



Report of the Comptroller and Auditor General of India

**Compliance Audit
for the year ended March 2021**



लोकहितार्थ सत्यनिष्ठा
Dedicated to Truth in Public Interest



**Government of Tamil Nadu
Report No. 7 of 2022**

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Comptroller and Auditor General of India**

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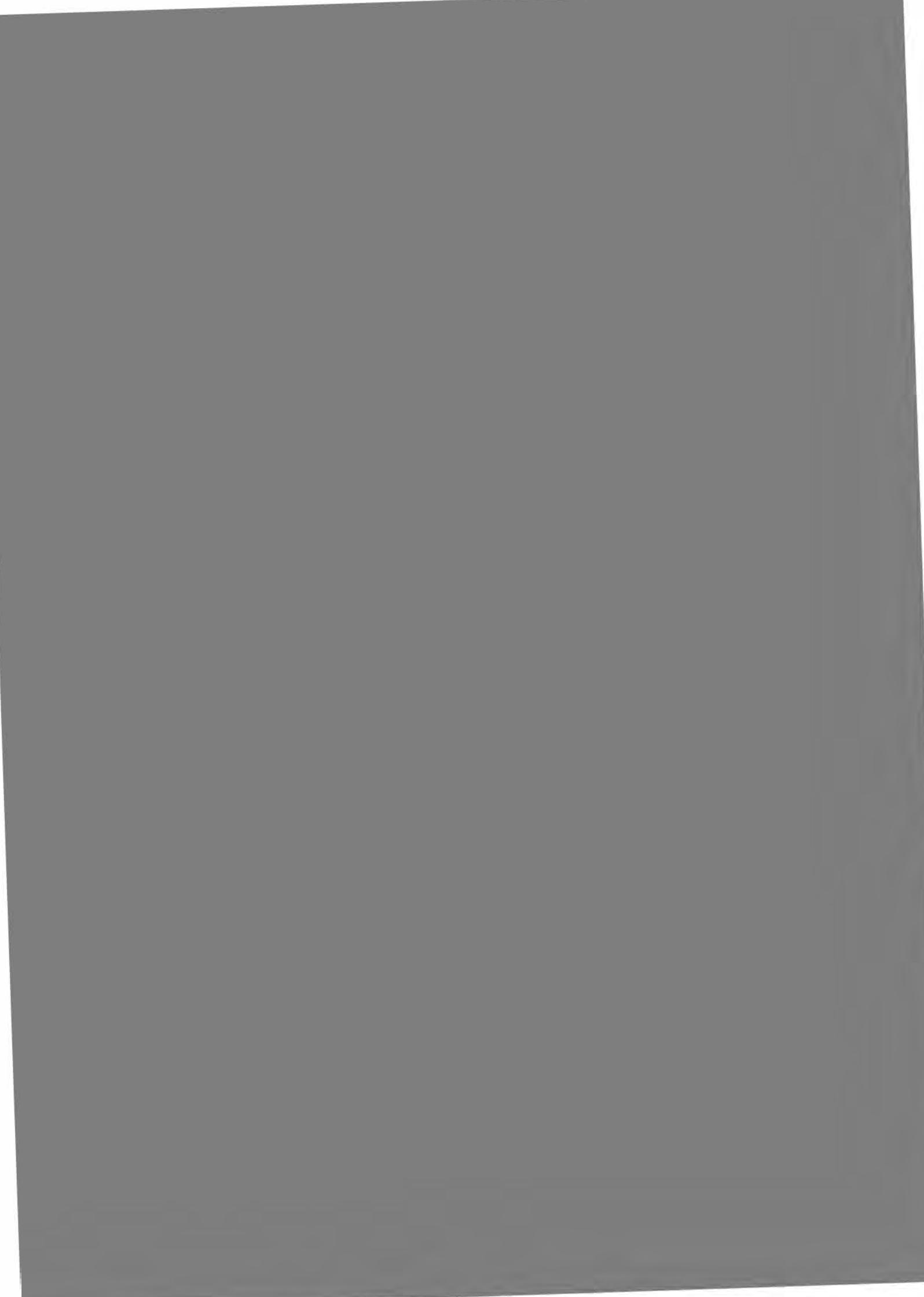
PREFACE

This Report for the year ended March 2021 has been prepared for submission to the Governor of Tamil Nadu under Article 151 (2) of the Constitution of India.

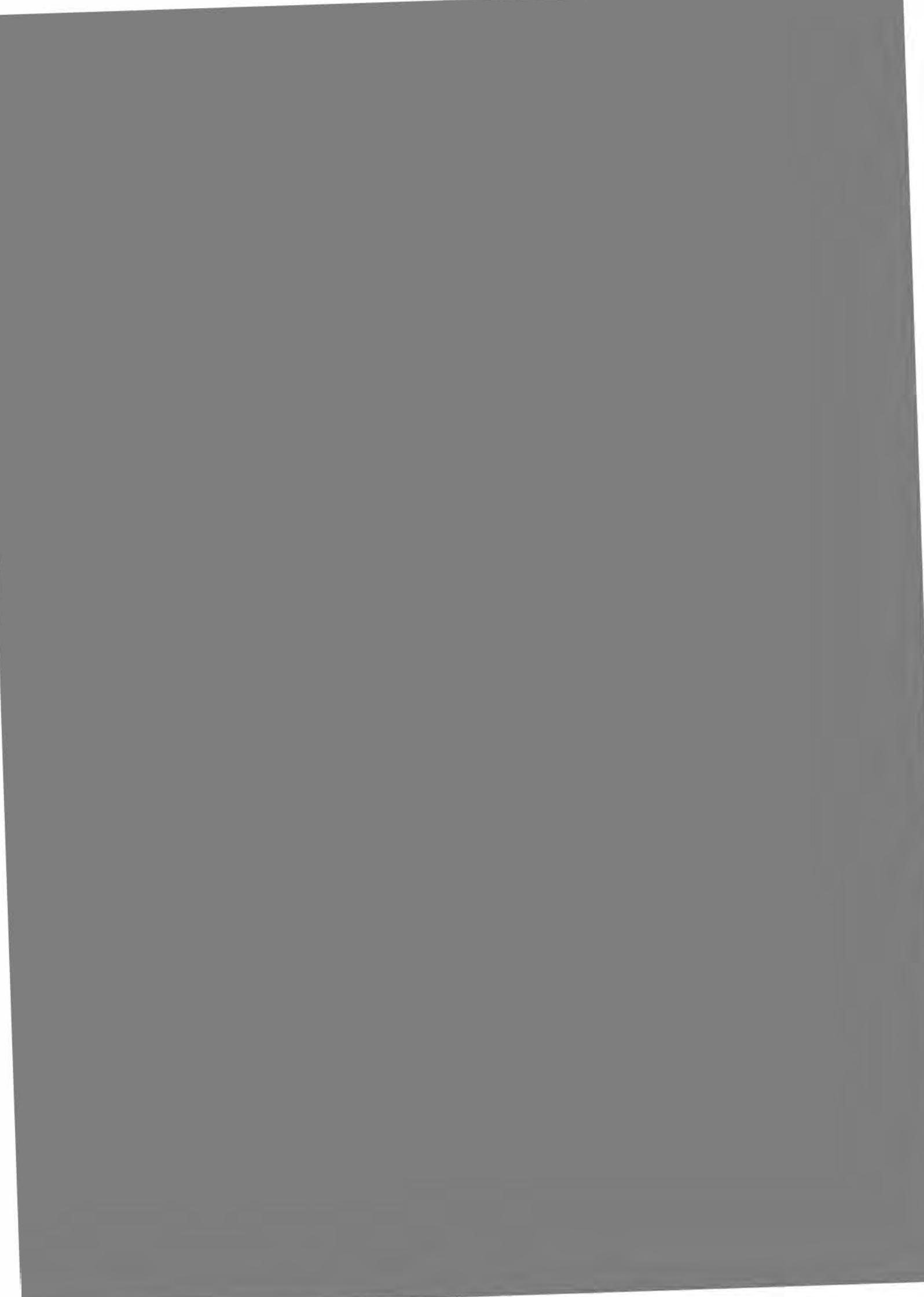
The Report contains significant results of the Specific area Compliance Audit and Compliance Audit of the departments of the Government of Tamil Nadu under the audit purview of Principal Accountant General (Audit-I), Tamil Nadu, Chennai, which included the departments of Agriculture and Farmers Welfare, Animal Husbandry, Dairying, Fisheries and Fishermen Welfare, Co-Operation, Food and Consumer Protection, Health & Family Welfare, Higher Education, Labour Welfare and Skill Development, School Education, Youth Welfare and Sports Development and Water Resources.

