Government Polytechnic Education Society, Manesar, the laboratory was not established (August 2017).

The Department stated during the meeting in July 2017 that the requirement of infrastructure (Computer and software) would be fulfilled early as the orders for supply of computers had been placed.

3.15.4 Other issues

3.15.4.1 Continuation of courses despite low demand

Out of test-checked Polytechnics, enrolment of students in three[71] Polytechnics in 10 diploma courses showed declining trend during 2012-17 and enrollment was less than 50 *per cent* of their intake capacity in 2016-17 (***Appendix 3.10)***. Further, in Government Aided Institute, Rohtak, four faculties for course on 'Office Management and Computer Application (OMCA)' and three faculties in course on 'Library and Information Science (LIS)'were posted during 2012-17. The enrollment came down from 10 to 8 *per cent* in LIS and 23 to 12 *per cent* in OMCA courses during this period. It was observed that these courses were not in demand but were still continuing. The Department did not take stock of decline in

[71] (i) Narnaul, (ii) Rohtak and (iii) Cheeka.

demand of these courses and had not planned to close/modify those courses or to introduce new courses according to demand.

The Department stated (August 2017) that due to overall declining trends in admissions in polytechnics, enrolment was not satisfactory. It was also added that a Departmental Committee has been constituted to review the courses running in various Government Polytechnics.

3.15.4.2 Staff shortage

As against 926 sanctioned posts in various categories of teaching and non-teaching cadres in test-checked Polytechnics, the actual strength was 496 while 430 posts were lying vacant ***(Appendix 3.11)***. Thirty nine *per cent* posts in teaching cadre and 56 *per cent* posts in non-teaching cadre were lying vacant as on 31 March 2017 in test-checked seven polytechnics.

Audit observed that the maximum staff vacancies was in courses, which had high enrollment. For instance Civil and Mechanical engineering courses had 74 to 100 *per cent* enrollment during batch 2009-12 to 2013-16. However, staff shortage was 54 and 44 *per cent* in Civil Engineering and Mechanical Engineering respectively ***(Appendix 3.12)***. Further, there was shortage in post of Junior Programmer, Laboratory Instructor, General English faculty, etc. which are required for all courses.

The Department stated (August 2017) that the department service rules were under preparation. However, the Principals of Polytechnics had been authorised to engage guest faculty.

3.15.5 Performance of the Institutes

3.15.5.1 Pass percentage of students

The overall pass percentage of the polytechnics students was 62 in the State and ranged between 60 and 68 *per cent* during 2011-16 ***(Appendix 3.13)***. Out of seven test checked Polytechnics, Institutes at Manesar, Nathusari Chopta and Cheeka had average pass percentage of 36, 41 and 44 respectively during 2009-16 which was much below the State average.

There was also wide variation in pass percentage among various courses within same Polytechnics as indicated in ***Appendix 3.14***. At Ambala polytechnic, Civil and Mechanical courses had pass percentage ranging from 70 to 89 in Civil Engineering and 79 to 86 in Mechanical Engineering whereas in Plastic Technology course pass percentage was only 11 to 58 during 2009-16.

The Department attributed (August 2017) the low pass percentage to the increased enrollment of rural students who have studied in Hindi medium up to matric level.

3.15.5.2 Campus placement

The main objective of the Department was to improve the employment of diploma holders through technical education. Audit observed that a campus placement cell had been established in all the Polytechnics. The Department fixed 75 *per cent* targets for placement of candidates who had completed their studies. Scrutiny of records in test-checked Polytechnics revealed poor campus placement of diploma holders during 2009-16 which ranged between 26 and 52 *per cent* ***(Appendix 3.15).*** The low campus placement was indicative of poor quality of education which defeated the very purpose for which these Institutes had been set up. Thus, the main objective of the department to improve the employability could not be achieved.

The department stated (August 2017) that Haryana State Board of Technical Education (HSBTE) has taken various measures to improve the soft skills of students by introducing courses relating to development of soft skills in all six semesters w.e.f. session 2017-18 which would improve the result as well as placements.

3.15.6 Conclusion

Instead of improving the quality of technical education in existing institutions, new Polytechnics were set up despite seats in existing Polytechnics remaining vacant. This indicated poor planning. Boys' hostel was constructed at a cost of ₹ 4.98 crore without any demand and was lying unutilized. No action plan for procuring/replacing machinery and equipment had been prepared. Further, basic infrastructure/facilities were deficient and there was shortage of manpower in polytechnics. Accreditation, a mechanism for quality assurance, had not yet been obtained. These deficiencies had adverse impact on quality of education; resultantly the pass percentage and campus placement of students was poor.

These points were referred to the Government in July 2017 and further reminder was issued in November 2017 but their reply was still awaited.

Town and Country Planning Department
(Haryana Urban Development Authority)

3.16 Failure to recover Government dues from a defaulter developer

Due to lack of co-ordination, Town and Country Planning Department and Haryana Urban Development Authority failed to recover Government dues of ₹14.29 crore as on June 2017 from a defaulter developer. Instead of recovering/adjusting the Government dues, developer was paid ₹ 14.34 crore.

As per Section 3 of the Haryana Development and Regulation of Urban Area Act, 1975 (the Act), the Town and Country Planning Department (TCPD), Haryana (the department) grants licences to any owner desiring to convert his land into a residential/ commercial/ industrial, etc colony. As per Rule 11(1)(c) of the Haryana Development and Regulation of Urban Area Rules, 1976 (the Rules), the applicant shall undertake to pay proportionate development charges. The proportion and the time within which payment of such development charges was to be made shall be determined by the Director, TCPD.

Test check of records of the Director, TCPD revealed that a licence for setting up of a Group Housing Colony (GHC) over an area measuring 8.77 acres in Sector-

23, Dharuhera (Rewari) was granted to a company in January 2007 under the Act. The External Development Charges (EDC) of ₹ 8.32 crore was to be paid either in lump sum or in ten half yearly installments along with interest and penalty, if any. The developer paid ₹ 2.15 crore including interest to TCPD in two installments up to September 2010 and amount of ₹ 10.22 crore (Principal:₹ 6.66 crore, Interest: ₹ 2.51 crore, and Penalty: ₹1.05 crore) was pending against the developer as of January 2011.

HUDA policy (June 2010) provides that if any approved licencee in an Urban Estate was willing to construct a master road in the same Urban Estate as per the specifications laid down by HUDA, he may be allowed to do so. HUDA allotted four works for ₹ 14.81 crore between March 2011 and April 2012 relating to construction of road, street light, plantation, etc. near the colony of the defaulting developer against whom EDC of ₹ 10.22 crore was pending (January 2011) which further increased to ₹ 14.29 crore at the end of June 2017 after adding interest and penalty.

As per the Clause 22A of the works contract, any sum recoverable from the contractor on any account by any Department of the Haryana Government was to be recovered from the payment due to the contractor. Further, the contractor was responsible to make good any defect attributable to the developer, which may develop or may be noticed during period of defect liability of five years from the date of completion. All such maintenance was to be carried out by the developer free of cost. In case the contractor failed to make good the defects, the Engineer-in-charge could employ other person to make good such defects and all expenses incidental thereto were to be borne by the contractor.

Audit observed that the Executive Engineer (EE), HUDA Division, Rewari, allotted the development works to the defaulting developer and also made payment of ₹ 14.34 crore[72] between July 2013 and October 2015 to the developer for above works. Audit further observed that though HUDA is under the administrative control of TCPD yet no mechanism has been evolved by the department to ascertain before allotment of development works to any developer, whether development charges have been paid by the developer as per schedule. Had a proper mechanism for co-ordination between TCPD and HUDA on this aspect been in place, TCPD would have been enable to recover outstanding EDC

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Sr. No.	Name of work	Date of allotment	Allotted amount (₹in crore)	Date of completion of work	Date of Payment	Amount paid to the developer (₹ in crore)
1.	Construction of road	22 March 2011	**9.65**	**20 April 2013**	09 July 2013	9.59
2.	Providing& fixing of kerb & channel interlocking paver block storm water drain	02 December 2011	**3.86**	**25 November 2013**	02 December 2013	3.66
3.	Providing street light	05 January 2012	**0.95**	**27 October 2012**	22 October 2013	0.95
4.	Turfing of lawn with fine grassing, planting of ornamental trees, Plants and shrubs including five years maintenance.	12 April 2012	**0.35**	**Incomplete**	06 October 2015	0.14
Total			**14.81**			**14.34**

of ₹14.29 crore as of June 2017. Thus, HUDA extended undue favour to a defaulting developer by making payment of ₹ 14.34 crore instead of deducting outstanding dues from the bills of the agency as per Clause 22A of the works contract.

Further, the firm was liable to keep and maintain the road for a period of five years free of cost from the date of completion. Audit observed that pot holes had developed on the road, drainage work undertaken by the developer was faulty and plantation work of only ₹0.14 crore out of total of ₹ 0.35 crore was executed by the developer. SDE Sub Division-1, Rewari intimated (January 2016) to the EE, HUDA Division, Rewari that despite repeated requests the developer had not repaired the road and the drainage system under liability period. HUDA failed to invoke the provision of defect liability period given in the contract and get the defects rectified by defaulter developer free of cost.

Thus, the Department did not initiate any action to recover Government dues and to penalize the developer. Instead, HUDA allotted works valuing ₹ 14.81 crore and made payment of ₹14.34 crore to the defaulting developer instead of recovering/adjusting outstanding Government dues of ₹ 14.29 crore. Besides, although the quality of works executed by the developer was sub-standard, HUDA failed to invoke risk and cost clause of the agreement to get the repair work done.

The matter was referred to Government, Town and Country Planning Department in July 2017 for comments. Their reply was still awaited despite issue of reminders in September and November 2017.

3.17 Idle expenditure due to non-providing of clear site

Allotment of work for laying of Master Water Supply Pipelines without ensuring availability of clear site not only led to idle expenditure of ₹ 4.12 crore but also intended benefits of water supply scheme to the residents of the area could not be derived.

Paragraph 10.1.3 of Haryana PWD Code provides that while preparing the estimate of any project, the site shall be inspected to ascertain field conditions including availability of land.

Scrutiny of records of the office of Executive Engineer (EE), Haryana Urban Development Authority (HUDA), Division No.III, Gurugram for the year 2015-16 brought out that a work of "providing master water supply scheme (Distribution mains) for new Sectors 58 to 115 (Zone-IV to VIII), Urban Estate, Gurugram" was administratively approved by Chief Administrator (CA), HUDA in January 2012. The work was allotted (November 2012) to a contractor for ₹ 6.36 crore and was to be completed within a period of six months from the date of allotment of work i.e. May 2013.

Audit observed that the work was taken up without conducting any feasibility study and ensuring availability of land as provided in the PWD Code. As a result, during execution, EE, HUDA Division No. III, Gurugram could not provide clear site to the agency around village Baliyawas as the work of the laying of pipeline falls across the '*revenue rasta*'[73] of the village. After completion of 72 *per cent* of work till January 2013, the work could not progress any further. Thus, the work was lying incomplete after lapse of more than four years. An amount of ₹4.12 crore has been paid (May 2014) to the contractor.

It was observed that villagers of Baliyawas refused to let the work be executed on *'revenue rasta'* as it goes to temple of the village and paver blocks had already been constructed on it. The EE had requested Tehsildar, Sohna in February 2014 to depute the concerned Girdawar and Patwari for marking the alignment for the water supply pipeline. However, no action has been taken by the Tehsildar, Sohna so far (August 2017). After February 2014, neither did EE, HUDA take up the matter with the higher authorities of Revenue Department to get the site cleared nor did he bring this to the notice of his higher authorities. Seventy two *per cent* of the work has been completed as of August 2017. In the absence of completion of remaining work, the laid pipeline could not be put to use. This resulted in idle expenditure of ₹ 4.12 crore.

The EE stated (March and August 2017) that since '*revenue rasta'* had already been constructed with paver blocks and goes to temple of Baliyawas, the villagers refused to have the water supply line laid. It was also intimated that proposal for realignment of the pipeline from south side of the village has been sent (August 2017) to Municipal Corporation, Gurugram. However, the approval was awaited (October 2017).

The reply validates the audit contention that HUDA did not conduct a feasibility study nor an inspection, to first ascertain the ground conditions. Reconstruction of '*revenue rasta'* with paver block could have either been avoided or taken up along with the water pipeline project if a proper feasibility study had been done beforehand. Further, lack of pursuance and laxity in follow up is evident from the fact that HUDA did not take up the matter with higher authorities of Revenue Department when the Tehsildar, Sohana failed to take any action for marking the alignment for laying of pipeline.

Thus, taking up project without proper feasibility study and lack of pursuance thereafter resulted in idle expenditure of ₹4.12 crore. Thereby residents of the area have been deprived of the intended benefits of water supply scheme, which should have been completed way back in May 2013.

The matter was referred to the Government for comment in April 2017. Their reply was still awaited despite issue of reminders in June and November 2017.

[73] Any pathway or access road which is documented or delineated in Government revenue record is defined as *revenue rasta*.

3.18 Incomplete recycled sewerage water distribution pipeline

Failure of Haryana Urban Development Authority to ensure availability of encumbrance free land for the project, even after lapse of more than three years from the proposed date of completion, rendered expenditure of ₹108 crore idle.

Paragraph 10.1.3 of Haryana PWD Code (Code) provides that while preparing the estimate of any project, the site shall be inspected to ascertain field conditions including availability of land.

Scrutiny of records of Executive Engineer (EE), Division No.II, Gurugram showed that in order to use tertiary treated sewerage water for construction activities and irrigation of parks and green belts in the city, work for providing distribution mains for recycled water from Sectors 58 to 115, Gurugram was allotted (April 2013) to a company at a cost of ₹ 116 crore with a completion period of twelve months including three months' trial run period. The supply lines were to be fed from the existing Sewerage Treatment Plants (STPs) at Behrampur and Dhanwapur and from the third proposed STP to be constructed in Sector 107, Gurugram. As per scope of the project, 58.4 kilometres pipeline was to be laid. Even after a period of more than three years from the scheduled date of completion the work of pipe line, only 53 kilometres pipeline has been laid and 1.42 kilometres was in progress. Balance work of pipeline has not been taken up so far (May 2017) due to various encumbrances such as buildings, temple, railway crossing, gas pipeline, etc in the right of way[74] and the laid pipe line was also not put to use due to non-completion of work. An amount of ₹ 108 crore has already been paid to the company so far (May 2017) for this work.

Further, STPs at Dhanwapur and Behrampur had not been connected with the laid pipe line and even the land for the proposed third STP at Sector 107 had not been acquired so far (December 2016). As a result, tertiary treated water was being let out to effluent channels. Had HUDA got the project completed timely, treated water pumped into the effluent channels could have been used for the purposes for which the project was approved and the fast depleting underground water level of the city could have been augmented.

Audit observed that the EE, HUDA did not ascertain availability of encumbrance free land before undertaking the preparation of design and estimate of the project. Moreover, the construction of one RCC box for passing of the pipeline under railway line was to be executed by Railway Department as deposit work but even the rough cost estimate of the work has not been approved so far, whereas the whole project was supposed to be completed by April 2014. These encumbrances were in existence even when the project was commenced. However, they were not properly factored into the project plan and pipeline route by HUDA, as a result of which the project has remained incomplete.

[74] Route through which pipeline was to be laid.

The EE stated (June 2017) that work was likely to be completed by the end of September 2017. It was further added that treated water was being released into effluent channel which was being used for irrigation purposes. The reply is not tenable and is not based on realistic assessment of ground conditions as the laid pipeline is disconnected at 13 different locations and removal of these encumbrances will take substantial time. Even the rough cost estimate of the work of RCC box has not yet been approved, nor land has been acquired for the proposed third STP so far.