The instances mentioned in this Report are those, which came to notice in the course of test audit for the period 2020-21 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 2020-21 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 a Specific area Compliance Audit on Implementation of National Mission for Sustainable Agriculture and 12 Compliance Audit paragraphs

Specific area Compliance Audit on Implementation of National Mission for Sustainable Agriculture (NMSA)

Implementation of NMSA in the State suffered due to substantial reduction of financial outlay proposed in Annual Action Plans (AAPs). Failure of GoTN to recast the AAPs based on approved outlay had resulted in thin spreading of resources and curtailing of sub-components of schemes. The area covered under Rainfed Area Development (RAD) was too little to make any meaningful impact. Lack of bottom-up planning and omission of components of the Mission to develop on farm water management and climate change adoption had adversely impacted wholesome planning. Field level implementation was ineffective due to incorrect beneficiary identification, guidance and monitoring.

- Annual Action Plans were prepared without following the envisaged bottom-up planning process, leading to non-alignment of the plan with ground realities resulting in skewed implementation in extending benefits under the scheme to different districts of the State.

(Paragraph 2.1.6.1; Page 7)

- During 2018-21, the area of 0.52 lakh hectare covered under NMSA (2.34 *per cent*) was miniscule when compared to the total rainfed area of 22.12 lakh hectare in the State. Non-convergence with other schemes was one of the reasons for the low coverage of rainfed area under NMSA.

(Paragraph 2.1.6.2; Page 7)

- The major issues in the implementation of Rainfed Area Development were improper selection of beneficiaries, suspected misuse of subsidy given for shade net houses (₹ 2.47 crore), purchase of milch cows/buffalos (₹ 14.70 lakh), incorrect grant to landless beneficiaries (₹ 36.75 lakh).

(Paragraphs 2.1.8.1 to 2.1.8.4; Pages 13 to 16)

- Poor implementation of sub-component for apiary units resulted in an unfruitful expenditure of ₹ 10.34 lakh towards subsidy released to 169 farmers. The fruit seedlings issued under IFS component had a seedling survival rate of just 58.76 *per cent* in the sampled blocks.

(Paragraphs 2.1.8.5 to 2.1.8.6; Page 17)

- Third party evaluation and monitoring was not conducted. Out of a total of 4,08,554 physical assets created during 2018-21, none of the assets created were geotagged.

(Paragraphs 2.1.10.2 and 2.1.10.3; Page 25)

Compliance Audit Paragraphs

Violation of codal provisions and deficiencies in the internal controls of “Anna University” resulted in irregular payments for procurement of stores and services.

(Paragraph 3.1.1; Page 29)

Violation of procurement procedures by Regional Managers of “Tamil Nadu Civil Supplies Corporation” and failure of internal controls resulted in inadmissible claims of ₹ 3.22 crore.

(Paragraph 3.1.2; Page 33)

Government of Tamil Nadu constructed two dormitories to accommodate construction workers without any demand survey and tie-up with builders. These dormitories are lying idle since their completion, resulting in a wasteful expenditure of ₹ 31.66 crore.

(Paragraph 3.2.1; Page 37)

Wasteful expenditure of ₹ 4.13 crore in respect of uniform supply to 31,152 students in 72 sampled schools that had prescribed their own uniform. Further, uniforms costing ₹ 2.22 crore, supplied to 21,086 students in 49 sampled schools were only sparingly utilised.

(Paragraph 3.2.2; Page 39)

Irregularities in preparation of tender documents, lapses in tender evaluation and failure to ensure quality of service rendered by the contractor had resulted in a wasteful expenditure of ₹ 10.70 crore and a contingent liability of ₹ 5.17 crore in development of e-Content and e-Learning portal by “Madurai Kamaraj University”.

(Paragraph 3.3.1; Page 41)

Expeditious implementation of the scheme for Repair, Renovation and Restoration of irrigation tanks, without adhering to GoI guidelines resulted in non-availing of Central assistance of ₹ 29.95 crore, causing an additional burden to the State’s exchequer.

(Paragraph 3.3.2; Page 47)

Failure of the Contractor to arrange for insurance policy to cover the ongoing work against natural calamities, and waiver of the agreement condition resulted in avoidable expenditure of ₹ 3.15 crore towards restoration damages due to Ockhi cyclone.

(Paragraph 3.4.1; Page 49)

Failure to supply paddy seeds to farmers based on requirement resulted in avoidable additional expenditure of ₹ 1.33 crore due to excess supply of 590 MT of paddy seeds in Vellore District.

(Paragraph 3.4.2; Page 52)

Lapses on the part of heads of three Government hospitals caused delays in site identification for installation of MRI scanners. This resulted in an avoidable expenditure of ₹ 1.12 crore and delay of over one year in commencement of MRI scan services to needy patients.

(Paragraph 3.4.3; Page 54)

The Central Market at Kallikudi near Tiruchirappalli, constructed at a total cost of ₹ 77.04 crore, remained unutilised for over four years due to lapses in land identification, defective planning and execution of construction works.

(Paragraph 3.5.1; Page 57)

Unfruitful expenditure of ₹ 6.64 crore in five “Government Polytechnic colleges” due to lack of adequate initiatives to operationalise the hostels.