Thus, failure of HUDA to ensure availability of encumbrance free land for the project, even after lapse of more than three years from the proposed date of completion, rendered expenditure of ₹108 crore spent so far on the project idle. Also, the objectives of using tertiary treated water for construction work and irrigation of parks and green belts in the city were not achieved.

The matter was referred to the Government in June 2017 for comments. Further reminders were issued in September and November 2017. Their reply was still awaited.

3.19 Irregular grant of Commercial Colony Licence and undue favour to the developer

Town and Country Planning Department granted licence for developing commercial colony by changing specified area for Special Zone to Commercial land use without notification. Undue favour to the extent of ₹ 18.94 crore was granted to a developer. Besides, thoroughfare through developer's land was not ensured and project was launched without approval of building plan.

Town and Country Planning Department (TCPD), prepares and publishes Development Plans for Controlled Areas declared in the State of Haryana under the Punjab Scheduled Roads and Controlled Areas Restriction of Unregulated Development Act, 1963 and Rules framed thereunder. As per section 5 of the Act, it was mandatory for the Government to publish the draft development plan by notification for the purpose of inviting objections and suggestions from general public and local authority. The Department thereafter notifies these plan documents in the Official Gazette. The Draft Development Plan of Gurgaon Manesar Urban Complex-2031 (GMUC-2031) was published in September 2012 for inviting objections or suggestions from the public. Thereafter, the Final Development Plan (FDP) was notified in November 2012 in which various land uses[75], such as, Residential, Commercial, Industrial, Special zone, Defence land, etc. were earmarked. Out of 114 hectares Special Zone area, there was a provision of 17.768 acres of land in Sector 16, Gurugram as Special Zone for mixed land use i.e. commercial, group housing, recreational and entertainment and institutional uses.

[75] Residential: 16,021 hectares, Commercial: 1,616 hectares, Industrial: 4,613 hectares, Special zone: 114 hectares, Defence land: 633 hectares, etc.

Test check of records of the District Town Planner (DTP), Gurugram and TCPD, Haryana, showed that individual land owners in collaboration with a private company applied (February 2013) for grant of Licence under section 3 of the Haryana Development and Regulations of Urban Areas Act, 1975 for setting up of a Commercial Colony on land measuring 13.08 acres falling in the Special Zone of Sector 16, Gurugram, which was granted in August 2015. Scrutiny of the records revealed the following:

- **Irregular conversion of whole of Special Zone to Commercial Colony:**

On application of Licence (February 2013) by the developer, the Council of Ministers in a meeting (August 2013) allowed commercial land use of entire Special Zone measuring 17.768 acres located in Sector 16, Gurugram. Thus, effectively the Special zone was converted into Commercial Zone. The Department did not notify this change in GMUC-2031 and thus, failed to bring it to the notice of public for inviting objections. GMUC-2031 was amended and notified in January 2017. This change was not included in the amended notification. As such, the laid down procedure was not followed and the conversion of land use of Special Zone was irregular.

- **Non-provisioning of public thoroughfare**

The applied site was approachable from 24-meter-wide development plan roads between NH-8 and Gurgaon-Mehrauli Road as per Sectoral Plans in GMUC – 2031. But the 24-meter-wide sectoral plan road was not found feasible due to hindrances like change of land use already granted, existence of constructed site and residential structures in some parts of proposed road, etc. To solve this issue, DTP, Gurugram proposed (April 2013 and January 2014) multiple alternate routes and all of these passed through the applied site of Developer. It was also proposed that a consent may be obtained from the developer that the said road would be constructed by them through their own land and at their own cost. The developer also agreed (November 2013) and placed the revised site plan which showed the road passing through his site. Finally, the two alternate routes both passing through developer's land was sent (February 2014) to Chief Administrator HUDA for approval.

However, Zoning Plan of the Commercial Colony was approved (August 2015) by Chief Administrator HUDA without imposing any condition of 24-meter road across the developer's land. The Zoning Plan of the colony shows the whole area as a construction zone. The 24-meter-wide road from NH-8 now ends at the boundary of Developer's land. Thus, the Department had granted undue favour to the Developer by granting license without condition of making 24-meter-wide thoroughfare across developer's site. Reasons for non-provisioning of public thoroughfare across the licensed land as proposed by DTP and duly accepted by the developer were not found on record. On being pointed out (June 2017) by audit, Director General, TCPD (August 2017) asked HUDA to furnish the reasons for approving plan at variance with the plan proposed by DTP, Gurugram. However, reply of HUDA was awaited (October 2017).

- **Non-obtaining of land in lieu of HUDA Green Belt land from developers**

As per the extant procedures being followed by HUDA since September 1992, in case no approach is available to the land of the developer and an approach is to be provided through land acquired by HUDA, 1.5 times of the developer land shall be taken by HUDA in lieu of its land required for providing approach. The approach road for this commercial colony was approved by HUDA in its 108th meeting and was conveyed (August 2014) by Chief Administrator HUDA to Administrator HUDA, Gurugram. The agreed alternate route passed through 2,530 square metres HUDA land and 2,400 square[76] metres HUDA green belt abutting NH-8 and there was Water Boosting Station installed in green belt.

No land in lieu of 2400 square metres green belt was demanded by HUDA. The same was not discussed in Agenda of 108th meeting of HUDA. As per Collector Rates for commercial land for the year 2014-15, the value of land works out to be ₹ 18.94 crore[77] on the date of execution of exchange deed.

- **Advertisement of the project without approval of building plan**

Under Section 29 (2) of the Control of National Highways (Land and Traffic) Act, 2002, prior approval from the NHAI was needed for traffic entry/exit affecting the NH. In normal circumstances it is the duty of the coloniser to seek such permission, but in the instant case the request was made (January 2015) by HUDA. The developer requested (June 2015) for 18 months' time relaxation from the date of grant of Licence (August 2015) for obtaining permission from NHAI but the same had not been granted yet (August 2017).

Moreover, as per condition in the license, Building Plan was to be approved only after receipt of permission of NHAI. Further, as per instruction of TCPD issued in May 2011, the colonisers were required to give details of the approvals in the advertisements being given by them for sale of the plots/flats in their licensed colonies. Senior Town Planner was required to have regular check on such advertisements given by colonisers and report to Headquarters about the defaulting colonisers for initiating action to suspend the operation of their licenses. Further, it was stated in the Letter of Intent[78] (LoI) that coloniser will not pre-launch/sell the space before approval of building plans.

However, it was observed that despite the fact that NHAI approval was awaited and building plan had not been approved so far, the colonizer had given advertisements for the project and building plan was available on various websites in the public domain (since May 2015[79]), which was in violation of the condition of the LoI and licence. The Senior Town Planner had not taken cognizance of the

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[76] 24-metre-wide road with 100 metre length.

[77] 2,870.37 square yards (2,400 square metres) multiplied by 1.5 multiplied by ₹ 44,000 per square yard.

[78] Department issues LOI before issuance of licence, which inter alia contains certain conditions viz. to furnish a bank guarantee, undertake to pay proportionate development charges and to execute agreement/undertaking.

[79] As per Archive.org website.

advertisement with the result that no action could be initiated against the developer (October 2017).

Thus, change of area of entire Special Zone to Commercial land use without notification, non-provisioning of condition of public thoroughfare across the licensed land, provisioning of HUDA Green Belt land without taking land in lieu of it from the developer and pre-launch of the project without approval from NHAI and without approval of the building plan, was irregular and tantamounts to undue favour to the coloniser.

The matter was brought to the notice (July 2017) of Additional Chief Secretary to Government of Haryana, Town and Country Planning Department for comments. Their reply was still awaited despite issue of reminders in September and November 2017.

3.20 Purchase of pipes in excess of requirements

Without ensuring the actual requirement, procurement of excess DI pipes by HUDA resulted in blockade of funds of ₹ 20.80 crore. Pipes valuing ₹ 2.12 crore could not be utilised as contract was given on through rates.

Rule 15.2 (b) of the Punjab Financial Rules Vol-1(PFR) as applicable in Haryana provides that purchases must be made in the most economical manner in accordance with the definite requirements of the public service. At the same time, care should be taken not to purchase stores much in advance of actual requirements. Paragraph 25.3.3(k) of the Haryana PWD Code further provides that the quantities of heavy items of consumption like cement, steel, bitumen, pipes, etc. available at various locations/stores in a Department should be circulated through an appropriate return and before planning procurement particularly of sizeable magnitude, it should be considered whether it is prudent and economical to arrange goods through inter-divisional transfer or through fresh supplies.

Scrutiny of records of Executive Engineer (EE), Division No. II, Gurugram, which is nodal office for purchase of all stores for all Divisions at Gurugram revealed that 10,831 metre Ductile Iron (DI) pipes of different sizes[80] valuing ₹ 20.80 crore were lying in stock as of March 2017. These pipes were procured between February 2011 and May 2013 by the EE, Division No. II, Gurugram on the requisition given during 2010-12 by the EE, Division No. III, Gurugram for works which were already approved and works for which estimates were under process. Since the works, for which the pipes were procured were not being executed by EE, HUDA Division No. III, Gurugram and pipes were lying in the store, EE, HUDA Division No. II Gurugram intimated (February 2016 and January 2017) to all EEs of HUDA Divisions in the State to send their requisition for DI pipes. However, no demand was received from any Division and HUDA Division No.III Gurugram, which had itself projected the demand for purchase of

[80] 1,626 metre of 500mm; 619 metre of 700mm; 87 metre of 800mm;1,054 metre of 900mm; 2,362 metre of 1,100mm and 5,083 metre of 1,200mm diameter.

800 mm and 1200 mm DI pipes costing ₹13.20 crore, informed (April 2017) that these pipes were not required by their Division. However, Audit observed that a project valuing ₹ 76.10 crore was allotted to a contractor on through rates[81] basis in March 2013 without first raising any demand of DI pipes already available in stock. Payment of ₹ 2.12 crore equivalent to value of these DI pipes had already been made upto June 2017 through running bills. Regarding balance stock of various dia (500 mm, 700 mm, 900 mm and 1100 mm) costing ₹7.60 crore, the EE Division No. III, Gurugram stated that these pipes would be utilized by them, but neither any indent for these pipes has been issued by the EE, Division No. III nor pipes have been issued so far. Thus, DI pipes valuing ₹20.80 crore were lying unutilized in the store after four to six years of their purchase. This indicated that demand for pipes was made without proper assessment of requirement.

EE, HUDA Division No. II, Gurgram stated (May 2017) that the pipes would be used in main lines of the Sectors 68-80, 88A and 89A. The work in these sectors has not been taken up yet due to non-availability of land. The reply only validates the audit observation that pipes were purchased in excess of actual requirement without properly assessing the necessity of pipes. Consequently, 10,831 metre DI pipes, valuing ₹ 20.80 crore were lying unutilized for the last four to six years. Despite having sufficient stock of DI pipes, contract was awarded on through rates, in which pipes worth ₹ 2.12 crore could have been utilised. This indicates negligence and violation of canons of financial propriety, for which accountability needs to be fixed.

The matter was referred to the Government, Town and Country Planning Department in June 2017 for comments and further reminder was issued in November 2017 but their reply was still awaited.

Transport Department

3.21 Undue favour to agency

Inordinate delay in fixation of lease amount and delayed recovery of provisional lease rent led to non-recovery of ₹ 2.02 crore and loss of interest of ₹ 0.57 crore.

For convenient fuelling of its CNG buses, Haryana Roadways decided (May 2006) to have captive CNG fuelling facility within Faridabad depot at Ballabhgarh. Towards this end, General Manager (GM), Haryana Roadways, Faridabad entered into an agreement with a firm on 6 March 2009, which installed captive CNG filling facility at Ballabhgarh Bus Stand to deliver CNG at the delivery point. All the costs associated with installing and running of CNG dispensing station including the cost of manpower, electricity etc. was borne by the firm. The GM also provided land to the firm for setting up of sheds and other civil /electrical and mechanical works at site required for gas compressors, storage and dispensing facilities. Ownership of land was to remain with the Haryana

[81] Through rates means work allotted to contractor at both the cost of material and labour.

Roadways and firm was to pay the lease amount for land used. The lease amount was to be fixed by Deputy Commissioner, Faridabad (DC) as per principles, instructions and policy applicable and reviewed every year. The agreement was for a period of five years which could be extended on mutually agreed terms and conditions.

Scrutiny of records revealed that GM, Haryana Roadways, Faridabad had given an area of 1,526.37 square metre to the firm for setting up the CNG dispensing station. However, no record of handing over of the land was available with the Department. As per Government direction (February 2009), the lease amount was to be fixed by the Deputy Commissioner (DC), Faridabad. A provisional lease rent of ₹ 11,000 per month fixed in February 2009, was also to be recovered from the firm till fixation of rent by DC Faridabad. It was noticed that the clause of recovery of provisional rent was not included in the agreement. As such, GM, Faridabad did not recover any provisional lease rent and requested (February 2010) DC, to constitute a Committee[82] for fixing the lease amount for land occupied by the firm. DC constituted (March 2010) a Committee[83] for the purpose but it failed to fix the rent. In the meantime the agreement with the firm expired in March 2014 and the same has not been extended, though the operations of dispensing CNG by the firm were continuing (May 2017).

After being pointed out in Audit (September 2014), the GM took up the matter in October 2014 with the Committee. Though a number of meetings were held by the Committee between January 2015 and March 2016, the lease amount was not fixed. Finally in September 2016, GM, Haryana Roadways Faridabad informed that the Committee has fixed[84] the lease amount which has also been approved by DC and now the due lease rent will be recovered from the bills of the firm. Director State Transport (DST) stated (October 2016) that provisional lease rent of ₹ 9.67 lakh for the period 06 March 2009 to 30 June 2016 at the rate of ₹ 11,000 per month excluding service tax has been recovered by the Depot and deposited in treasury on 12 July 2016. The GM demanded (October 2016) ₹ 2.07 crore from the firm for the period March 2009 to October 2016 on the basis of rent fixed by the committee headed by DC, against which the firm represented (October 2016). The department decided (November 2016) not to recover the lease rent at higher rate till final decision on the representation of the firm. Only provisional lease rent of ₹ 11,000 per month was continuing to be recovered from the firm. Further, provisional rent of ₹ 1.32 lakh was recovered upto June 2017.

Subsequently, State Government observed (April 2017) that the filling station has been installed for use of Haryana Roadways buses only and desired that the report of Deputy

[82] Comprising the representatives of District Administration, Revenue Authority and PWD B&R authority.

[83] Comprising Sub-Divisional Magistrate (Civil) Ballabhgarh, District Revenue Officer Faridabad and Executive Engineer PWD (B&R) Faridabad.

[84] At the rate per square meter per month: ₹112.32 for 6 March 2009 to 5 March 2012, ₹140.40 for 6 March 2012 to 5 March 2015 and ₹175.50 for the period 6 March 2015 to 5 March 2018.

Commissioner (Faridabad) may be sought again keeping in view the special nature of the arrangement and other relevant factors in mind so that final rate of lease rent may be finalised at the level of Government. However, audit noticed that these aspects had already been considered before finalisation of the agreement.

This resulted in accumulation of lease amount of ₹ 2.02 crore[85]recoverable from the firm upto 30 June 2017 and loss of interest of ₹ 0.57 crore[86] upto March 2017. Any delay in recovery will result in interest amount increasing with time.

Thus, the Department had a very casual approach since the very beginning, as it did not even have a record of handing over of the land. The provisional lease rent was also recovered on being pointed out in Audit after lapse of more than seven years. Further, it took more than eight years to get the lease rent fixed which has also not been accepted. In the mean time the agreement expired in March 2014 which has not been renewed (October 2017) but the operations were continuing. Inordinate delay in fixation of lease rent and in recovery of provisional lease rent tantamounts to undue favour to the firm. Differential lease rent of ₹ 2.02 crore and loss of interest of ₹ 0.57 crore thereon was yet to be recovered.

The matter was referred to the Government for comments (July 2017). Their reply was still awaited despite issuance of reminder in September and November 2017.

Urban Local Bodies and Development and Panchayats Departments

3.22 Construction of toilets under Swachh Bharat Mission

In 12 test-checked municipalities, households having insanitary toilets were not identified and in 23 municipalities community and public toilets were not constructed. Incentives of ₹ 1.80 crore were released to 2,571 beneficiaries without verification of their genuineness. Further, only partial incentives were released to 2,192 beneficiaries in urban areas and 1,364 beneficiaries in rural areas. Cases of double/triple payments of incentive were observed. There was shortfall in coverage of households for construction of toilets and even those toilets which were constructed were incomplete in a number of cases. There was also lack of awareness, monitoring and social audit.

3.22.1 Introduction

Government of India introduced Swachh Bharat Mission on 2 October 2014 with the target of making the country clean by 2 October 2019. It consists of two sub-missions i.e. the Swachh Bharat Mission (Gramin) (SBM (G)) and the Swachh Bharat Mission (Urban) (SBM (U)).The main objectives of the mission were: elimination of open defecation, eradication of manual scavenging, solid waste management, behavioral change regarding healthy sanitation practices, generation

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85 Calculated at the rate fixed by the DC Faridabad in September 2016. i.e ₹ 2.13 crore upto June 2017 *less:* amount recovered ₹ 0.11 crore

86 Calculated at the weighted average rate of interest ranging between 8 and 9.86 *per cent* on Government borrowing during 2010-11 to 2016-17.

of awareness about sanitation and its linkage with public health. Construction of Individual Household Latrines (IHHL) and Community toilets were the main components of the mission. A sum of ₹ 114.03 crore was released to municipalities for implementation of SBM (U), of which ₹ 66.69 crore were for construction of IHHL and Community toilets during 2014-17. Similarly, an expenditure of ₹ 148.90 crore was incurred on IHHL under SBM (G) during 2014-17 in the State.

Under SBM (U), the incentive for the construction of household toilets was ₹ 4,000 per household toilet from Central Government. The State Government also decided to provide a maximum of ₹ 10,000 per household toilet from its own sources. Likewise, incentive amount under SBM (G) to identified beneficiaries was ₹ 12,000 for one unit of IHHL with Central share of ₹ 9,000 (75 *per cent*) and State share of ₹ 3,000 (25 *per cent*). The sharing pattern for SBM (G) was changed from 75:25 to 60:40 between Central and State Governments from November 2015 onwards.

With a view to assessing the status of construction of toilets under SBM (U), records of Directorate of Urban Local Bodies Department and of 24[87] out of 80 municipalities in the State for the period 2015-17 were scrutinised during February-August 2017. The municipalities for test check were selected by adopting Probability Proportionate to Size with Replacement Method. A joint physical verification along with staff of the municipalities of 666 out of total 24,909 beneficiaries of test-checked municipalities was also conducted during audit. Beneficiaries for physical verification were selected from different wards of test checked municipalities on the basis of Simple Random Sampling without Replacement Method. Similarly, records of the Directorate of Development and Panchayat and six [88] selected District Rural Development Agencies (DRDAs) were scrutinized during April-August 2017.The DRDAs for test check were selected by adopting Probability Proportionate to Size with Replacement Method. A joint physical verification of 1,045 beneficiaries from 130 Gram Panchayats of selected districts along with staff of Block Development and Panchayat Offices was also conducted during audit. Beneficiaries for physical verification were selected from different Gram Panchayats of test checked Districts on the basis of Simple Random Sampling without Replacement Method. The important Audit findings are as under:

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[87] (i) Panipat, (ii) Panchkula, (iii) Faridabad;(iv) Hodal, (v) Bhiwani, (vi) Narnaul, (vii) Rewari, (viii) Charkhi Dadri; (ix) Pundri, (x) Rajaund, (xi) Gannaur, (xii) Kanina, (xiii) Bawani khera, (xiv) Barwala, (xv) Kalyat, (xvi) Uklana mandi, (xvii) Narnaud, (xviii) Firozpur Jhirkha, (xix) Nissing, (xx) Uchana, (xxi) Sampla, (xxii) Safidon, (xxiii) Julana and (xxiv) Mahendergarh.

[88] (i) Ambala, (ii) Bhiwani, (iii) Jind, (iv) Rewari, (v) Sonepat and (vi) Yamunanagar.

3.22.2 Identification of beneficiaries and sites for household, community and public toilets

Paragraph 4.3 of guidelines of SBM (U) states that beneficiary shall mean any household that does not have access to individual household toilet or has an insanitary toilet (dry/*bahou* and single pit latrine). Urban Local Bodies (ULBs) were expected to carry out a house-to-house survey. Based on this survey, all households practising open defecation were to be identified and ULBs were required to approve either household toilets or plan for community toilets for each of such identified household/group of households. ULBs were to identify suitable piece of land adjoining their houses/dwelling units and design the toilets.

Scrutiny of records of the test checked municipalities revealed that 12 municipalities[89] had identified only those households which did not have toilets but households having insanitary latrines and single pit latrines were neither identified nor targeted for coverage under the mission. Thus, the survey was not conducted as per guidelines and eligible households remained deprived of the benefits, and achievement of the mission objective was also diluted to that extent.

On being pointed out, municipalities concerned (except Rajound, Uklana Mandi and Narnaul which did not furnish reply) while accepting the facts stated (February-August 2017) that these type of households would also be identified and covered in future.

Further, community toilets had not been constructed except by Municipal Corporation, Panipat. Eleven municipalities[90] stated (February-August 2017) that beneficiaries and space for community toilets would be identified and community toilets would be constructed in future. Six other municipalities[91] stated that beneficiaries and space had been identified but funds are yet to be sanctioned by the Directorate of ULBs while Municipal Committee of Uchana stated (July 2017) that land at appropriate place was not available for community toilets.

- Paragraph 6.1 of the guidelines of SBM (U) provides that ULBs will ensure that a sufficient number of public toilets are constructed in each city at prominent places attracting floating population. For this component, there would be no financial support from Central Government and ULBs would be required to identify suitable land and also to construct and manage the public toilets through a PPP (Private Public Participation) mode. Construction of Public toilets had not been undertaken by any of the municipalities except Panipat.

[89] (i) Panchkula, (ii) Hodal, (iii) Narnaul; (iv) Rajound, (v) Kanina, (vi) Bawanikhera, (vii) Kalayat, (viii) UklanaMandi, (ix) Safidon, (x) Mahendergarh, (xi) Sampla and (xii) Firozpurjhirika.

[90] (i) Hodal, (ii) Bhiwani, (iii) Ganaur, (iv) Pundri, (v) Kanina (vi) Bawanikhera, (vii) Kalayat, (viiii) Narnaud, (ix) Nissing, (x) Safidon and (xi) Sampla.

[91] (i) Panchkula, (ii) Charkhi Dadri, (iii) Rewari (iv) Mahendergarh, (v) Firozpur Jhirika, and (vi) Barwala.

Eleven municipalities[92] while admitting non-implementation of this component, stated (February-August 2017) that space for public toilets would be identified and this component would be implemented in future.

3.22.3 Financial management

(i) Delay in release of funds

Urban

Paragraph 10.4.6 of the guidelines of SBM (U) specified that State Government would evolve a suitable mechanism to release funds along with its share to ULBs (municipalities) within 30 days of release of Central share by GOI. Scrutiny of records of Directorate Urban Local Bodies (DULB) revealed that funds were not released within 30 days and delay ranged between one and six months ***(Appendix 3.16).***

Rural

As per Para 13.2 of guidelines of SBM(G), the State Government was required to release Central grants along with the matching share of the State to the District implementing agency/agencies (DRDA) within 15 days of receipt of Central grants. Scrutiny of the records of the Directorate of the Development and Panchayats Department revealed that the funds were not released within 15 days of the release of funds by GOI and delay ranged between one to nine months ***(Appendix 3.16)***.

Delay in release of funds to ULBs/DRDAs delayed the release of funds to beneficiaries and implementation of this component of the mission.

(ii) Diversion of funds

Scrutiny of records of selected municipalities revealed that MCs, Barwala and Charkhi Dadri had spent ₹ 2.06 lakh and ₹ 0.72 lakh respectively out of IHHL funds on repairs/construction of toilets of their offices. This resulted in diversion of IHHL funds of ₹ 2.78 lakh. Similarly, Directorate of ULB spent ₹ 4.04 lakh on purchase of computers and maintenance of vehicles out of funds of SBM under capacity building and administrative and office expenses although expenditure on these items was prohibited under paragraph 9.8 of the guidelines.

MC, Barwala stated (May 2017) that the matter would be investigated and MC, Charkhi Dadri stated (June 2017) that the amount would be recouped from the municipal fund.

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92 (i) Hodal, (ii) Bhiwani, (iii) Ganaur, (iv) Pundri, (v) Kanina (vi) Bawanikhera, (vii) Kalayat, (viiii) Narnaud, (ix) Nissing, (x) Safidon and (xi) Sampla.

(iii) Release of incentive without verification of beneficiaries

Paragraph 4.4.2 of the guidelines of SBM (U) stipulates that the ULBs shall verify each application before releasing any incentive within seven working days of its submission by the beneficiaries. Scrutiny of records of test checked municipalities revealed that in six municipalities, assistance for construction of IHHL was released to 3,429 beneficiaries. Audit observed that out of 3,429 beneficiaries, assistance to 2,571 beneficiaries involving ₹ 179.97 lakh was released without verification of genuineness of beneficiaries which was in contravention of the guidelines as given in **Table 3.9** below:

Table 3.9: Details showing release of incentive without verification

Municipalities	Number of beneficiaries	Incentive released without verification	Amount (₹ in lakh)
Pundri	667	418	29.26
Rajaund	254	16	1.12
Kanina	114	114	7.98
Panchkula	2,000	2,000	140.00
Kalayat	184	14	0.98
UklanaMandi	210	9	0.63
Total	**3,429**	**2,571**	**179.97**

Source: Data compiled from records of municipalities.

Release of incentive without verification entails risk of payment of incentive to ineligible households as during physical verification of 130 beneficiaries in these municipalities; it was found that four beneficiaries were provided incentive although they already had sanitary toilets. Besides, 11 beneficiaries could not be located at specific addresses.

Four municipalities[93] stated (March –May 2017) that guidelines would be kept in view in future and reply from remaining two municipalities was awaited (October 2017).

(iv) Partial/non-release of incentive to beneficiaries

Urban

As per paragraph 4.4 of the guidelines of SBM (U) Central Government, incentive for the construction IHHL will be ₹ 4,000 per household. Fifty *per cent* of incentive was to be released as first installment along with share of the State Government. The State Government decided (November 2015) to provide ₹ 10,000 as its share in two installments of ₹ 5,000 each. Thus, total incentive per beneficiary was ₹ 14,000.

Scrutiny of records of test checked municipalities revealed that three municipalities released ₹ 51.87 lakh to 2,192 beneficiaries as first installment at the rate between ₹ 2,000 and ₹ 3,500 per beneficiary as against the requirement of releasing ₹ 1.53 crore (₹ 7,000 per beneficiary). This resulted in less release of payment of first installment of ₹ 1.02 crore as detailed in **Table 3.10.**

93 Pundri, Kanina, Panchkula and Kalayat.

Table 3.10: Details showing less release of first installment of incentive

(₹in lakh)

Sr. No.	Name of municipality	Number of beneficiaries who received partial incentive	Incentive required to be released at the rate of ₹7000	Partial incentive paid to beneficiaries	Less paid
1	Panipat	1,651	115.57	33.02	82.55
2	Narnaud	525	36.75	18.37	18.38
3	Nissing	16	1.12	0.48	0.64
Total		**2,192**	**153.44**	**51.87**	**101.57**

Source: Data compiled from records of municipalities.

MC Narnaud stated (June 2017) that the matter would be investigated while MC, Nissing stated (June 2017) that balance payment to 16 beneficiaries would be made shortly. Audit also observed that the second installment of incentive had not been released in these cases.

Rural

- According to paragraph 4.6 of guidelines of SBM (G), incentive of ₹ 12,000 per IHHL unit was required to be released to eligible beneficiaries after completion of IHHL. Scrutiny of records of DRDA, Rewari revealed that in 1,364 cases of Rewari and Bawal Blocks, the incentive for IHHL was paid at ₹ 4,600 instead of ₹ 12,000. This resulted in less payment of ₹ 7,400 per beneficiary. Total less payment works out to ₹ 1.01 crore. The DRDA, Rewari stated (August 2017) that the incentive at ₹ 4,600 per IHHL was disbursed as per verbal instructions of the then Additional Deputy Commissioner. Thus, less incentive was given without any justification which was contrary to the Mission guidelines.

- Scrutiny of records revealed that in six blocks of three districts, an amount of ₹22.44 lakh pertaining to184 IHHL beneficiaries was lying undisbursed in bank accounts of DRDAs since February 2015 to December 2016.The amounts were released earlier but could not be credited in beneficiaries' accounts due to incorrect details about the bank account numbers of the beneficiaries. The details are given in **Table 3.11** below:

Table 3.11: Details showing amount lying undisbursed in bank accounts

Sr. No.	Name of block	Name of district	No of beneficiaries	Amount (₹ in lakh)
1.	Jind	Jind	72	3.83
2.	Safidon	Jind	50	2.96
3.	Rewari	Rewari	32	9.89
4.	Bawal	Rewari	19	4.44
5.	Murthal	Sonepat	3	0.36
6.	Ganaur	Sonepat	8	0.96
Total			**184**	**22.44**

Source: Information compiled from the records of blocks

Audit observed that the DRDAs had not made efforts to make the payment in these cases though the amounts were lying undisbursed for more than six to 26 months. The concerned DRDA stated (August-September 2017) that the undisbursed incentive would be released to the concerned beneficiaries shortly.

(v) Double/triple release of first installment

Urban

Scrutiny of records and analysis of computerized data of test-checked municipalities revealed that five municipalities provided first installment of financial assistance twice to 108 beneficiaries and thrice to one beneficiary. This resulted in excess payment of ₹ 7.10 lakh as detailed in **Table 3.12** below:

Table 3.12: Details showing double/triple release of first installment

Municipalities	Amount of installment	Cases of double/triple transfer	Excess payment made (in ₹ lakh)
Faridabad	7,000	13(Double)	0.91
Panchkula	7,000	79 (Double)	5.53
	7,000	1(Triple)	0.14
Bawani Khera	7,000	1(Double)	0.07
Bhiwani	7,000	3(Double)	0.21
Panipat	2,000	12(Double)	0.24
	Total	**109**	**7.10**

Source: Data compiled from the records of municipalities concerned

Audit further observed that double/triple payments were made due to improper scrutiny of applications as applicants had submitted two/three different applications by minor change in name, father's/husband's name, address, bank account number, etc. Thus, proper checks were not applied while scrutinizing the applications.

Four municipalities[94] stated (May 2017) that matter would be investigated and results of the investigation would be reported to the audit. Municipal Corporation, Faridabad, however, accepted (August 2017) the double payment of 13 beneficiaries.