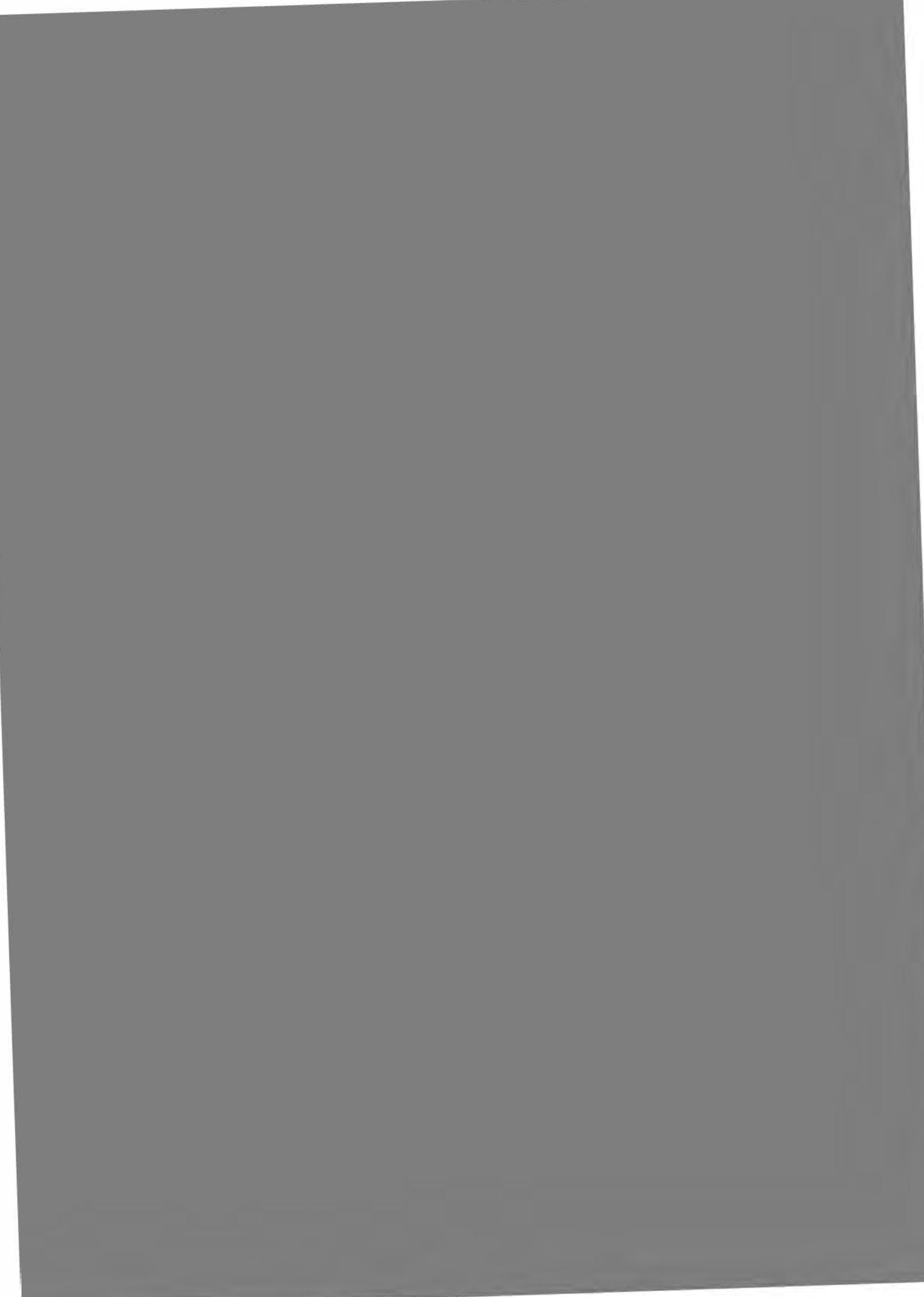
(Paragraph 3.5.2; Page 60)

Failure in creating an “Integrated Sports Science Centre” at Madurai resulted in idling of a building constructed at a cost of ₹ 2.27 crore for more than three years, and blocking of ₹ 2.73 crore in bank account for more than a year.

(Paragraph 3.5.3; Page 63)

CHAPTER I

INTRODUCTION



CHAPTER I

INTRODUCTION

1.1 About this Report

This Report of the Comptroller and Auditor General of India (CAG) on Government of Tamil Nadu (GoTN) relates to matters arising from Specific area Compliance Audit of selected programmes and activities and Compliance Audit of Government departments and Autonomous Bodies which come under the audit jurisdiction of the Principal Accountant General (Audit-I), Tamil Nadu.

The primary purpose of the Report is to bring important results of audit to the notice of the State Legislature. Auditing Standards issued by the CAG require that the materiality level for reporting should be commensurate with the nature, volume and magnitude of transactions. The audit findings are expected to enable the Executive to take corrective actions as also to frame appropriate policies and directives that will lead to improved financial management of the organisations, thus, contributing to better governance.

Compliance Audit refers to examination of transactions relating to expenditure, receipts, assets and liabilities of audited entities to ascertain whether provisions of the Constitution of India, applicable laws, rules, regulations and various orders and instructions issued by the competent authorities are being complied with.

Specific area Compliance Audit examines the extent to which objectives of a programme or scheme are achieved economically, efficiently and effectively.

This Chapter provides profile of audited entities, planning and extent of audit and follow-up of Audit Reports. Chapter II of this Report deals with findings of Specific area Compliance Audit and Chapter III deals with findings of Compliance Audit of various departments, Autonomous Bodies and Local Bodies.

1.2 Profile of Audited Entities

There are 36 departments in the State at the Secretariat level, headed by Additional Chief Secretaries/Principal Secretaries/Secretaries who are assisted by Commissioners/Directors and Subordinate Officers in the field. Of these, 23 departments including 18 Public Sector Undertakings and 765 Autonomous Bodies/Panchayat Raj Institutions, falling under these departments, were under the audit jurisdiction of the Principal Accountant General (Audit-I), Tamil Nadu.

Abbreviations used in this report are listed in the Glossary at Page 100.

A comparative position of expenditure incurred by the Government during the year 2020-21 and in the preceding four years is given in **Table 1.1**.

Table 1.1: Comparative position of expenditure

(₹ in crore)

Disbursements	2016-17	2017-18	2018-19	2019-20	2020-21
Revenue expenditure	1,53,195	1,67,874	1,97,200	2,10,435	2,36,402
General services	51,452	60,451	72,450	78,138	78,993
Social services	55,297	59,790	70,202	73,999	89,805
Economic services	33,980	36,162	39,669	42,610	51,808
Grants-in-aid and contributions	12,466	11,471	14,879	15,688	15,796
Capital expenditure	20,709	20,203	24,311	25,632	33,067
Loans and advances	26,046	6,517	6,478	4,022	3,835
Repayment of public debt	8,200	8,991	15,064	17,866	16,228
Contingency fund	Nil	Nil	10	Nil	Nil
Public account	1,73,007	1,84,209	2,23,930	2,44,023	3,23,189
Total	3,81,157	3,87,794	4,66,993	5,01,978	6,12,721

(Source: Finance Accounts for the respective years)

1.3 Authority for Audit

The authority for audit by the CAG is derived from Articles 149 and 151 of the Constitution of India and the Comptroller and Auditor General's (Duties, Powers and Conditions of Services) (DPC) Act, 1971. The CAG conducts audit of expenditure of the departments of GoTN under Section 13¹ of the CAG's (DPC) Act. The CAG is the sole auditor in respect of one Autonomous Body which is audited under Section 19(2)² of the CAG's (DPC) Act. Audit of Government companies is also conducted under Section 19(1) of the CAG's (DPC) Act. In addition, the CAG conducts audit of PRIs and other Autonomous Bodies which are substantially funded by the State Government under Section 14³ of the CAG's (DPC) Act. The principles and methodologies for various audits are prescribed in the Regulations on Audit and Accounts (Amendments) 2020 and CAG's Auditing Standards, 2017.

¹ Audit of (i) all transactions from the Consolidated Fund of the State, (ii) all transactions relating to the Contingency Fund and the Public Account and (iii) all trading, manufacturing, profit & loss accounts, balance sheets & other subsidiary accounts.

² Audit of the accounts of Corporations (not being Companies) established by or under law made by the Parliament in accordance with the provisions of the respective legislations.

³ Audit of (i) all receipts and expenditure of a body/authority substantially financed by grants or loans from the Consolidated Fund of the State and (ii) all receipts and expenditure of any body or authority where the grants or loans to such body or authority from the Consolidated Fund of the State in a financial year is not less than ₹ 1 crore.