Rural

Scrutiny of records and computerized data of DRDA Sonepat through IDEA software revealed that financial assistance was provided to seven beneficiaries of Murthal block twice. This resulted in excess payment of ₹ 0.79 lakh ***(Appendix 3.17)***. Audit observed that double payments to beneficiaries occurred due to non-maintenance of records of payment against each application. The DDPO, Sonepat admitted the facts and stated (September 2017) that efforts were being made to recover the double payments.

It is recommended that the Unique Identification number for release of incentive to beneficiaries should be linked with AADHAR.

3.22.4 Awareness, monitoring and social audit

(i) Non-conduct of awareness programme

Paragraph 8.1 of the guidelines of SBM (U) states that a key strategy under SBM (Urban) is to bring about behavioral changes and ensure that sanitation as an issue

[94] (i) Panchkula; (ii) Bhiwani; (iii) Bawani Khera and (iv) Panipat.

is mainstreamed with the general public at large. It should cover issues of open defecation, prevention of manual scavenging, hygiene practices, proper use and maintenance of toilet facilities and its related health and environmental consequences. Separate funds were provided for Information Education Communication (IEC) and Public Awareness to each municipality for change in behavior and awareness about sanitation.

Scrutiny of records of test checked municipalities revealed that 21 municipalities had not incurred any expenditure on this component though ₹ 38.04 lakh were provided for the purpose. Details of funds given to each municipality are given in ***Appendix 3.18***. Only three municipalities[95] had spent ₹ 40.85 lakh as against the availability of ₹ 44.91 lakh. This shows that enough publicity was not given to popularize the mission.

Municipalities concerned except four[96] stated (February-August 2017) that the amount would be spent on public awareness in future.

(ii) Non-constitution of District Level Review and Monitoring Committees

Paragraph 12 of guidelines SBM (U) provides that a District Level Review and Monitoring Committee (DLRMC) will be constituted with a view to ensuring satisfactory implementation of the projects under the chairmanship of Honorable Member of Parliament. Audit observed that DLRMCs were not constituted except in Jind district. Municipalities concerned except four[97] stated (February to August 2017) that the DLRMCs would be constituted shortly in future.

(iii) Social audit not conducted

As per paragraph 8.3 of the guidelines SBM (G), both Block level and District level Panchayati Raj Institutions (PRIs) must regularly monitor the implementation of the Programme. Gram Panchayats (GPs) must also play a role in the monitoring of implementation of the programme. The GP will organise and assist in organizing Social Audits of the Programme. Social audit meeting will be held in each GP once in six months. The District and the Block Programme Management Unit shall be responsible to ensure that this schedule is adhered to. Scrutiny of the records of six selected Districts revealed that social audit had not been conducted in any of the test-checked districts. The DRDA/ DDPO concerned admitted (March-September- 2017) the facts about non-conduct of social audit.

3.22.5 Impact assessment

Urban

(i) Inadequate coverage of beneficiaries

As per SBM (U) guidelines (para 4.4.1), 50 *per cent* of the incentive (₹ 2,000) from Central Government was to be released to the identified beneficiary

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95 (i) Faridabad: ₹ 36.87 lakh, (ii) Nissing: ₹ 0.20 lakh and (iii) Panchkula: ₹ 3.78 lakh.

96 (i) Rajound, (ii) Julana, (iii) UklanaMandi, and (iv) Narnaul.

97 (i) Rajaund, (ii) Uklana mandi, (iii) Narnaul and (iv) Faridabad.

household by the ULBs as first installment along with 50 *per cent* share of the State Government (₹ 5,000). The remaining *50 per cent* of Central Government incentive as second installment was to be released to the identified beneficiary household along with the State Government's incentive upon verification of physical progress of construction of the household toilet.

Test checked municipalities identified/selected 36,176 beneficiaries to be covered under the mission. Scrutiny of records revealed that out of 36,176 identified beneficiaries, only 24,909 (69 *per cent*) beneficiaries were covered as first installment was released to these beneficiaries. Thus, 11,267 identified beneficiaries had not yet been covered under the mission (September 2017).

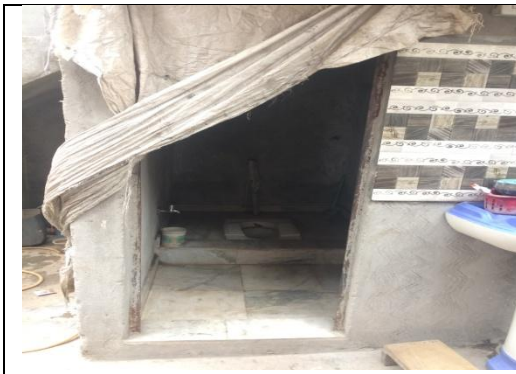
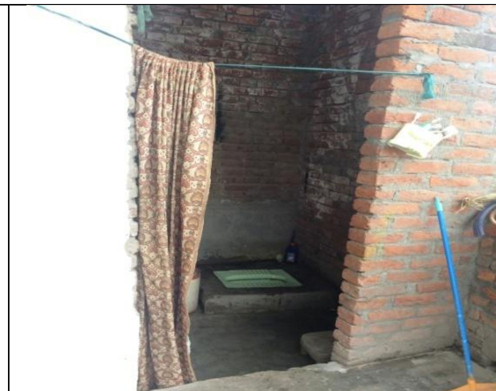
Further, second installment was released only to 366[98] (1 *per cent*) out of 24,909 beneficiaries to whom the first installment was released ***(Appendix 3.19)***. No mechanism was evolved for physical verification to ensure the construction of toilets by the beneficiaries. Specific time limit for completion of toilets was neither fixed in the guidelines of the GOI nor did the State Government fix any time limit on its own. This shows that monitoring was not being done to ensure the completion of construction of toilets by the beneficiaries to achieve the main objective of the mission. On being pointed out, municipalities concerned, except five municipalities[99], stated (February-September 2017) that second installment would be released after verification of the construction of toilets. The fact remains that the municipalities had only partially covered the identified beneficiaries. Further, there was no assessment even for those who had received the first installment as municipalities had not monitored the same.

(ii) Physical verification

A joint physical verification along with officials of municipalities concerned was conducted in selected municipalities of 666 beneficiaries to ascertain the status of construction of toilets. The verification revealed that out of 666 IHHLs, only 184 (*28 per cent*) toilets were found to be completed while 120 beneficiaries had not even commenced the construction of toilets. The toilets were lying incomplete in respect of 285 cases for want of water supply, doors, roof, etc. It was also observed that five beneficiaries were also given first installment who already had sanitary toilets. Seventy two beneficiaries could not be located at the specific addresses, in the absence of which it could not be verified whether the first installment was given to genuine beneficiaries and whether they had constructed their toilets or not. The municipality wise details are given in ***Appendix 3.20.***

98 (i) Municipal Council Narnaul (155) and (ii) Municipal Committee Sampla (211).

99 (i) Rajaund, (ii) Julana, (iii) Uklana Mandi, (iv) Narnaul and (v) Faridabad which had not finished the reasons.

	
Incomplete toilet of Jaswinder S/o Shera Ward No. 5, Panchkula (03 May 2017)	**Incomplete toilet of Dev dutt S/o Ridku Ram Ward No. 5, Panchkula (03 May 2017)**

The municipalities concerned except five[100] stated (February to August 2017) that matter would be investigated and appropriate action would be taken.

Rural

(iii) Status of individual household latrines

According to baseline survey 2012, there were 7.64 lakh households without toilets in the State. After the implementation of the mission, though the State had declared it as Open Defecation Free (ODF) State from June 2017, the progress report of the mission as on 31 July 2017 showed that 14,959[101] households were without IHHLs. Thus, declaration of the state as ODF was not consistent with the progress report. Apart from this, physical verification of households along with the staff of concerned BDPOs also brought out non-completion of IHHLs and utilisation of IHHLs for other purposes as detailed below:

- As per para 5.4.1 of guidelines of SBM (G), a duly completed household sanitary latrine shall comprise of a toilet unit including a substructure which is sanitary(that safely confines human feaces and eliminates the need of human handling before it is fully decomposed), a super structure, with water facility and hand wash unit for cleaning and hand washing. Audit observed that 10[102] out of 1,045 physically verified IHHLs were not completed although incentive of ₹1.16 lakh was released to households during 2014-16. The toilets were found without wash basins, doors, roof, water tank and incomplete basic infrastructure in seven villages of three blocks. The DRDA, Jind and Block Development and Panchayat Officer, Mustfabad stated (March-August 2017) that concerned beneficiaries would be instructed to complete the IHHLs as per norms.

- Four beneficiaries of three blocks [103] were not using the IHHLs as toilets.

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100 (i) Rajaund, (ii) Julana, (iii) Uklana Mandi, (iv) Narnaul and (v) Faridabad.

101 (i) Bhiwani: 1,280, (ii) Charkhi Dadri:1,233, (iii) Faridabad:5,248, (iv) Gurugram: 44, (v) Jind: 496, (vi) Palwal: 1,699 and (vii) Sonepat: 4,959.

102 (i) Jind (3 cases: ₹ 36,000), (ii) Safidon (4 cases: ₹ 48,000) and (iii) Mustfabad (3 cases: ₹32,000).

103 (i) Bilaspur (Yamunanagar), (ii) Ganaur (Sonepat) and (iii) Rewari.

These toilets were being used as store, for storing cow dung cake and in one case it was not being utilised at all. An incentive of ₹ 44,000 was released to these beneficiaries for the construction of IHHL ***(Appendix 3.21)***. The BDPO, Bilaspur and DDPO, Sonepat stated (March-September 2017) that the beneficiaries had started the use of toilets while DRDA, Rewari stated (August2017) that the matter would be investigated and appropriate action would be taken against the defaulting beneficiaries.

3.22.6 Conclusion

In 12 municipalities, households having insanitary toilets were not identified besides component of construction of community and public toilets were not implemented except in MC, Panipat. Incentive of ₹ 1.80 crore was released to 2,571 beneficiaries without verification of their genuineness. Further, partial incentive was released to 2,192 beneficiaries in urban areas and 1,364 beneficiaries in rural areas. Cases of double/triple payments of incentive were observed. There was shortfall in coverage of beneficiaries and lack of awareness, monitoring and social audit. Thus, there was scope for improved and more concerted implementation of the various components of the mission.

These points were referred to the Government in September 2017 and further reminder was issued in November 2017 but their reply was still awaited.

Welfare of Scheduled Castes and Backward Classes Department

3.23 Suspected fraudulent payment of scholarships

District Welfare Officer, Jhajjar made payment of ₹5.15 crore as scholarships to students without ensuring full documentation and genuineness of the claims resulting in fraudulent payment of ₹5.15 crore.

With a view to providing financial assistance to the Scheduled Castes (SCs) students studying at post-matriculation or post-secondary stage and enabling them to complete their higher education, Government of India (GOI) introduced a Centrally Sponsored Scheme of Post Matric Scholarships (PMS) for SC students for studies in India in 2003. The scheme guidelines were revised in 2010 and 2013. As per scheme guidelines, the scholarships were to be given to those SC students who were pursuing post-matriculation or post-secondary recognized courses in recognized institutions. The State Government would announce the details of the scheme and invite applications by issuing advertisements in leading newspapers of the State, their respective websites and other media outfits during May-June every year. The applicant would submit applications for scholarship in the prescribed form containing his/ her particulars viz name, father's name, photograph, address, bank account details, institute and course details, etc. The application complete in all respects, addressed to an officer specified for this purpose by the State Government, was to be submitted to the Head of Institution by the candidates. The payment of the scholarship was to be made directly into the bank account of the applicant after a thorough scrutiny of the application form and supporting documents.

In case of SC students of Haryana pursuing Veterinary and Livestock Development Diploma (VLDD) course in recognized institutions, the Institutes had to submit duly filled in applications of eligible students to the District Welfare Officer (DWO) of the district concerned. The DWO was responsible for verifying all the details of the applications before submission of bills to the treasury.

Audit observations

3.23.1 Payments of scholarships without verification of facts by DWO

Scrutiny of records (December 2016) of District Welfare Officer (DWO), Jhajjar, for the period from December 2012 to November 2016 revealed that payment of ₹5.28 crore was made between March and November 2014 on account of PMS to the SC students pursuing VLDD Course in an Institute in District Jhajjar.

Audit observed that Lala Lajpat Rai University of Veterinary and Animal Sciences (LUVAS) had given only provisional affiliation to the Institute in December 2013 on the condition that it would make good the deficiencies. However, the Institute admitted students in session 2012-13 on its own without entrance test and without permission even before grant of provisional affiliation. The provisional affiliation was also withdrawn in June 2014 after surprise inspection conducted by the LUVAS during May 2014 in which serious irregularities like non-availability of faculty and students in the Institute were noticed. No student from the Institute ever appeared in examinations and no diploma was issued by the University to any student of the said Institute. The scholarships were paid against 353 applications of 185 SC students and the DWO approved the release of payments by 42 different sanction orders. However, the DWO, Jhajjar could produce only 160 out of 353 application forms. Scrutiny of these 160 application forms revealed fraudulent payment of ₹197.43 lakh as detailed below:

- In 28 forms, same Bank account number was shown against two different students i.e. 14 bank accounts only were depicted against 28 different applicants. Payments of ₹ 41.71 lakh was made into these accounts.

- In 90 forms, the names and addresses of forty-five students were repeated but their photographs were different in each case. These forms were attested and signed by the Institute. Payments of ₹ 134.79 lakh was made into these accounts.

- In two cases, involving payment of ₹ 3.00 lakh, the name and other particulars were different in the application forms whereas photograph was same on each application form.

- Payment of ₹17.93 lakh was made to three students involving 11 different bank accounts on 12 occasions.

- No photographs were affixed on 28 forms in violation of the conditions mentioned in guidelines.

It is clear from the above that DWO, Jhajjar made payment without verifying all the facts and without properly scrutinizing the applications of PMS. It clearly indicated negligence and possible collusion with the Institute.

3.23.2 Payments of scholarships by Banks

Audit noticed that payment of PMS was made into 227 Bank accounts maintained in 16 branches of various Banks. With a view to ascertaining the geniuses of details of students as appearing in vouchers, details of those accounts in which payments were made, were sought from all bank branches in May 2017. Fifteen Banks supplied the details in respect of 222 accounts involving scholarship of ₹ 5.15 crore. Managers of these Banks intimated (May-July 2017) that as per their records, details of account holders of none of these accounts except one, matched with the details of the students in the vouchers. Thus, list of applicants mentioned in vouchers did not match with the details of account holders in which funds were transferred. As a result, payments of PMS were not made to applicants shown in vouchers. Further, it was observed that in eight different banks, particulars (name of applicant and father's name) of five account holders were found to be same. Payments of ₹ 95.84 lakh was made to these accounts resulting in fraudulent drawal of funds. Information from remaining one Bank was awaited (October 2017).

Thus, the Institute submitted PMS claims for students even though it was not a recognized Institute. The DWO, Jhajjar also passed the claims despite the non-affiliation and without ensuring full documentation and genuineness of the claims as prescribed in the guidelines even though the forms submitted by the Institute had multiple discrepancies. Observations of Inspection Committees of LUVAS, the discrepancies brought out in forms submitted by the Institute to audit and cross verification of Bank account details, establish that the claims of students were submitted fraudulently and calls for a thorough investigation apart from recovery of the fraudulent payments of ₹ 5.15 crore. The total disregard of fulfillment of conditions for payment of scholarships by the then DWO, Jhajjar indicates a possible collusion between the DWO and the Institute. It also indicates poor internal controls which resulted in suspected fraudulent payment of ₹ 5.15 crore. No responsibility has been fixed for negligence and fraudulent payment by DWO, Jhajjar.