1.4 Planning and conduct of Audit

Audit process starts with the risk assessment of the Departments/organisations as a whole and that of each unit based on expenditure incurred and its type, criticality/complexity of activities, level of delegated financial powers, assessment of internal controls, concerns of stakeholders and the likely impact of such risks. Previous audit findings are also considered in this exercise. Based on this risk assessment, the frequency and extent of audit are decided. An Annual Audit Plan is formulated to conduct audit on the basis of such risk assessment.

After completion of audit of units, Inspection Reports (IRs) containing audit findings are issued to the Heads of the audited entities. The entities are requested to furnish replies to the audit findings within one month of receipt of the IRs. Whenever replies are received, audit findings are either settled or further action for compliance is advised. Important audit observations pointed out in these IRs are processed for inclusion in the CAG's Audit Reports, which are submitted to the Governor of Tamil Nadu under Article 151 of the Constitution of India for being laid before the State Legislature.

1.5 Response to Audit

1.5.1 Draft Paragraphs and Specific area Compliance Audit

One Specific area Compliance Audit and 14 Draft Paragraphs were forwarded demi-officially to Additional Chief Secretaries/Principal Secretaries/Secretaries of the departments concerned between August 2021 and November 2021, requesting them to furnish their responses within six weeks. Government replies for all the draft Paragraphs were received. The replies received are suitably incorporated in the Report. Replies of Heads of Department and the views expressed by the representatives of the Government during Exit Conferences / Exit meetings were also considered while finalising the Report.

1.5.2 Pendency of Inspection Reports

A review of the IRs issued up to 30 September 2020 revealed that 3,531 IRs with 15,791 paragraphs remained outstanding for more than six months at the end of March 2021, as detailed in **Appendix 1.1**.

During 2020-21, special efforts were made for clearance of outstanding IRs and paragraphs. Thereby, pendency has come down from 4,346 IRs in September 2019 to 3,531 IRs in September 2020 and from 18,083 paragraphs in September 2019 to 15,791 paragraphs in September 2020. While appreciating the cooperation extended by various Heads of Offices and Heads of Departments for clearance of pending IRs / paragraphs, it is still observed that the large pendency of IRs points towards the need to initiate appropriate and adequate action to rectify the defects, omissions and irregularities pointed out in the IRs.

1.6 Recommendations

This Report contains specific recommendations on a number of issues involving non-observance of the prescribed internal procedure and systems, compliance with which would help in promoting good governance and better oversight on implementation of departmental programmes and objectives at large. The State Government is requested to take cognizance of these recommendations and take appropriate action in a time bound manner.

1.7 Follow-up on Audit Reports

The Committee on Public Accounts of the Legislature prescribed a time limit of two months from the date of placement of the Audit Reports for furnishing Explanatory Notes by Government departments on the audit observations included in the Audit Report. The Explanatory Note should indicate the corrective action taken or proposed to be taken by them.

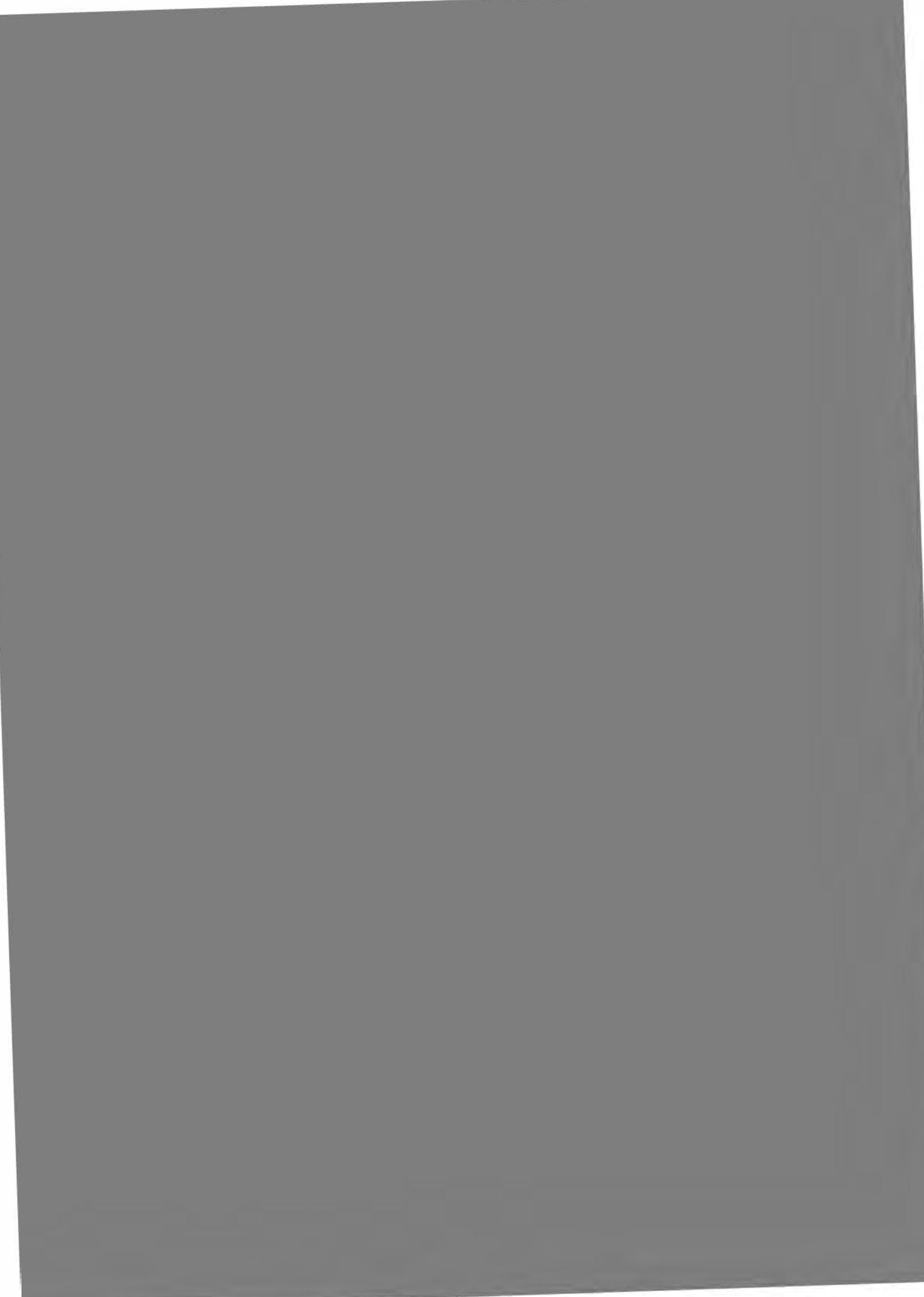
The position of pendency of paragraphs/Performance Audits, for which Explanatory Notes were not received as of 31 March 2022 is shown in **Table 1.2**.

Table 1.2: Paragraphs/PAs for which Explanatory Notes not received

Details of number of Paragraphs/ Performance Audits for which Explanatory Notes are awaited	Audit Report		
	Up to 2017-18	2018-19	2019-20
Government Departments / Autonomous Bodies	198	23	23

Further, Government departments are to submit Action Taken Notes (ATNs) on the recommendations of PAC. As of March 2022, Government departments did not furnish ATNs on 904 recommendations made by PAC in respect of Audit Reports on Government departments, Autonomous Bodies and PRIs pertaining to the period 1979-80 to 2015-16.