The Director, Welfare of Scheduled Castes and Backward Classes Department, Haryana informed (June 2017) that a team of the officers was constituted to enquire into the matter. It was further intimated that the process would take at least three weeks and a fact finding report shall be submitted within a month. However, the fact finding report was still awaited (November 2017).

The matter was referred to the Government in May 2017 and further reminders were issued in August and November 2017 but their reply was still awaited.

Chandigarh **(MAHUA PAL)**
Dated: 31 January 2018 **Principal Accountant General (Audit), Haryana**

Countersigned

New Delhi **(RAJIV MEHRISHI)**
Dated: 6 February 2018 **Comptroller and Auditor General of India**

Appendices

Appendix 1.1
(Reference: Paragraph 1.8; Page 5)
Details of nature of irregularities pointed out through outstanding Inspection Reports

(₹ in crore)

Sr. No.	Nature of irregularities	Number of Paragraphs	Amount
1.	Loss due to theft, misappropriation and embezzlement	13	1.33
2.	Recovery from other govt. agencies/Bank/HUDA/Contractors/employees on account of "Deposit work/dismantled material/cess collection charges/Sales Tax/Income Tax /short recovery due to wrong billings/ Administration charges/rent/ Non recovery of Abiana Charges/water charges from farmers/other departments/State	185	1630304.52
3.	Irregularities relating to cash book/non observances of rules relating to cash book/Treasury rules/PWD provisions/Govt. rules /non accounting of money/material/non adjustment of CSSA amount/non adjustment of misc. advances	200	402.71
4.	Irregular/Extra/Avoidable/Excess/unfruitful/un-fructuous expenditure due to non award on time/unclear site/back wages/splitting of work/salary/non mutation/ of land/ pay fixation etc/ Blocking of funds/ Expenditure on unsanctioned estimate	329	3168.13
5.	Undue benefit to contractor/agencies due to execution of sub standard work/delay in execution of work	58	31.49
6.	Misc Irregularities (relating to work analysis/non sending completion report/non obtaining/verification of performance security/non obtaining UCs/Non depositing of annuity charges)/ Non preparation of tools and plant (T&P) return/non auction of vehicles/ condemned material/non physical verification/non production of records/ Non deposit of labour cess with the Haryana Labour & Workers Welfare Board	243	88.69
	Total	**1028**	**1633996.87**

(Source: Information derived from the data maintained in the office of PAG (Audit) Haryana)

Appendix 1.2

(Reference: Paragraph 1.9; Page 5)

List of Outstanding Paragraphs to be discussed in PAC for the years 2012-13, 2014-15 and 2015-16 as on 31 May 2017

Sr. No.	Name of Department	Period	Total paras	Para No.
1.	Agriculture	2015-16	1	2.1
2.	Education	2012-13	1	2.3
		2014-15	1	3.3
		2015-16	1	2.3
	Elementary Education Department	2014-15	1	2.2
3.	Technical Education	2014-15	1	3.26
4.	Higher and Technical Education Departments (Guru Jambeshwar university, Hisar and Kurukshetra University, Kurukshetra)	2014-15	1	3.10
	Higher Education, Medical Education and Research and Technical Education Departments	2014-15	1	2.3
5.	Animal Husbandry and Dairying Department	2014-15	1	3.1
6.	Archaeology and Museums Department	2014-15	1	3.2
7.	Food and Supplies	2012-13	1	3.5
		2014-15	2	3.5, 3.6
8.	Food and Drug Administration	2015-16	1	3.2
9.	Home (Police)	2014-15	3	3.11, 3.12, 3.13
10.	Home and Administration of Justice	2012-13	1	3.7
		2015-16	1	3.3
	Home and Administration of Justice, Revenue and Disaster Management	2015-16	1	3.4
11.	Health Department (Red Cross Societies)	2014-15	1	3.9
	Health and Medical Education Department	2012-13	1	3.6
	Medical Education and Research Department	2014-15	1	3.19
		2015-16	4	2.2 (review), 3.9, 3.10, 3.11
12.	Forest Department	2014-15	2	3.7, 3.8
13.	Irrigation	2012-13	2	3.10, 3.11
		2014-15	2	3.16, 3.17
	Irrigation & PWD (B&R)	2014-15	1	3.18
	Irrigation and Water Resources	2015-16	1	3.6
14.	Public Works Department(B&R)	2012-13	2	3.13, 3.14
		2014-15	1	3.22
		2015-16	3	3.12, 3.13, 3.14
15.	Public Works Department(P&H)	2014-15	3	2.1(review), 3.20, 3.21

Sr. No.	Name of Department	Period	Total paras	Para No.
		2015-16	2	3.15, 3.16
16.	Revenue	2012-13	1	3.15
17.	Rural Development	2012-13	1	2.4
		2014-15	2	3.23, 3.24
18.	Town and Country Planning (Haryana Urban Development Authority)	2012-13	2	3.16, 3.17
		2015-16	1	3.18
19.	Housing Department (Housing Board Haryana)	2012-13	1	3.8
20.	Science and Technology	2015-16	1	3.17
21.	Transport	2012-13	1	3.18
22.	Panchayats Department	2012-13	1	3.4
23.	Urban Local Bodies Department	2012-13	3	2.2, 3.19, 3.20
24	Industrial Training and Vocational Education Department	2014-15	1	3.15
	Industrial Training	2015-16	1	3.5
25	Industries and Commerce	2015-16	1	3.7
26	Co-operation Department	2012-13	1	2.5
27	Civil Aviation Department	2012-13	1	3.1
28	Civil Secretariat	2012-13	2	3.2, 3.3
29	Public Relation Department	2012-13	1	3.9
30	Welfare of SC and BC Department	2012-13	1	3.21
31	Environment Department (HSPCB)	2014-15	1	3.4
		2015-16	1	3.1
32	Labour	2015-16	1	3.8
33	Horticulture	2014-15	1	3.14
34	Sports and Youth Affairs	2014-15	1	3.25
35	Women and Child Development	2014-15	1	3.27
		2015-16	2	3.19,3.20
Total Paras			**77**	

(Source: Information derived from the data maintained by the Public Accounts Committee)

Appendix 1.3
(Reference: Paragraph 1.9; Page 5)

Details of Audit Report paragraphs for which Action Taken Notes (ATNs) were awaited for the years 2012-13 and 2014-15 as on 31 May 2017

Sr. No.	Name of Department	CAG Audit Report	Total paras	Para No.
1.	Home & Administration of Justice	2012-13	1	3.7
		2014-15	2	3.11, 3.12
		2015-16	1	3.3
	Home & Admin of Justice, Revenue and Disaster Management Department	2015-16	1	3.4
2.	Irrigation	2012-13	2	3.10, 3.11
		2014-15	2	3.16, 3.17
	Irrigation & Water Resources Department	2015-16	1	3.6
3.	Public Works Department (B&R)	2012-13	1	3.13
		2014-15	1	3.22
		2015-16	3	3.12, 3.13, 3.14
	Public Works Department (B&R), combined Para PW (B&R), PW (PH), Irrigation	2012-13	1	3.14
		2014-15	1	3.18
4.	Transport	2012-13	1	3.18
5.	Town and Country Planning (Haryana Urban Development Authority)	2012-13	2	3.16, 3.17
		2015-16	1	3.18
6.	Rural Development	2012-13	1	2.4 Review
		2014-15	2	3.23, 3.24
7.	Public Health Engineering Department	2014-15	3	2.1 Review, 3.20, 3.21
		2015-16	2	3.15, 3.16
8.	Urban Local Bodies Department	2012-13	3	2.2 Review, 3.19, 3.20
9.	Education	2014-15	3	2.2 Review, 2.3 Review, 3.3
		2015-16	1	2.3
10.	Higher and Technical Education	2014-15	2	3.26, 3.10
11.	Health and Medical Education	2012-13	1	3.6
	Medical Education and Research Department	2014-15	1	3.19
		2015-16	4	2.2 Review, 3.9,

Sr. No.	Name of Department	CAG Audit Report	Total paras	Para No.
				3.10, 3.11
12.	Housing Board Haryana	2012-13	1	3.8
13.	Horticulture	2014-15	1	3.14
14.	Agriculture	2015-16	1	2.1 Review
15.	Women and Child Development	2014-15	1	3.27
		2015-16	2	3.19, 3.20
16.	Animal Husbandry and Dairying	2014-15	1	3.1
17.	Archaeology and Museums Department	2014-15	1	3.2
18.	Food and Supply department	2014-15	1	3.6
19.	Food and Drug Administration Department	2015-16	1	3.2
20.	Forest Department	2014-15	2	3.7, 3.8
21.	Industrial Training Department	2015-16	1	3.5
22.	Industries & Commerce Department	2015-16	1	3.7
23.	Civil Secretariat	2012-13	1	3.3
24.	Labour Department	2015-16	1	3.8
25.	Development and Panchayat	2012-13	1	3.4
26.	Environment Department	2015-16	1	3.1
	Total		**62**	

(Source: Information derived from Minutes of Proceedings of the Public Accounts Committee).

Appendix 1.4
(Reference: Paragraph 1.9; Page 5)
List of paragraphs where recovery has been pointed out but no action has been taken by the Administrative Departments

Sr. No.	Name of Administrative Department	Year of Audit Report	Paragraph Number	Amount (₹ in lakh)
1.	Agriculture	2000-01	6.3	40.45
		2013-14	3.1	4,131.00
2.	Animal Husbandry	2000-01	3.4	21.96
		2001-02	6.3	747.00
3.	Finance	2001-02	3.3	5.62
		2013-14	3.7	2,021.00
4.	Food and Supplies	2002-03	4.6.8	23.89
		2014-15	3.6.2	2,446.00
		2014-15	3.6.3	240.00
5.	Rural Development (DRDA)	2001-02	6.1.11	0.54
		2011-12	2.4.10.2	2.60
6.	Town and Country Planning (HUDA)	2000-01	3.16	15,529.00
		2001-02	6.10	4,055.00
		2011-12	2.3.10.8	16,700.00
		2013-14	2.3.10.6	1,266.00
			2.3.10.7	44.41
			2.3.10.11	37,386.00
			3.20	84.64
7	Women and Child Development	2009-10	1.2.13.1	8.25
8	Social Justice and Empowerment (District Red Cross Society)	2011-12	3.3.5.1	1,572.00
			3.3.5.2	71.00
9	PWD (Irrigation Branch)	2010-11	3.1.2	62.25
10	Labour and Employment	2011-12	2.1. 9.4	79.95
11	Urban Local Bodies	2012-13	2.2.8.1	17,040.00
			2.2.8.6	10,182.00
			3.20	554.00
12	Cooperation	2012-13	2.5.7.4	494.00
			2.5.9.3	767.00
13	Health and Medical Education	2012-13	3.6	125.00
14	Education	2014-15	3.3	251.00

Sr. No.	Name of Administrative Department	Year of Audit Report	Paragraph Number	Amount (₹ in lakh)
15	Home	2014-15	3.11 (b),vi (a)	124.00
16	Medical Education and Research	2014-15	3.19	116.00
17	Agriculture	2015-16	2.1.7.5	12,644.00
		2015-16	2.1.9.3	21.41
18	Public Works Department (B&R)	2015-16	3.12.4.1	53.00
		2015-16	3.12.4.2	106.00
19	Town and Country Planning Department (HUDA)	2015-16	3.18 (a)	41,715.00
		2015-16	3.18 (b)	1,077.00
	Total		**38**	**1,71,807.97**

Say ₹ 1,718.08 crore

(Source: Action taken notes on proceedings of the Public Accounts Committee).

Appendix 1.5

(Reference: Paragraph 1.9; Page 5)

Details of outstanding recommendations of Public Accounts Committee on which the Government is yet to take final decision as on 31 March 2017

Sr. No	PAC Report	Year of Audit Report	Total paras outstanding as on 31-03-2017
1	9th	1971-72	1
2	14th	1973-74	1
3	16th	1975-76	1
4	18th	1976-77	1
5	21st	1978-79	1
6	22nd	1979-80	2
7	23rd	1979-80	1
8	25th	1980-81	3
9	26th	1981-82	2
10	28th	1982-83	1
11	29th	1983-84	2
12	32nd	1984-85	5
13	34th	1985-86	5
14	36th	1986-87	7
15	38th	1987-88	6
16	40th	1988-89	8
17	42nd	1989-90, 90-91,91-92	4
18	44th	1990-91, 91-92,92-93	8
19	46th	1993-94	7
20	48th	1993-94, 1994-95	3
21	50th	1993-94,1994-95, 1995-96	33
22	52nd	1996-97	15
23	54th	1997-98	10
24	56th	1998-99	14

Sr. No	PAC Report	Year of Audit Report	Total paras outstanding as on 31-03-2017
25	58th	1999-2000	38
26	60th	2000-01	35
27	61st	2001-02	12
28	62nd	2002-03	20
29	63rd	2005-06	25
30	64th	2003-04	09
31	65th	2004-05	21
32	67th	2007-08	37
33	68th	2006-07	56
34	70th	2008-09	28
35	71th	2009-10	29
36	72nd	2010-11	60
37	73rd	2011-12	108
38	74th	2013-14	67
		Total	**686**

(Source: Action taken notes on proceedings of the Public Accounts Committee).

Appendix 1.6
(Reference: paragraph 1.10; page 5)
Statement showing the details of rendering of accounts to CAG and submission of Audit Report to State Legislature by the autonomous bodies

Sr. No.	Name of the body	Period of entrustment of audit of accounts to CAG	Year up to which accounts were rendered	Year up to which Audit Report issued	Year up to which Audit Report submitted to State Legislature	Year for which accounts due	Period of delay in submission of accounts (upto 30th June 2017)
1.	Haryana Khadi and Village Industries Board, Manimajra, Chandigarh	2012-13 to 2016-17	2014-15	2014-15	2011-12	2015-16	One year
2.	Haryana Labour Welfare Board, Chandigarh	2013-14 to 2017-18	2015-16	2014-15	2008-09	--	--
3.	Haryana Urban Development Authority, Panchkula	2017-18 to 2021-22	2015-16	2014-15	2012-13	--	--
4.	Haryana Housing Board, Panchkula	2014-15 to 2018-19	2015-16	2013-14	2011-12	--	--
5.	Haryana State Agricultural Marketing Board, Panchkula	2015-16 to 2019-20	2015-16	2015-16	2013-14	--	--
6.	Haryana Waqf Board, Ambala Cantt.	2013-14 to 2017-18	2015-16	2015-16	Not required to be laid down	--	--
7.	Haryana State Legal Services Authority, Chandigarh	No entrustment required. Audit undertaken under Section 19 (2) of CAG's DPC Act 1971	2015-16	2015-16	2013-14	--	--
8.	Chief Judicial Magistrate-cum-Secretary, District Legal Services Authority, Bhiwani	-do-	2013-14	2013-14	1996-97	2014-15 to 2015-16	Two year