CHAPTER II
SPECIFIC AREA
COMPLIANCE AUDIT



AGRICULTURE AND FARMERS WELFARE DEPARTMENT

2.1 Implementation of National Mission for Sustainable Agriculture

2.1.1 Introduction

In 2014 Government of India (GoI) launched National Mission for Sustainable Agriculture (NMSA) as a centrally sponsored scheme with Centre and State funding being in the ratio of 60:40. NMSA aims at making agriculture more productive by promoting sustainable agriculture through improved farm practices, livestock and fish cultures, water use efficiency, pest management, nutrient management, agricultural insurance, credit support, etc. NMSA architecture was designed by converging, consolidating and subsuming all on-going as well as newly proposed activities/programmes related to sustainable agriculture.

It has subsumed four existing schemes viz., (i) National Mission on Micro Irrigation, (ii) National Project on Organic Farming, (iii) National Project on Management of Soil Health and Fertility, and (iv) Rainfed Area Development Programme. Programmes under NMSA are:

- **Rainfed Area Development (RAD):** This component, implemented in selected clusters, aims at introducing appropriate farming systems by integrating multiple components of agriculture such as crops, horticulture, livestock, fishery, forestry etc.
- **Soil Health Management (SHM):** SHM aims at promoting sustainable soil health management including residue management, organic farming practices, land use based on land capability, judicious application of fertilisers and minimising the soil erosion/degradation. It includes issue of Soil Health Cards (SHC) and *Paramparagat Krishi Vikas Yojna* (PKVY).
- **On Farm Water Management (OFWM):** OFWM envisages adopting water conservation technologies, efficient delivery and distribution systems, digging of farm ponds etc.
- **Climate Change and Sustainable Agriculture (CCSA):** Bi-directional dissemination of climate change related information and knowledge between farmers and scientific institutions.

2.1.2 Organisational set up for implementation of NMSA

Agriculture and Farmers Welfare Department, headed by the Agriculture Production Commissioner and Secretary to Government (APC), is the nodal Department for co-ordination and implementation of the scheme through Director of Agriculture (DoA) and Director of Horticulture and Plantation Crops (DoH) at State level. Joint Directors of Agriculture (JDoA), Deputy Directors of Horticulture (DDoH) and Assistant Directors of

Agriculture (ADA) implement the scheme in the field. Government of Tamil Nadu (GoTN) designated (May 2014) the Tamil Nadu Watershed Development Agency (TAWDEVA) as the state nodal agency for effective co-ordination with various departments for successful implementation of NMSA.

2.1.3 Scope of Audit and methodology

The Compliance Audit covered various activities carried out under NMSA. The period of audit coverage was from April 2018 to March 2021. Audit scrutinised the records in the Secretariat of Agriculture and Farmers Welfare Department, Directorates, TAWDEVA, and in randomly sampled 10 districts including 47 blocks therein (**Appendix 2.1**). In the sampled blocks, all clusters implementing the scheme were taken up for detailed Audit.

The Audit methodology included Joint Physical Verification (JPV) and beneficiary survey among 956 out of 5,760 beneficiaries¹ under RAD, SHC and PKVY components in the 47 sampled blocks.

Audit objectives, criteria, scope, audit evidence and methodology were discussed in the Entry conference held on 7 July 2021 with APC. Further, the audit findings and recommendations were discussed in the Exit conference held with APC on 8 February 2022.

2.1.4 Audit Objectives

The Audit objectives were to assess whether:

- (i) planning was effective in translating scheme objectives into workable field projects for timely and efficient implementation,
- (ii) the scheme was implemented efficiently with due regard to economy and achieved its objectives in ensuring sustainable agriculture and
- (iii) an efficient system exists to monitor the implementation of programme effectively with inter and intra departmental coordination.

2.1.5 Audit Criteria

The audit findings were benchmarked against the following criteria:

- Operational guidelines issued by GoI in 2014 and 2017.
- Guideline issued by GoTN; Tamil Nadu Transparency in Tenders Act 1998; Government orders, Departmental Manuals, Proceedings, executive instructions and circulars issued from time to time.
- Minutes of meetings of State Level Committee (SLC).

¹ Five per cent of beneficiaries, not exceeding 5 to 10 beneficiary per cluster.

2.1.6 Planning for implementation of NMSA

As per the Guidelines issued (2014) by GoI, the Scheme is to be implemented on the basis of a Mission Implementation Plan (MIP), covering a horizon of five to seven years and Annual Action Plans (AAP) based on District Action Plans (DAP). Scrutiny of records connected with planning process disclosed the following:

2.1.6.1 Deficiencies in planning and formulating Annual Action Plan

GoTN did not prepare MIP to guide preparation of AAPs. Therefore, AAPs were not based on a wholesome strategy. It was seen that in the absence of MIP, NMSA was implemented without any long term target on the area of agricultural land/farmers to be developed through the scheme. This had resulted in skewed implementation in extending benefits under the scheme to different districts of the State, as commented in **Paragraph 2.1.6.6**.

As per the Guidelines, AAP has to be prepared by the nodal agency (TAWDEVA), and approved by the SLC headed by APC. AAP has to be prepared based on DAP approved by the District Mission Committee (DMC), headed by the District Collector. It was seen that DAPs were not prepared by District level officers and the District Collectors were not involved in the planning process. Thus, AAPs were prepared without following the envisaged bottom-up planning process, leading to non-aligning the plan with ground realities. This had resulted in issues such as poor implementation of apiary units (**Paragraph 2.1.8.5**), poor survival of fruit seedlings (**Paragraph 2.1.8.6**), etc., and non-linking of resources under Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), Integrated Watershed Management Programme (IWMP) etc. (**Paragraph 2.1.6.2**).

GoTN replied (January 2022) that the consolidated State AAP was prepared based on DAPs. However, the district level officers, replying to Audit, stated that DAPs were not prepared.

2.1.6.2 Miniscule coverage due to non-convergence with other schemes

RAD is the major component of NMSA. It is implemented in a cluster approach. During 2018-21, GoTN planned to implement the RAD component of NMSA in 587 clusters with a total area of 0.52 lakh hectare². Against ₹ 230.25 crore proposed for this component, ₹ 165.37 crore was sanctioned during 2018-21. Considering the total rainfed area of 22.12 lakh hectare in the State, the area of 0.52 lakh hectare covered under NMSA (2.34 *per cent*) was miniscule and could not be expected to make any substantial impact. The scheme guidelines envisaged convergence of scheme implementation by leveraging resources from other schemes/Missions like MGNREGS, IWMP, Rashtriya Krishi Vikas Yojana (RKVY) etc. But, in the absence of bottom-up planning, convergence could not be achieved to utilise the funds from other

² 43,274 hectare by Department of Agriculture and 8,452 hectare by Department of Horticulture.

schemes to cover larger areas under NMSA. Thus, Audit observed that the non-convergence with other schemes was one of the reasons for the low coverage of rainfed area in the State under NMSA. Audit also noted that incurring ₹ 165.37 crore on just 0.52 lakh hectare (2.34 per cent of the total rainfed area) could not be considered an effective intervention, proportionate to the money spent.

GoTN replied (February 2022) that it was not feasible to converge all schemes to single farmer, but convergences are made at village level with other line departments. Audit, however, noted that the lack of bottom-up planning was the reason for non-convergence as any effort for convergence should emanate from the field level.

2.1.6.3 Curtailing of Rainfed Area Development components

Every year, GoI communicates the indicative financial outlay for preparation of AAP. It was seen that during 2018-19 and 2019-20, GoTN proposed an outlay higher than the tentative outlay given by GoI, leading to curtailment as detailed in **Table 2.1**.