Sr. No.	Name of the body	Period of entrustment of audit of accounts to CAG	Year up to which accounts were rendered	Year up to which Audit Report issued	Year up to which Audit Report submitted to State Legislature	Year for which accounts due	Period of delay in submission of accounts (upto 30th June 2017)
9.	Chief Judicial Magistrate-cum-Secretary, District Legal Services Authority, Faridabad	-do-	2014-15	2014-15	1996-97	2015-16	One year
10.	Chief Judicial Magistrate-cum-Secretary, District Legal Services Authority, Fatehabad	-do-	2015-16	2015-16	1996-97	--	--
11.	Chief Judicial Magistrate-cum-Secretary, District Legal Services Authority, Gurugram	-do-	2015-16	2012-13	1996-97	--	--
12.	Chief Judicial Magistrate-cum-Secretary, District Legal Services Authority, Jhajjar	-do-	-	-	-	2015-16	20 years
13.	Chief Judicial Magistrate-cum-Secretary, District Legal Services Authority, Kaithal	No entrustment required. Audit undertaken under Section 19 (2) of CAG's DPC Act 1971	2013-14	2013-14	1996-97	2014-15 to 2015-16	Two years
14.	Chief Judicial Magistrate-cum-Secretary, District Legal Services Authority, Panchkula	-do-	2014-15	2014-15	1999-2000	2015-16	One year
15.	Chief Judicial Magistrate-cum-Secretary, District Legal Services Authority, Panipat	-do-	2010-11	2010-11	1996-97	2015-16	Five years

Sr. No.	Name of the body	Period of entrustment of audit of accounts to CAG	Year up to which accounts were rendered	Year up to which Audit Report issued	Year up to which Audit Report submitted to State Legislature	Year for which accounts due	Period of delay in submission of accounts (upto 30th June 2017)
16.	Chief Judicial Magistrate-cum-Secretary, District Legal Services Authority, Rewari	-do-	2015-16	2015-16	1996-97	--	--
17.	Chief Judicial Magistrate-cum-Secretary, District Legal Services Authority, Rohtak	-do-	2014-15	2014-15	1996-97	2015-16	One year
18.	Chief Judicial Magistrate-cum-Secretary, District Legal Services Authority, Sonipat	-do-	2015-16	2013-14	1996-97	--	--
19.	Chief Judicial Magistrate-cum-Secretary, District Legal Services Authority, Yamunanagar	-do-	2014-15	2014-15	1996-97	2015-16	One year
20.	Chief Judicial Magistrate -cum-Secretary, District Legal Services Authority, Hisar	-do-	2015-16	2015-16	1996-97	--	--
21.	Chief Judicial Magistrate -cum-Secretary, District Legal Services Authority, Narnaul	-do-	2015-16	2013-14	1996-97	--	--
22.	Chief Judicial Magistrate -cum-Secretary, District Legal Services Authority, Sirsa	-do-	2013-14	2013-14	1996-97	2014-15 to 2015-16	Two years
23.	Chief Judicial Magistrate -cum-Secretary, District Legal Services Authority, Ambala	-do-	2015-16	2014-15	1996-97	--	--

Sr. No.	Name of the body	Period of entrustment of audit of accounts to CAG	Year up to which accounts were rendered	Year up to which Audit Report issued	Year up to which Audit Report submitted to State Legislature	Year for which accounts due	Period of delay in submission of accounts (upto 30th June 2017)
24.	Chief Judicial Magistrate - cum-Secretary, District Legal Services Authority, Jind	No entrustment required. Audit undertaken under Section 19 (2) of CAG's DPC Act 1971	2014-15	2014-15	1996-97	2015-16	One year
25.	Chief Judicial Magistrate - cum-Secretary, District Legal Services Authority, Karnal	-do-	2007-08	2007-08	1996-97	2008-09 to 2015-16	Eight years
26.	Chief Judicial Magistrate - cum-Secretary, District Legal Services Authority, Kurukshetra	-do-	2014-15	2014-15	1996-97	2015-16	One year
27.	Chief Judicial Magistrate - cum-Secretary, District Legal Services Authority, Mewat	-do-	2014-15	2014-15	2009-10	2015-16	One year
28.	Chief Judicial Magistrate - cum-Secretary, District Legal Services Authority, Palwal	-do-	2012-13	2012-13	2012-13	2013-14 to 2015-16	Three years
29.	Haryana Building and Other Construction Workers Welfare Board, Chandigarh	-do-	2015-16	2013-14	2008-09	--	--

Appendix 2.1
(Reference: Paragraph: 2.1.9.2; Page: 19)
Details of teacher-student ratio in test checked departments

Name of Department	2012-13			2013-14			2014-15			2015-16			2016-17		
	Teachers	Students	Ratio	Teachers	Students	Ratio	Teachers	Students	Ratio	Teachers	Students	Ratio	Teachers	Students	Ratio
Microbiology	8	63	1:8	8	39	1:5	8	79	1:10	8	38	1:5	8	82	1:10
Centre for Medical Biotechnology	3	55	1:18	5	43	1:9	5	31	1:6	5	44	1:9	5	42	1:8
Chemistry	18	214	1:12	17	233	1:14	16	224	1:14	12	205	1:17	11	195	1:18
Bio-Chemistry	5	74	1:15	5	83	1:17	5	78	1:16	5	93	1:19	5	85	1:17
Pharmaceutical Sciences	17	351	1:21	17	368	1:22	17	345	1:20	17	322	1:19	17	332	1:20
Mathematics	12	467	1:39	12	523	1:44	12	530	1:44	12	546	1:46	12	530	1:44
Defense & Strategic Studies	3	57	1:19	3	22	1:7	3	35	1:12	3	37	1:12	3	35	1:12
Psychology	16	121	1:8	16	133	1:8	16	154	1:10	16	164	1:10	14	118	1:8
Environment Sciences	7	65	1:9	7	66	1:9	7	80	1:11	7	84	1:12	7	101	1:14
Sociology	9	75	1:8	7	84	1:12	6	89	1:15	5	106	1:21	5	112	1:22
Economics	13	236	1:18	13	229	1:18	13	257	1:20	9	261	1:29	9	268	1:30
Geography	6	196	1:33	6	186	1:31	6	200	1:33	6	154	1:26	6	159	1:27
Political Science	3	129	1:43	3	140	1:47	2	139	1:70	2	141	1:71	2	133	1:67
Public Administration	4	117	1:29	4	151	1:38	3	160	1:53	3	141	1:47	2	164	1:82
Physical Education	6	125	1:21	4	119	1:30	3	147	1:49	3	NA	NA	3	194	1:65

Source: Compiled from the records of the Department concerned

Appendix 2.2
(Reference: Paragraph; 2.1.9.5; Page: 22)
Details of vacant seats in test checked departments

Sr. No.	Department	Course	Sanctioned seats	Filled up	vacant	Percentage
1	Defence	MPHIL	67	35	32	47.76
		Pre-Ph.D	15	7	8	53.33
2	Public Administration	MA (Hons)5 years Int Sem-I	190	150	40	21.05
		M Phil/Pre Ph.D	90	54	36	40
3	Political Science	MA Sem-III	300	206	94	31.33
4	Psycholoy	Pre-Ph.D/Ph. D course	26	20	6	23.08
		MA-II	207	134	73	35.27
		PG Diploma in Psychology	81	65	16	21.69
		PG Diploma in Guidance & Counseling	112	82	30	26.79
		MA Applied Psychology-II	40	31	9	22.5
		PG Diploma Human Resource Competencies	40	27	13	32.5
5	Microbiology	M.Sc Bial Biotechology	100	82	18	**18**
6	Environment Sciences	M.Sc Environment biotech	100	65	35	35
7	Geography	MA IIIrd	252	200	52	20.63
		MA POP IIIrd	60	36	24	40
		M.tech 1st	15	9	6	40
		Pre. Phd	22	20	2	20
		M. tech IIIrd	15	7	8	53
		M. Sc geoinformatic 3rd	40	24	16	40
		M. Sc geoinformatic 4th	20	7	13	**65**
		PG diploma course	40	20	20	50
Total			**1,832**	**1,281**	**551**	

Source: Compiled from the records of the Department concerned

Appendix 2.3
(Reference: Paragraph:2.2.8.2;Page: 35)
Details showing availability of security equipment and their utilization status

Name of security item	Available	Not-functional
Mobile Phone Jammers	43	43
DFMD	21	16
HHMD	38	26
Search Lights	75	55
Torches	43	11
Total	**220**	**151**

Requirement of modern equipment

Name of security item	Requirement	Available
Body Scanner	06	00
Night Vision Binoculars	66	00
Helmet	350	00
Cane Shields	335	00
Shin Protector	310	00
Sensors	38	00
Total	**1,105**	**NIL**

Source: Information compiled from the records of the Department

Appendix 2.4
(References: Paragraph: 2.2.8.2;Page: 36)
Details showing recovery of prohibited articles in test checked jails

Name of Jail	Inspections carried out	Articles found in jails	Kind of contraband articles
CJ Ambala	1,483	630	Mobile Phones, Sim card, Charger and Battery
DJ Gurugram	1,825	330	Mobile phones, Sim, Sulfa, Charas and Blades
CJ Hisar-I	240	138	Mobile Phones, Charger, Sim card, Opium,Charas and Sulfa etc.
CJ Hisar-II	261	10	Mobile phones
DJ Karnal	2,562	40	Mobile phones, Sim card and Narcotic Substance
DJ Narnaul	63	160	Mobile, Batteries and Sim card
DJ Rohtak	1,825	88	Mobile phones and Sulfa
DJ Sirsa	153	29	Sim cards, Mobile phones, Opium, Sulfa, Smack, Liquor and 165 Drug tablets
Total	**8,412**	**1,425**	

Source: Information compiled from the records of the Department

Appendix 2.5

(Reference: Paragraph:2.2.9.1 (i);Page:39)

Statement showing average capacity, occupancy and percentage of occupancy of Jails in the State

Year (Calendar)	Total capacity	Actual occupancy	Percentage occupancy
2012	16,964	16,909	99
2013	16,647	17,655	106
2014	16,647	18,659	112
2015	16,718	18,238	109
2016	18,096	17,964	99

Source: Information supplied by the Department

Statement showing average capacity, occupancy and percentage of occupancy in test checked jails

Name of Jail	Average total capacity	Average total occupancy	Percentage of occupancy
Hisar-I	1,116	1,718	154
Narnaul	319	596	187
Sirsa	567	824	145
Ambala	1,228	1,230	100
Gurugram	2,412	2,151	89
Hisar-II	398	439	110
Karnal	2,434	2,236	92
Rohtak	1,300	1,357	104

Source: Data compiled from the records of test check jails

Appendix 2.6
(Reference: Paragraph:2.2.9.2 (i);Page: 41)
Statement showing the shortage of beds in test checked jails

Name of Jail	Capacity of Jails	Beds required as per MPM @ 5% of capacity of Jails	Actual number of beds	Shortage
Ambala CJ	1,228	61	13	48
Gurugram DJ	2,412	120	28	92
Hisar-1 CJ	1,499	75	14	61
Hisar-II CJ	571	28	04	24
Karnal DJ	2,434	122	35	87
Narnaul DJ	350	18	2	16
Rohtak DJ	1,300	65	39	26
Total	**9,794**	**489**	**135**	**354**

Source: Information compiled from the records of test checked jails

Appendix 2.7
(Reference: Paragraph:2.2.9.4;Page: 43)
Statement showing cases sent to District Magistrate, received within time and after due date

Name of Jail	Total Number of cases of Parole/Furlough sent to DM for approval	Number of cases of Parole/Furlough received with prescribed time i.e. 21 days	Number of cases of Parole/Furlough received after due date
Ambala	1,040	00	1,040
Gurugram	2,193	386	1,807
Hisar-I	3,409	417	2,992
Hisar-II	372	11	361
Karnal	3,515	212	3,303
Narnaul	853	00	853
Rohtak	1,375	56	1,319
Sirsa	1,630	450	1,180
Total	**14,387**	**1,532**	**12,855**

Source: Data Furnished by the Department

Appendix 2.8
(Reference: Paragraph: 2.2.9.4;Page: 43)
Statement showing prisoners released on parole, reported back, surrendered and absconded

Name of Jail	Number of prisoners			Prisoners arrested and surrendered		Prisoners absconded	Security amount to be forfeited (₹ in crore)
	Released on parole	Reported back	Not report back	Arrested	Surrendered		
Ambala	851	847	04	01	0	02(01expired)	0.05
Gurugram	1,967	1,901	66	31	25	10	1.41
Hisar-1	3,215	3,172	43	36	0	07	1.25
Hisar-2	330	329	01	01	0	00	0.04
Karnal	2,794	2,718	76	12	40	22 (2 expired)	0.74
Narnaul	835	830	05	05	0	0	0.18
Rohtak	1,327	1,311	16	03	08	05	0.20
Sirsa	1,389	1,382	07	02	03	02	0.04
Total	**12,708**	**12,490**	**218**	**91**	**76**	**48 (03 expired)**	**3.91**

Source: Information furnished by the Department

Appendix 3.1
(Reference: Paragraph: 3.5 (i); Page: 65)
Statement showing details of expenditure incurred on four major schemes

Sr. No.	Name of scheme	Date of inception	Rate (in ₹)and eligibility criteria	No. of eligible workers	No. of workers benefited	Percentage of benefits workers	Amount required to cover all eligible workers	Amount actually spent	Shortfall
							₹ in crore		
1	Financial assistance for purchase of bicycle	08 August 2013	3,000 (Once in three years and regular membership of one year)	5,06,735	34,606	6.82	152.02	11.33	140.69
2	Financial assistance for purchase of tool kit	10 June 2014	5,000 (Once in three years and completed three years membership)	5,06,735	10,930	2.16	253.37	7.57	245.80
3	Mukhya Mantri Mahila Nirman Sharmik Samman Yojna	03 March 2011	5,100 (Every year on renewal of membership)	1,23,648	7,902	6.39	63.06	3.12	59.94
4	Financial assistance for purchase of sewing machine	25 July 2014	3,500 (Once in life time after completion of one year membership)	1,23,648	7,547	6.10	43.28	3.26	40.02
			Total		**60,985**		**511.73**	**25.28**	**486.45**

Source: Information compiled by Audit

Appendix 3.2

(Reference: Paragraph: 3.7; Page: 69)

Statement showing the details of agreements with agency 'A' for installation of chlorinators on 45 water works by three divisions and enhanced the scope of work thereafter

(₹ in lakh)

Sr. No.	Agreement No. and date	Month	Agreement amount	Enhanced amount	Payment Date	Amount paid
A	**Tosham**					
1.	62 of 2014	February 2014	4.94	44.46	12 December 2014	44.46
2.	61 of 2014	February 2014	4.94	44.46	17 December 2014	44.46
3.	144 of 2014	August 2014	4.94	44.46	15 December 2014	44..46
4.	6 of 2014	January 2014	4.89	63.57	11 February 2014	63.57
5.	133 of 2014	August 2014	4.94	9.88	20 October 2014	9.88
6.	134 of 2014	August 2014	4.94	9.88	20 January 2015	9.88
7.	135 of 2014	August 2014	4.94	9.88	20 October 2014	9.88
8.	136 of 2014	August 2014	4.94	9.88	12 December 2014	9.88
9.	143 of 2014	August 2014	4.94	9.88	15 December 2015	9.88
10.	145 of 2014	August 2014	4.94	9.88	20 October 2014	9.88
11.	146 of 2014	August 2014	4.94	9.88	20 October 2014	9.88
12.	147 of 2014	August 2014	4.94	9.88	15 December 2015	9.88
13.	148 of 2014	August 2014	4.94	9.88	20 October 2014	9.88
14.	149 of 2014	August 2014	4.94	9.88	20 October 2014	9.88
15.	150 of 2014	August 2014	4.94	9.88	20 January 2015	9.88
16.	193 of 2014	December 2014	4.94	9.88	28 October 2015	9.88
17.	194 of 2014	December 2014	4.94	9.88	20 January 2015	9.88
18.	195 of 2014	December 2014	4.94	9.88	28 October 2015	9.88
19.	196 of 2014	December 2014	4.94	9.88	23 October 2015	9.88
20.	197 of 2014	December 2014	4.94	9.94	20 January 2015	9.94
21.	199 of 2014	December 2014	4.94	9.88	20 January 2015	9.88
22.	200 of 2014	December 2014	4.94	9.88	20 January 2015	9.88
23.	201 of 2014	December 2014	4.94	9.88	20 January 2015	9.88
24.	202 of 2014	December 2014	4.94	9.88	20 January 2015	9.88
25.	203 of 2014	December 2014	4.94	9.88	20 January 2015	9.88
26.	204 of 2014	December 2014	4.94	9.88	20 January 2015	9.88
27.	205 of 2014	December 2014	4.94	9.88	23 October 2015	9.88
28.	206 of 2014	December 2014	4.94	9.88	20 January 2015	9.88
29.	207 of 2014	December 2014	4.94	9.88	20 January 2015	9.88
30.	208 of 2014	December 2014	4.94	9.88	20 January 2015	9.88