Table 2.1: Scheme outlay - RAD

Year	Tentative outlay given by GoI (₹ in crore)	Outlay proposed by GoTN in AAP		AAP approved by GoI	
		Area to be covered (in hectare)	Amount (₹ in crore)	Area covered (in hectare)	Amount (₹ in crore)
2018-19	59.16	37,615	96.06	37,615	60.37
2019-20	55.00	7,122	84.19	7,122	55.00
2020-21	50.00	6,989	50.00	6,989	50.00
Total	164.16	51,726	230.25	51,726	165.37

(Source: Data furnished by TAWDEVA)

It was seen that despite reduction of outlay at the approval stage, the area proposed in AAP was not reduced. In 2018-19, one of the sub-component, viz., farm pond was totally excluded from implementation to accommodate the reduced outlay. In 2019-20, against the admissible assistance of ₹ 1 lakh per hectare, DoA and DoH sanctioned only ₹ 60,000 per hectare so as to implement the scheme within the approved outlay without reducing area of operation originally proposed. Reduction in financial outlay had also resulted in reduction in the number of milch cow/buffalo, apiary units and consequent non-implementation of the scheme as planned originally. Audit observed that proposing an outlay higher than the tentative outlay given by GoI, and failure to recast the AAP based on approved outlay had resulted in excluding farm ponds and thin-spreading of financial resources on different components of the scheme, which in turn, would ultimately diminish the effectiveness of the scheme.

During 2019-20, GoI had indicated a tentative outlay of ₹ 36.46 crore in respect of Soil Health Management (SHM). GoTN, however, proposed an AAP only for ₹ 30.79 crore, against which GoI sanctioned ₹ 18.70 crore.

TAWDEVA did not furnish any reason for proposing AAP with a lesser outlay.

GoTN stated (January 2022) that higher outlay was proposed in anticipation of additional allocation and to secure maximum funds from GoI. It further stated that only the sub-components which were not approved by GoI were shelved. Audit further observed that the claim of shelving only the sub-components which were not approved by GoI was incorrect as sub-components such as supply of milch animals, supply of apiary units and supply of seedlings were also scaled down impacting planned implementation of the scheme in an integrated manner.

2.1.6.4 Non formation of State Standing Technical Committee

As per the guidelines, GoTN has to setup State Standing Technical Committee (SSTC) to provide technical advisory to State Mission. Three to four Technical Experts drawn from Indian Council of Agricultural Research (ICAR), Agriculture University etc., were to be engaged on full-time or consultancy basis to assist SSTC in suggesting modalities for sustainable agriculture practices. Further, District Level Consultants were also to be engaged to render technical advice at district level.

It was, however, seen that GoTN did not constitute SSTC and no action was taken to engage Technical Experts at State level or District Level Consultants at district level to provide a scientific direction in planning.

Audit observed that in the absence of experts, GoTN did not propose any specific activity under the component *viz.*, Climate Change and Sustainable Agriculture (CCSA), as commented in **Paragraph 2.1.6.5**.

GoTN replied (January 2022) that it had constituted SSTC. Audit, however, observed that the Government order issued for constitution of SSTC had not yet been acted upon.

2.1.6.5 Non-implementation of components of NMSA

The sub-component of NMSA for Climate Change and Sustainable Agriculture (CCSA) envisaged bi-directional (farmers to research establishments and *vice versa*) dissemination of climate change related information and knowledge by way of piloting climate change adaptation/mitigation research/model projects in the domain of climate smart sustainable management practices. It was noted that the AAPs did not propose any activity under this component.

DoA and DoH replied to Audit that no activity was proposed under this component as GoI did not call for the same. Audit observed that GoTN failed to pursue this with GoI through AAP for implementing CCSA.

2.1.6.6 Disproportionate allotment to districts

In the absence of DAPs, DoA and DoH framed the AAP proposals for all districts on their own and sent them to TAWDEVA for consolidation and approval. It was seen that the area covered in different districts was

disproportionate to the total rainfed area in the districts (**Appendix 2.2**). As an illustrative case, against the total rainfed area of 10,648 hectare in Pudukkottai District, during 2018-21, 1,098 hectare (10.31 *per cent*) was covered under NMSA. Whereas, in Villupuram District, against the total rainfed area of 9,03,022 hectare, during 2018-21, only 2,900 hectare (0.32 *per cent*) was covered.

Therefore, Audit noted that the absence of District Action Plan for Pudukkottai and Villupuram led to regional imbalance in coverage of the area under the NMSA scheme. As seen from the sampled districts, some districts (like Pudukkottai) received higher coverage at the cost of other districts.

GoTN replied (January 2022) that in the coming years, more focus will be given to the districts with more rainfed area. Action proposed in the reply needs to be monitored.

2.1.7 Financial Management

Based on approved AAP, GoI releases its share to GoTN in instalments. GoTN releases GoI's share and its own share through budget. The field level officers of DoA (JDoA & ADA) draw the scheme funds through treasury to implement the scheme. However, in the Department of Horticulture, the field level officers received scheme funds through bank from DoH³. Further, DoA disbursed funds to nodal agency, TAWDEVA, towards its administrative cost.

2.1.7.1 Reduction in funding

The details of proposed outlay, approved outlay, release of funds by GoI and GoTN, and actual utilisation for scheme implementation during 2018-21 are given in **Table 2.2**. Component-wise details are given in **Appendix 2.3**.

Table 2.2: Outlay proposed, approved and utilised

(₹ in crore)

Year	Outlay proposed in AAP	Approved outlay			Actual release			Utilisation	Unspent (8) – (9)
		GoI	GoTN	Total	GoI	GoTN	Total		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
2018-19	129.76	56.44	37.63	94.07	57.32	54.21	111.53	104.13	7.40
2019-20	133.49	48.38	32.25	80.63	48.96	31.94	80.90	77.27	3.63
2020-21	131.49	43.14	28.76	71.90	43.14	28.76	71.90	59.36	12.54
Total	394.74	147.96	98.64	246.60	149.42	114.91	264.33	240.76	23.57

(Source: Data furnished by TAWDEVA)

- Against a total outlay of ₹ 394.74 crore proposed in AAP, GoI approved only ₹ 246.60 crore during 2018-21.
- An amount of ₹ 264.33 crore was released under NMSA for the period 2018-21 under AAP. Out of which, against a total of

³ DoH withdrew scheme funds from Government account and released to Tamil Nadu Horticulture Development Agency (TANHODA), which in turn released to field level officers through banking channel.

₹ 230.25 crore sought for RAD in AAP, GoI approved an outlay of only ₹ 165.37 crore, which was 63 *per cent* of the total outlay. As a result of the reduced amount, during 2018-19, sub-components of the scheme were either deleted or curtailed, as commented in **Paragraph 2.1.6.3**.

- During 2018-21, as against ₹ 33.09 crore projected in AAP for SHM, GoI approved only ₹ 23.11 crore. Similarly, for issue of SHC, as against ₹ 72.49 crore sought for in AAP, the actual release was only ₹ 52.86 crore. As a result, issue of SHCs came down drastically during 2019-21, as commented in **Paragraph 2.1.9.2**.
- Under *Paramparagat Krishi Vikas Yojana (PKVY)*, a sub-component under SHM, against ₹ 58.91 crore sought in AAP, the actual release was only ₹ 24.05 crore. Due to curtailing of outlay proposed in AAP, PKVY component was not implemented in new clusters selected during the audit period. Hence the very objective of promoting organic farming through PKVY component was defeated.