Sr. No.	Agreement No. and date	Month	Agreement amount	Enhanced amount	Payment Date	Amount paid
B	**Ambala City**					
31.	148 of 2013-14	January 2014	4.49	9.89	13 March 2014	9.89
32.	150 of 2013-14	January 2014	4.94	9.88	24 March 2017	9.88
33.	151 of 2013-14	January 2014	4.94	9.88	24 March 2017	9.88
34.	153 of 2013-14	January 2014	4.94	9.88	24 March 2017	9.88
35.	155 of 2013-14	February 2014	4.94	7.93	10 March 2014	7.43
36.	156 of 2013-14	February 2014	4.94	9.88	13 March 2014	9.88
37.	157 of 2013-14	March 2014	4.94	9.88	24 March 2014	9.88
38.	159 of 2013-14	March 2014	4.94	9.88	24 March 2014	9.88
39.	160 of 2013-14	March 2014	4.94	9.88	24 March 2014	9.88
40.	161 of 2013-14	March 2014	4.94	9.88	24 March 2014	9.88
41.	162 of 2013-14	February 2014	4.94	9.88	24 March 2014	9.88
42.	163 of 2013-14	February 2014	4.94	9.88	24 March 2014	9.88
43.	164 of 2013-14	February 2014	4.94	9.88	24 March 2014	9.88
44.	165 of 2013-14	March 2014	4.94	9.88	24 March 2014	9.88
C	**Mohindergarh**					
45.	EE No. 9639-41	October 2013	4.95	49.50	2 November2015	49.50
Total (A+B+C)			**221.81**	**639.77**		**639.27**

Source: Information consolidated from the record of auditee department

Appendix 3.3

(Reference: Paragraph; 3.8 (i and iii); Page: 72)

Statement showing detail of agreements entered into and payment made by EE, PHED, Ambala Cantt. for laying HDPE sewerage pipes in Ambala Cantt.

Sr. No.	Name of firm/ agency	Date of agreement	Target date of completion	Agreement amount (₹ in crore)	HDPE Pipe dia	To be laid (in mtr)	Actually laid (in mtr)	Payment made (₹ in crore)	Month of payment
1.	A	10 January 2013	May 2013	2.75	225mm	7,973	4,265	2.08	August 2014
2.	B	10 January 2013	May 2013	3.35	225mm	9,547	2,814	1.33	August 2016
3.	B	10 January 2013	May 2013	3.01	225 mm	8,876	6,070	2.86	March 2015
4.	C	12 March 2013	July 2013	4.92	280mm	2,137	2,137	3.34	June 2014
					900mm	968	--		
5.	C	14 February 2013	June 2013	2.18	280 mm	4,688	3,688	1.73	June 2014
6.	C	26 August 2013	December 2013	3.09	280 mm	5,146	2,876	1.51	July 2014
7.	D	4 September 2013	January 2014	2.21	225 mm	6,309	2,285	0.97	September 2014
8.	E	20 July 2012	January 2013	3.81	1000mm	184		0.83	May 2013
					900 mm	72	48		
					800 mm	800	304		
	Total			**25.32**		**46,700**	**24,487**	**14.65**	

Source: Consolidated from the record made available by the department.

Statement showing the details of payment made without execution of works

Sr. No.	Date of agreement	Agreement amount (₹ in crore)	HDPE Pipe dia	Pipe not laid but payment made (in mtr)	Payment made at the rate of 65 per cent of agreed rate (₹ in crore)
1.(At Sr. 4 above)	12 March 2013	4.92	900mm	968	2.47
2.(At Sr. 5 above)	14 February 2013	2.18	280 mm	1,000	0.27
					2.74

Source: Consolidated from the record made available by the department.

Appendix 3.4
(Reference: Paragraph: 3.11.3.3; Page: 79)
(i) Cases showing the details where agreement amount was below ₹ five lakh and enhanced subsequently

Sr. No.	Agreement Number	Name of work	Agreement Amount (₹in lakh)	Enhanced Amount (₹in lakh)	No. of times increase in agreement amount
Panipat Division					
1	764	Suplying, lowering, jointing and cutting of 250mm i/d SW pipes sewer of manhole, dismantling the road and all works contingent thereto	4.95	49.25	9.95
2	787	Raising of manhole, constrcution of new manholes, slabs for existing manhole at varios sites in Panipat town and all other works contingent thereto	1.94	9.81	5.06
3	791	Construction of brick masonary pillars for laying of DI pipes 1000 mm i/d from receiving chamber of effuluent channel at 10 MLAD STP	0.61	2.65	4.34
4	796	Suplying, lowering, jointing and cutting of 250mm i/d SW pipes sewer of manhole, dismantling the road and all works contingent thereto	4.33	13.21	3.05
5	803	Earth filling under roads at 20 MLD STP at Jatal Road Panipat	2.18	24.89	11.42
6	808	Constrction of plinth protection of sequential batch Reactor at 20 MLD STP at Jatal Road Panipat	2.43	9.94	4.09
7	811	Providing and fixing M.S. Pillars on reactor of 35 MLD existing STP at Siwah for supporting Gas Pipes and railings	2.40	9.95	4.15
8	812	Providing and fixing M.S. Pillars on reactor of 35 MLD existing STP at Siwah for supporting Gas Pipes and railings	2.56	9.99	3.90
9	826	Providing and fixing of TATA Dura sign CGI Sheet colour coated 0.6 mm thick with GI or L hook on truss store at 35 MLD STP at Siwah	2.51	7.48	2.98
10	875	Suplying, lowering, jointing and cutting of 250mm i/d SW pipes sewer of manhole, dismantling the road and all works contingent thereto	0.94	9.23	9.82
11	884	Construction of gate pillar, slag at chowkidar quarter	0.98	2.50	2.55
12	889	Suplying, lowering, jointing and cutting of 250mm i/d and 300 mm SW pipes sewer of manhole, dismantling the road and all works contingent thereto	0.87	14.99	17.23
13	895	Suplying, lowering, jointing and cutting of 250mm i/d SW pipes sewer of manhole, dismantling the road and all works contingent thereto	0.94	13.37	14.22
14	896	Suplying, lowering, jointing and cutting of 250mm i/d SW pipes sewer of manhole, dismantling the road and all works contingent thereto	0.93	12.68	13.63
15	897	Raising of manhole and constrction of new slab due to damage of existing manhole at various places at Panipat	0.97	12.11	12.48
16	898	Suplying, lowering, jointing and cutting of 200mm i/d SW pipes sewer of manhole, dismantling the road and all works contingent thereto	0.94	10.44	11.11
17	915	Suplying, lowering, jointing and cutting of 250mm i/d SW pipes sewer of manhole, dismantling the road and all works contingent thereto	4.42	39.50	8.94
18	916	Suplying, lowering, jointing and cutting of 250mm i/d SW pipes sewer of manhole, dismantling the road and all works contingent thereto	4.43	39.09	8.82
19	920	Repair of staff quarters of 35 MLD STP at village Siwah	0.96	8.60	8.96
20	922	Suplying, lowering, jointing and cutting of 450mm i/d and 600 mm i/d RRC pipes Class NP-3 sewer of manhole, dismantling the road and all works contingent thereto	3.67	39.56	10.78
21	923	Suplying, lowering, jointing and cutting of 450mm i/d and 600 mm i/d RRC pipes Class NP-3 sewer of manhole, dismantling the road and all works contingent thereto	4.42	39.81	9.01
	Total		**48.38**	**379.05**	

(ii) Cases showing details of where agreement amount was more ₹ five lakh and enhanced subsequently

Sr. No.	Agreement Number	Name of work	Agreement Amount (₹in lakh)	Enhanced Amount (₹in lakh)	No. of times increase in agreement amount
Panipat Division					
1	778	Suplying, lowering, jointing and cutting of 1800mm i/d RCC NP-3 pipes sewer of manhole, dismantling the road and all works contingent thereto	5.02	9.98	1.99
2	793	Constrction of panel rooma at new 130.75 MLD MPS at Siwah and 90 MLD MPS at Panipat	5.42	24.98	4.61
3	792	Constrction of inlet of Aeration Tank from existing effluent channel at 35 MLD at Siwah at 10 MLD STP at Jatal Road Panipat	6.21	9.91	1.60
4	822	Providing and fixing 22 no. street lights with aerodynamically design single piece die-casted aluminium housing	9.72	15.17	1.56
5	823	Providing and fixing 22 no. street lights with aerodynamically design single piece die-casted aluminium housing	9.68	15.19	1.57
6	111	Providing and laying of RCC NP-3 of size 800 mm and 1000 mm i/d pipe	420.39	960.37	2.29
Sonepat Division					
7	121	Construction of balance boundary wall with RCC column	5.95	22.11	3.71
8	130	Providing and laying of RCC NP-3 of size 600 mm i/d pipe	5.33	9.99	1.87
9	131	Providing and laying of RCC NP-3 of size 600 mm i/d pipe	5.34	9.99	1.87
10	136	Providing and laying of 8" and 12'" i/d SW pipes and RCC NP-3 of size 600 mm i/d pipe	5.68	9.95	1.75
11	138	Providing and laying of RCC NP-3 of size 600 mm i/d pipe	5.55	9.99	1.80
12	159	Providing, laying and fixing of 200 mm i/d and 300 mm i/d SW pipe	5.82	18.50	3.18
13	183	Loading and unloading of sand , proving and laying of 1000 mm i/d NP-3 Pipes	5.66	16.88	2.98
14	108	Providing and laying of RCC NP-3 of size 900 mm i/d pipe	271.38	408.51	1.51
	Total		**767.15**	**1,541.52**	

Source: Information compiled from the records of test checked divisions.

Appendix 3.5
(Reference: Paragraph: 3.13.3.2; Page: 89)
Statement showing extra expenditure by changing quantities at site without getting approval from competent authority

Name of Road	Items	Qty as per agreement in cum.	Actual Qty executed	Difference	Rate per unit	Irregular expenditure (₹ in lakh)
PWD (B&R) Division Rewari						
Rewari Shahjhanpur Road (SH-15)	Bituminous Macadam (BM)	847.00	1,550.50	703.50	6,000	42.21
	Sub-Total					**42.21**
Subana Kosli Nahar Kanina Road (SH-22) Km 63.25 to 67.75	Earth Work	8,572.00	9,410.88	838.88	50	0.42
	Stone metal (G-I)	675.00	1,347.30	672.30	1,150	7.73
	Stone metal (G-II)	1,012.00	2,020.95	1,008.95	1,150	11.60
	BM	1,012.50	1,177.62	165.12	5,000	8.26
	Dense BM (DBM)	2,925.00	2,990.65	65.65	6,150	4.04
	Bituminous Concrete (BC)	1,350.00	1,377.90	27.90	7,000	1.95
	Sub-Total					**34.00**
PWD (B&R) Division No.2, Kurukshetra						
Saharanpur Kurukshetra Road (SH-6) Km 76.15 to 85.00	BM	123.75	615.45	491.70	6,500	31.96
	BC	4,890.00	4,959.06	69.06	8,475	5.85
	Granular Sub Base	0	268.25	268.25	1,325	3.55
	Stone metal	0	269.50	269.50	1,575	4.24
	Sub-total					**45.60**
PWD (B&R) Division, Bhiwani						
Safidon Jind Bhiwani Road (SH-14) Km 95.860 to 121.41	DBM	5,205.00	6,820.00	1,615.00	6,600	106.59
	BC	2,602.00	4,209.33	1,607.33	7,100	114.12
	Sub-total					**220.71**
Grand-Total						**342.53**

Say ₹ 3.43 crore

Source: Compiled from Departmental records

Appendix 3.6

(Reference: Paragraph: 3.15.2.1;Page: 94)

Statement showing the details of new polytechnics in unserved/underserved districts

(₹ in crore)

Name of Polytechnic	Expenditure incurred	Present Status
Hathnikund, YamunaNagar	12.92	Construction work completed and procurement of M&E in process, Institute to be made functional from 2017-18.
Dhangar, Fatehabad	12.41	Construction work completed and procurement of M&E in process, Institute to be made functional from 2017-18.
Jattal, Panipat	12.45	Construction work completed and procurement of M&E in process, Institute to be made functional from 2017-18.
Umri, Kurukshetra	16.33	Construction work completed and procurement of M&E in process, Institute to be made functional from 2018-19.
Nanakpura, Panchkula	6.00	40 per cent of construction completed
Total	**60.11**	

Source: Information compiled from the records of test-checked polytechnics.

Appendix 3.7

(Reference: Paragraph: 3.15.2.2;Page: 95)

Statement showing the decreasing trend in enrolment of students in Government and Government Aided Polytechnics

Year	Intake Sanctioned Strength	Students Enrolled	Percentage of enrolment against Intake
2012-13	12,640	11,070	88
2013-14	12,820	10,034	78
2314-15	12,130	9,577	79
2015-16	11,850	9,148	77
2016-17	12,150	8,556	70

(Source: Information compiled from records of the Polytechnics)

Appendix 3.8
(Reference: Paragraph: 3.15.3.1;Page: 95)
Statement showing the detail of deficiencies of Infrastructure in selected polytechnics

Type	Ambala		Nilokheri		Cheeka		Nathusari Chopta		Manesar		VTI Rohtak		Narnaul	
	R	**A**	**R**	**A**	**R**	**A**	**R**	**A**	**R**	**A**	**R**	**A**	**R**	**A**
Internet Bandwidth	48	20	48	02	16	02	32	02	48	04	32	09	32	02
Personal Computer	360	151	-	-	-	-	170	140	340	160	230	121	240	125
National Journal (Nos)	30	8	18	09	12	00	12	00	21	00	27	01	21	00
Reading Room Capacity (Nos)	-	-	150	100	99	80	150	40	150	100	150	100	150	50
Library Management Software (Nos)	01	00	-	-	-	-	-	-	01	00	01	00	01	00
Multimedia PC (Nos)	10	02	10	03	07	01	10	02	-	-	10	01	10	01
Titles (Nos)	9,425	3,813	-	-	-	-	1,425	828	1,625	450	8,025	2,066	-	-
Additional Workshop/Lab (Sq.M)	800	0	800	0	800	00	800	00	800	252	800	228	800	00
Tutorial Room (Sq.M)	231	61	-	-	-	-	-	-	231	00	-	-	165	00
Class Rooms (Sq.M)	-	-	-	-	-	-	858	742	1,716	614	-	-	-	-
Seminar Halls (Sq.M)	-	-	-	-	132	00	132	00	132	00	-	-	-	-
Laboratories (Sq.M)	-	-	-	-	1,254	738	-	-	2,310	1,894	-	-	-	-

(**R**=Required and **A**=Available)

Appendix 3.9

(Reference: Paragraph: 3.15.3.1; Page: 96)

Statement showing the detail of release of grants and expenditure incurred

(₹ in crore)

Name of Polytechnic	Funds sanctioned by MHRD	Month of sanction	Month of funds released	Interest earned	Total	Expenditure Incurred	Balance as on 31 March 2017
Ambala	0.10	March 2010	March 2010	Nil	1.50	0.10	1.40
	1.40	September 2013	December 2016				
Nilokheri	0.10	March 2010	March 2010	0.02	1.22	0.62	0.60
	1.10	December 2014	March 2015				
Nathusari Chopta	0.20	May 2011	May 2011	0.19	1.69	0.72	0.97
	1.30	December 2014	March 2015				
Manesar	0.10	March 2010	March 2010	0.17	1.67	0.58	1.09
	1.40	December 2014	March 2015				
Narnaul	0.20	January 2011	January 2011	0.03	1.24	0.22	1.02
	1.01	March 2016	December 2016				
Total	**6.91**			**0.41**	**7.32**	**2.24**	**5.08**

Source: Information compiled from the records of test-checked polytechnics

Appendix 3.10

(Reference: Paragraph: 3.15.4.1; Page: 97)

Statement showing declining trend in enrolment of students in test-checked polytechnics

Polytechnics	Name of course	Intake	Declining trend percentage of enrolled student year wise									
			2012-13		2013-14		2014-15		2015-16		2016-17	
			Student enrolled	Percentage	Student enrolled	Percentage	Student enrolled	Percentage	Student enrolled	Percentage	Student enrolled	Percentage
Cheeka	Computer Engg.	60	46	77	55	92	40	67	27	45	12	20
	Electronics &Communication	60	Course started in 2014-15				42	70	12	20	15	25
Narnaul	Computer Engg.	60	43	72	31	52	10	17	13	22	11	18
	Electronics &Communication	60	48	80	42	70	23	38	33	55	15	25
	Instrumentation & Control Engg.	60	21	35	26	43	6	10	28	47	15	25
	Medical Electronics	60	26	43	11	18	8	13	7	12	3	5
Rohtak	OM&CA	60	14	23	13	22	3	5	21	35	7	12
	Library & Information of Science	60	6	10	5	8	0	0	16	27	5	8
	Electronics & Communication	60	56	93	57	95	49	82	43	72	26	43
	Automobile	60	54	90	55	92	41	68	53	88	26	43

Source: Data compiled from the records of test-checked polytechnics.

Appendix 3.11

(Reference: Paragraph: 3.15.4.2;Page: 98)

Detail showing the vacancies in teaching and non-teaching cadres as on 31 March 2017

Name of Polytechnic	Teaching cadre				Non-teaching cadre			
	Sanctioned strength	Persons-in-position	Vacant	Vacancy percentage	Sanctioned strength	Persons-in-position	Vacant	Vacancy percentage
Cheeka	53	19	34	64	31	3	28	90
Nathusari Chopta	41	18	23	56	36	12	24	67
Nilokheri	113	72	41	36	68	33	35	51
Ambala	96	75	21	22	72	37	35	49
Manesar	99	64	35	35	54	20	34	63
Rohtak	54	34	20	37	74	40	34	46
Narnaul	73	39	34	47	62	30	32	52
Total	**529**	**321**	**208**	**39**	**397**	**175**	**222**	**56**

Source: Compiled from the Departmental data

Total sanctioned strength= 529+397 = 926

Total persons-in-position= 321+175= 496

Total vacancy= 208+222= 430

Appendix 3.12
(Reference: Paragraph: 3.15.4.2;Page: 98)
Statement showing the details of staff position in Polytechnics for Mechanical and Civil courses

Polytechnic	Name of Course							
	Mechanical				Civil			
	Sanctioned	Filled	Vacant	Percentage	Sanctioned	Filled	Vacant	Percentage
Ambala	13	11	2	15	13	10	3	23
Cheeka	7	5	2	29	7	2	5	71
Manesar	19	5	14	74	16	4	12	75
NARnaul	13	7	6	46	7	1	6	86
Nathusari Chopta	7	3	4	57	7	0	7	100
Nilolheri	21	14	7	33	13	10	3	23
Rohtak	7	4	3	43	7	5	2	29
Total	**87**	**49**	**38**	**44**	**70**	**32**	**38**	**54**

Source: Information compiled from the records of polytechnics concerned

Appendix 3.13
(Reference: Paragraph: 3.15.5.1;Page: 98)
Statement showing the detail of year-wise pass percentage of students

Year	Total No. of students appear for final exam	Total No. of pass out students	Percentage age of pass out students
2011-12	13,821	8,896	64
2012-13	12,651	7,543	60
2013-14	9,488	6,441	68
2014-15	9,226	5,506	60
2015-16	8,470	5,099	60

Source: Information compiled from records of Directorate.

Appendix 3.14

(Reference: Paragraph: 3.15.5.1;Page: 98)

Statement showing the details of poor pass percentage in test-checked polytechnics

Polytechnic	Name of course	Pass percentage less than 50 against enrolled students														
		2009-12			2010-13			2011-14			2012-15			2013-16		
		Student enrolled	Pass	Percentage	Student enrolled	Pass	Percentage	Student enrolled	Pass	Percentage	Student enrolled	Pass	Percentage	Student enrolled	Pass	Percentage
Ambala	Civil engineering	237	171	72	122	89	73	62	55	89	62	50	81	61	43	70
	Mechanical	225	179	80	126	100	79	120	98	82	125	108	86	122	97	80
	Plastic Tech	83	48	58	90	34	38	59	20	34	43	12	28	53	6	11
Cheeka	Civil engineering	0	0	0	0	0	0	67	46	69	64	51	80	56	33	59
	Mechanical	0	0	0	0	0	0	47	34	72	60	28	47	49	9	18
Manesar	Civil engineering	127	21	17	97	33	34	95	37	39	119	31	26	114	40	35
	Mechanical	109	46	42	235	52	22	99	55	56	111	54	49	118	85	72
Narnaul	Civil engineering	109	59	54	120	61	51	54	34	63	58	40	69	52	24	46
	Mechanical	218	140	64	180	84	47	89	81	91	120	88	73	125	55	44
Nathusari Chopta	Civil engineering	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Mechanical	0	0	0	50	17	34	62	34	55	50	26	52	50	16	32
Nilokheri	Civil engineering	219	103	47	221	89	40	137	57	42	139	94	68	123	91	74
	Mechanical	203	137	67	237	97	41	182	106	58	205	145	71	186	137	74
Rohtak	Civil engineering	68	28	41	53	33	62	61	33	54	63	33	52	65	23	35
	Mechanical	62	38	61	62	45	73	64	45	70	64	36	56	66	34	52

Source: Information compiled from the records of the polytechnics concerned.

Appendix 3.15
(Reference: Paragraph:3.15.5.2;Page: 99)
Statement showing the details of year-wise placement of students

Name of Unit	2009-12			2010-13			2011-14			2012-15			2013-16		
	E	P	PC	E	P	PC	E	P	PC	E	P	PC	E	P	PC
Rohtak	244	49	20	200	64	32	200	36	18	157	53	34	102	71	70
Manesar	152	111	73	219	113	52	215	120	56	216	145	67	231	121	52
Nilokheri	821	146	18	658	130	20	484	124	26	525	181	34	497	205	41
Nathusari Chopta	130	69	53	97	93	96	118	111	94	101	82	81	67	62	93
Cheeka	43	0	0	38	22	58	203	94	46	168	28	17	82	14	17
Narnaul	NA	NA	NA	162	111	69	121	111	92	137	96	70	115	82	71
Ambala	900	219	24	659	210	32	426	168	39	383	138	36	334	186	56
Total	**2,290**	**594**	**26**	**2,033**	**743**	**37**	**1,767**	**764**	**43**	**1,687**	**723**	**43**	**1,428**	**741**	**52**

Source: Data compiled from selected polytechnics
E= Eligible Students
P= Placement
PC= Percentage

Appendix 3.16
(Reference: Paragraph: 3.22.3 (i);Page: 113)
Statement showing delay in release of funds

(₹ in crore)

ULB					
		Amount (₹ in crore)			**Delay in months**
Date of release by GOI	**Month of release of Central and State share**	**Central Share**	**State Share**	**Total**	
24 March 2015	6 October2015	2.33	5.83	8.16	6
21 October2015	18 February2016	11.09	8.16	40.77	3
18December2015		0.56			1
DRDA					
Central Share		**Amount (₹ in crore)**		**Total**	**Delay in months**
Month of release by GOI	**Month of release of Central and State share**	**Central Share**	**State Share**		
22 June 2015	23 October 2015	16.24	5.41	21.65	3
18 May 2016	14 July 2016	10.08	6.72	16.80	1
25 May 2016	8 March 2017	0.32	3.00	3.32	9

Source: Data compiled from the records of Directorates.

Appendix 3.17
(Reference: Paragraph: 3.22.3 (v);Page: 116)
Statement showing the details of double payment of incentive

Murthal Block							
Sr. No.	**Gram Panchayat**	**Name**	**Father/Husband Name**	**Account No.**	**Payment Date**	**Amount**	**Amount (In ₹)**
1	Aasadpur	Krishan	Ramdiya	33874116700	08 November 2016	12,000	12,000
	Aasadpur	Krishan	Ramdiya	33874116700	16 September 2016	12,000	
2	Bhigan	Murti	Ramkawar	50100083343281	07 September 2016	12,000	12,000
	Bhigan	Murti Devi	Ram Kanwar	50100083343281	26 October 2015	12,000	
3	Bhigan	Prem Singh	Narayan Singh	327373323234	07 September 2016	12,000	12,000
	Bhigan	Prem	Narayan Singh	327373323234	26 October 2015	12,000	
4	Jainpur	Vinod	Sardar Singh	50247474762	08 November 2016	12,000	12,000
	Jainpur	Vinod	Sardar Singh	50247474762	07 September 2016	12,000	
5	Jainpur	Yamin	Yasin	21686153552	08 November 2016	12,000	7,000*
	Jainpur	Yamin	Yasin	21686114148	29 June 2016	12,000	
6	Sanpera	Balbir	Jogiram	50100083325165	08 November 2016	12,000	12,000
	Sanpera	Balbir	Jogiram	50100083325165	16 September 2016	12,000	
7	Tikola	Mahender	Asha Ram	21686107719	20 September 2016	12,000	12,000
	Tikola	Mahender	Asa ram	21686107719	29 May 2014	4,600	
Total							**79,000**

*** ₹ 5,000 recovered on 8 September 2017**
Source: Data compiled from the records of concerned DRDAs.

Appendix 3.18

(Reference: Paragraph: 3.22.4 (i);Page: 117)

Statement showing receipt and expenditure for Information Education Communication and public awareness

Sr. No.	Name of Municipalities	Amount received (₹ in lakh)	Expenditure	Balance
1	Panipat	5.16	0.00	5.16
2.	Gannaur	0.00	0.00	0.00
3.	Hodal	0.00	0.00	0.00
4.	Pundri	2.50	0.00	2.50
5.	Rajaund	3.79	0.00	3.79
6.	Kanina	0.49	0.00	0.49
7.	Bawanikhera	1.20	0.00	1.20
8.	Barwala	3.73	0.00	3.73
9.	Kalayat	3.11	0.00	3.11
10.	Uklana	0.83	0.00	0.83
11.	Narnaud	3.05	0.00	3.05
12.	Julana	0.24	0.00	0.24
13.	Saffidon	0.16	0.00	0.16
14.	Mahendergarh	1.58	0.00	1.58
15.	CharkhiDadri	1.69	0.00	1.69
16.	Bhiwani	2.90	0.00	2.90
17.	Sampla	1.31	0.00	1.31
18.	Uchana	3.85	0.00	3.85
19.	FirozpurJhirika	0.00	0.00	0.00
20.	Rewari	1.43	0.00	1.43
21.	Narnaul	1.02	0.00	1.02
	Total	**38.04**	**0.00**	**38.04**

Source: Records of Directorate office.

Appendix 3.19
(Reference: Paragraph 3.22.5 (i);Page: 118)
Statement showing coverage of beneficiaries

Sr. No.	Municipality	Identified beneficiary	1st installment released to beneficiaries	Balance/ shortfalls	2nd installment released to beneficiaries	Balance/ shortfalls
1	Panipat	4,182	1,651	2,531	-	1,651
2	Gannaur	100	32	68	-	32
3	Hodal	97	0	97	-	0
4	Pundri	677	667	10	-	667
5	Rajound	897	254	643	-	254
6	Kanina	125	114	11	-	114
7	Panchkula	5,604	2,000	3,604	-	2,000
8	Bawanikhera	558	294	264	-	294
9	Barwala	3,017	1,076	1,941	-	1,076
10	Kalayat	784	184	600	-	184
11	UklanaMandi	990	210	780	-	210
12	Narnaud	768	525	243	-	525
13	Julana	225	209	16	-	209
14	Nissing	190	189	01	-	189
15	Saffidon	89	83	6	-	83
16	Mahendergarh	400	334	66	-	334
17	CharkhiDadri	425	408	17	-	408
18	Bhiwani	732	581	151	-	581
19	Sampla	331	289	42	211	78
20	Uchana	234	230	4	-	230
21	FirozpurJhirika	507	429	78	-	429
22	Rewari	421	421	0	-	421
23	Narnaul	527	451	76	155	296
24	Faridabad	14,296	14,278	18	-	14,278
Total		**36,176**	**24,909**	**11,267**	**366**	**24,543**

Source: Data compiled from the records of the MCs concerned.

Appendix 3.20
(Reference: Paragraph 3.22.5 (ii);Page: 118)
Statement showing status of physical verification of Individual Household Latrines

Municipalities	Status of construction of toilets as per physical verification					Total Selected beneficiaries
	Completed	Incomplete	Not constructed	Not found on their address	Already constructed	
Panipat	6	26	14	-	-	46
Ganaur	-	-	14	-		14
Hodal#	-	-	-	-	-	0
Pundri	17	7	6	6	-	36
Rajound	2	13	-	2	1	18
Kanina	4	1	5	5	-	15
Panchkula	9	10	1	1	1	22
Bawanikhera	2	15	1	2	1	21
Barwala	3	22	4	10	-	39
Kalayat	5	11	3	-	-	19
UklanaMandi	7	6	3	2	2	20
Narnaud	7	10	2	7		26
Julana	3	18	-	1		22
Nissing	5	10	-	2		17
Saffidon	1	8	2	1		12
Mahendergarh	2	7	19	4		32
Charkhidadri	13	9	7	8		37
Bhiwani	8	11	17	6		42
Sampla	13	5	-	1		19
Uchana	2	16	7	-		25
FirozpurJhirika	2	14	5	1		22
Rewari	7	30	3	6		46
Narnaul	19	15	6	7	-	47
Faridabad	47	21	1	-	-	69
Total	**184**	**285**	**120**	**72**	**5**	**666**

Source: Information compiled from physical verification survey
incentive not disbursed to the beneficiaries.

Appendix 3.21
(Reference: Paragraph: 3.22.5 (iii); Page: 120)
Statement showing non-use of Individual Household Latrines as toilets

Sr. No.	Name of Block	Name of the beneficiary	Village	Amount paid in the year	Amount released (₹)	Remarks
1	Bilaspur	Ramkali W/o Amar Nath	Marwakala	2015-16	10,000	Using as store
2	Bilaspur	Rikhi Ram S/o Antu	Chajju Nagla	2015-16	10,000	Using as store of cow cake
3	Ganaur	Naresh S/o Ramshwar	Moi	2014-15	12,000	Not in use
4	Rewari	Chajju Ram S/o Shri Ram	Janti	2016-17	12,000	Using as store
				Total	**44,000**	

Source: Data compiled from the records of BDPOs and observed during physical verification.

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