GoTN replied (January 2022) that the State secured the highest allocation among all States and it could not be faulted for short release of funds by GoI, with reference to AAP and approved outlay. However, the facts remain that non-availing the approved outlay, in full, was an indication of deficiencies in effective pursuance with GoI.

2.1.7.2 Under-utilisation of funds

Against ₹ 264.33 crore released for the implementation of NMSA during 2018-21, the actual expenditure was ₹ 240.76 crore, and the balance remained with implementation agencies or surrendered in budget. Major instances of under-utilisation of funds are discussed below:

- Establishment of Farm Producers Organisations (FPO) in every cluster is a sub-component of RAD. Against ₹ 3.25 crore released to Tamil Nadu State Agricultural Marketing Board (TNSAMB) for establishment of FPOs, as of 31 March 2021, only ₹ 1.40 crore was utilised. The savings was due to establishment of only 10 FPOs against the target of 14 FPOs. Further, as seen from the reply of TAWDEVA, the funds earmarked for FPOs were in excess of actual requirement of FPOs. Thus, provision of funds in excess of requirement was one of the reasons for excess release and idling of funds with TNSAMB.
- Under the sub-component, ‘Value Addition and Resource Conservation’, assistance is provided to farmers for construction of poly green houses, shade nets etc. Against ₹ 13.27 crore released during 2018-19 under this sub-component, only ₹ 12.61 crore was incurred. It was seen that the physical achievement was 1,78,705 sq.m., against the target of 1,89,000 sq.m. Thus,

non-achievement of physical target had resulted in savings of ₹ 0.66 crore (₹ 13.27 crore (-) ₹ 12.61 crore).

- As against ₹ 27.23 crore provided under the sub-component 'Soil Health Card' during 2018-20, only ₹ 24.51 crore was utilised, and ₹ 2.72 crore was adjusted by GoI while approving AAP for 2020-21. TAWDEVA replied to Audit that the funds allotted for SHC could not be utilised due to non-availability of sufficient number of SC/ST farmers. Audit observed that as targets were fixed at State level, district/block level allotments based on SC/ST land-holding population of respective districts/blocks could have averted this issue.
- The unspent balance included ₹ 7.78 crore out of ₹ 12.75 crore earmarked for the staff and other administrative expenses of TAWDEVA. Five *per cent* of the annual allotment is earmarked for administrative expenses at State level *viz.*, for establishment expenses of Technical Support Units, monitoring and evaluation, capacity building and other contingent expenses. Audit found that savings occurred mainly due to non-hiring of technical experts, consultants, Junior Research Fellows (JRF) for efficient planning and implementation of the scheme as commented in **Paragraph 2.1.8.7.**

2.1.7.3 Issues in fund management

In respect of activities implemented by field officers of DoH, the entire budgetary allotment was drawn by DoH and transferred to field level officers (DDoHs) through banking channels. It was seen that as of 31 March 2021, in the sampled districts, a total of ₹ 22.11 lakh remained unspent in the bank accounts of DDoHs. According to the provisions of the Tamil Nadu Budget Manual, unspent amount should have been surrendered at the Revised Estimate stage by the HoDs. It was observed that deviation from the stipulated procedure and drawing money in advance and retaining it in the bank account had resulted in keeping an unspent balance of ₹ 22.11 lakh in bank accounts of DDoHs.

GoTN replied (January 2022) that action was being taken to remit the unspent balances. Further, it was stated that with the introduction of a new system for fund management, this issue would not recur.

2.1.7.4 Non-utilisation of accrued interest by the Departments

The details of interest accrued on the scheme funds drawn and retained in bank accounts of JDoA, DoH and TAWDEVA are detailed in **Table 2.3.**

Table 2.3: Interest earned on unspent balances

(₹ in lakh)

Name of Directorate/ nodal agency	Name of component	2018-19	2019-20	2020-21	Total
DoA	RAD	0.00	3.91	1.45	5.36
	Administrative expenses	0.00	0.41	0.15	0.56
DoH	RAD	0.25	9.57	25.34	35.16
	PKVY	9.93	19.99	4.43	34.35
TAWDEVA	Administrative expenses	23.72	30.45	28.92	83.09
Total		33.90	64.33	60.29	158.52

(Source: DoA, DoH and TAWDEVA)

As per scheme guidelines, interest earned is to be remitted back into Government account. Audit found that the interest earned amounting to ₹ 1.59 crore was lying in bank accounts without being surrendered to Government as per guidelines.

2.1.8 Implementation of Rainfed Area Development component

Rainfed Area Development (RAD) is the main component of NMSA, accounting for 63.31 *per cent* of financial outlay during 2018-21. It is implemented by integrating multiple components of agriculture such as crops, horticulture, livestock, fishery, forestry, etc. It is implemented in a cluster based approach. Each cluster with about 100 hectare are selected with approximately 100 beneficiaries per cluster to implement Integrated Farming System⁴ (IFS) in beneficiary's fields. Farmers are provided assistance for rainfed cultivation, provision of climate control structures such as poly greenhouse, shade net, etc., purchase of cattle, poultry unit, apiary unit, etc.

2.1.8.1 Improper selection of beneficiaries for implementation of RAD

RAD component of NMSA targets improving productivity of rainfed areas by mainstreaming rainfed technologies. GoTN, while issuing orders for implementation of IFS under RAD made it clear that IFS under RAD should be implemented only in rainfed areas.

Audit, however, found that DoA and DoH did not ensure that the land parcels selected for implementation of IFS under RAD were actually entirely rainfed. Irrigated lands were selected and it was also seen that 24 out of the 284 sampled farmers (8.50 *per cent*), who received assistance under RAD had implemented IFS in *Nanjai*⁵ land. It was observed that lack of bottom-up planning and framing AAP without DAP could be attributed for this improper implementation of the scheme in irrigated lands instead of rainfed areas.

GoTN justified (January 2022) the beneficiary selection saying that some of the farmers pointed out by Audit had both dry and wet land, some had wet

⁴ Integration of multiple components of agriculture such as crop, horticulture, animal husbandry, apiary, poultry etc.

⁵ Wet land with assured irrigation facility.

land, but were doing only rainfed farming, and some others had already applied for conversion of their wet land as dry land. Audit, however, insists strict compliance with the provisions of the Government order, which allows assistance only to farmers possessing dry land. Relaxation of this stipulation, if allowed unchecked, would result in non-achievement of the larger objective of development of rainfed area.

2.1.8.2 Suspected misuse of subsidy and unfruitful expenditure

Shade net houses are used for the cultivation of plants in warm climates or during summer months. Shade net houses are constructed as a pole-supported structure and covered with polypropylene shade fabric. Polypropylene shade fabric of various percentages of ventilations and colours are used based on crop and climatic conditions.

Under RAD, GoTN provides assistance for construction of shade net houses in the fields of beneficiary farmers. Assistance at the rate of 50 *per cent* of the cost, subject to a maximum of ₹ 355 per sq.m. is available under this scheme.

During 2018-21, GoTN provided individual based subsidy of ₹ 10.45 crore to 356 beneficiary farmers for construction of shade net houses of 2.94 lakh sq. m. for horticulture farming system, as given in **Table 2.4**.

Table 2.4: Subsidy paid for shade net house

Year	Number of Districts	Number of beneficiaries	Area (in sq.m.)	Subsidy amount disbursed (₹ in crore)
2018-19	12	135	1,04,911	3.72
2019-20	11	126	1,19,486	4.24
2020-21	12	95	70,000	2.49
Total	35	356	2,94,397	10.45

(Source: DoH)

Audit scrutinised records and conducted JPV of fields of 83 beneficiary farmers in sampled districts. JPV disclosed that:

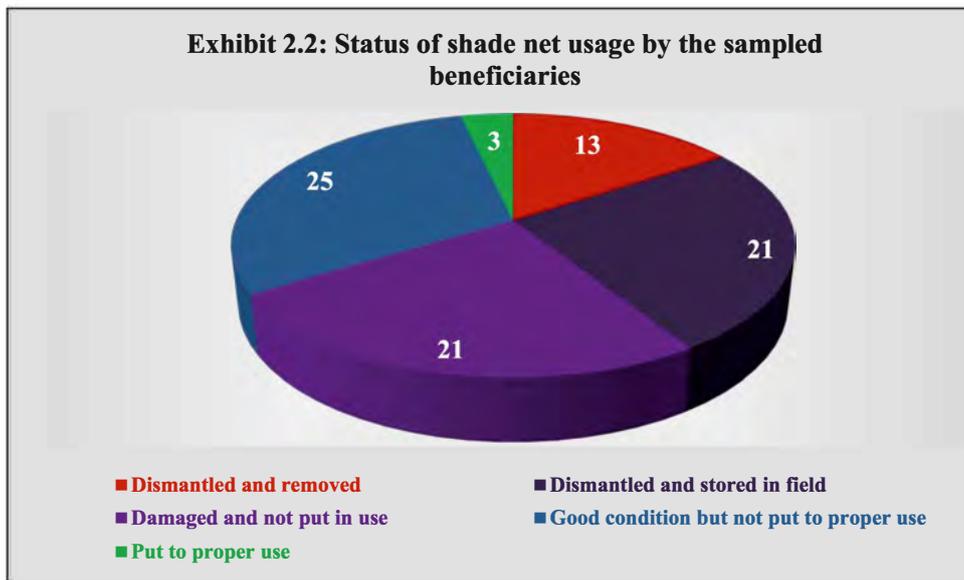
- Thirteen of the 83 sampled farmers had dismantled the shade net houses in full (**Exhibits 2.1 and 2.2**) and removed it from their fields.

Exhibit 2.1: Shade net house removed by beneficiary



(Source: Joint physical verification)

- Five of the 83 sampled farmers had dismantled the shade net houses in full and stored the entire/part of the materials (poles/fabric) in their fields.
- Sixteen of the eighty three sampled farmers had dismantled the fabric net and only the poles remained in their fields.
- Shade net houses of 21 sampled farmers were in damaged condition and not put to proper use.
- Shade net houses of 25 sampled farmers were in good condition, but not put to proper use (15,500 sq. m. involving a subsidy of ₹ 55.03 lakh).
- Shade net houses of only three farmers were put to proper use.



(Source: Joint physical verification)

As per the conditions governing the release of subsidy for shade net houses, the structure should be used for a minimum period of five years, failing which the subsidy should be recovered from the beneficiary with 12 *per cent* interest.

Audit observed that:

- Farmers dismantling the shade net, removing the poles and storing poles and nets in their fields are suspected cases of attempt to misuse subsidy for pecuniary benefit.
- An alarming number of 80 out of 83 sampled farmers (96.39 *per cent*) dismantling the shade net houses or keeping them in damaged/unused condition, within one to three years of construction, indicated near total failure of this component of NMSA. This indicated complete failure of field level officers in beneficiary selection and supervision. Further, non-initiation of penal action on the delinquent beneficiaries pointed to serious lapses in the discharging of responsibilities by officers concerned.

- Thus, subsidy of ₹ 2.47 crore released to the 80 beneficiaries (**Appendix 2.4**) was unfruitful.

GoTN accepted (January 2022) that 75 of the 80 farmers pointed out by Audit were not having the shade nets in place. GoTN also agreed to check the status of shade net supplied to farmers all over the State.

2.1.8.3 Irregular sanction of back-ended subsidy to ineligible beneficiaries

Possession of milch cow/buffalo is an essential part of IFS. In addition to milk, these animals provide dung for maintaining vermicompost units. As per the scheme guidelines for 2019-20⁶, assistance at the rate of 50 *per cent* of the cost of cow/buffalo, subject to a maximum of ₹ 15,000 per animal, was available to beneficiaries of IFS for purchase of a maximum of two animals. Farmers who did not have any milch cow/buffalo, were eligible to receive assistance for two animals; whereas, those in possession of one animal, were eligible to receive assistance for only one animal. In 2020-21, the guidelines were modified to restrict assistance for purchase of only one cow/buffalo by beneficiaries who did not own any animal earlier.

The beneficiary survey conducted by Audit, among 330 beneficiary farmers in sampled blocks, disclosed irregular release of subsidy as follows:

- During 2019-20, 44 farmers, who already had two or more milch animals, were given subsidy for additional one/two animals. (**Appendix 2.5**).
- During 2020-21, 48 beneficiaries who were already in possession of one or more cow/buffalo were given assistance of an additional animal (**Appendix 2.5**).

Non-adherence to scheme guidelines had resulted in ineligible expenditure of ₹ 14.70 lakh. The ADA/DDoH had failed to conduct physical verification before sanctioning of back-ended subsidy, and thereby, indirectly deprived this benefit to other needy eligible beneficiaries.

2.1.8.4 Incorrect grant of subsidy to beneficiaries to landless persons

As per guidelines, farmers having one hectare and above land were eligible to avail subsidy under this scheme. Farmers, applying for subsidy under the scheme were to furnish copies of *patta* or sale/partition deed to establish land ownership. In the sampled blocks, ADAs/DDoHs sanctioned and released subsidy of ₹ 36.75 lakh to 56 farmers under different sub-components of RAD (**Appendix 2.6**) without ensuring ownership of the land they were cultivating/proposed to cultivate.

Audit observed that sanction of subsidy to farmers without land holding had inherent risks as continued agricultural activity by the landless beneficiary was uncertain. This was also a violation of the guidelines. DoA and DoH did not

⁶ Applicable till December 2019. Guidelines of 2020-21 was made applicable from January 2020.

furnish specific reasons for not insisting the field officers to adhere to the scheme guidelines.

GoTN stated that farmers from joint families who do not own land in their names, but cultivating land held in their father/family member's name were given benefits. However, Audit observed that in order to ensure accountability of the Officers sanctioning the assistance, the fact of joint family land holding of the beneficiary were not documented.

2.1.8.5 Poor implementation of sub-component for apiary units

Honeybees help to maximise crop production by inducing cross pollination. Under IFS component, an assistance of ₹ 1,600 per apiary unit is provided for establishment of three⁷ apiary units per beneficiary in agricultural clusters and eight units per beneficiary in horticulture clusters.

Beneficiary survey and JPV of the 330 farmers, who had received assistance for apiary units during 2019-21, revealed that 169 of them (51 *per cent*) did not maintain/use the apiary units in a productive manner as per the scheme (**Appendix 2.7**). Audit calculated that the unfruitful expenditure by way of subsidy released to the 169 farmers was ₹ 10.34 lakh.

Apiary, being a tool to increase production and helps farmers to increase their income, failure to successfully implement this component made the scheme ineffective in achieving its objectives. This failure is yet another indication of ineffective guidance and scheme implementation.

GoTN replied (January 2022) that technical guidance was being given to revive the apiary units.

2.1.8.6 Poor survival of fruit seedlings

Under IFS component, an assistance of ₹ 5,000 was available to beneficiaries during 2019-20 for planting 300 fruit trees/semi-arid fruit trees in the beneficiary's fields. Consequent on reduction of scheme outlay, as discussed in **Paragraph 2.1.6.3**, this assistance was reduced to ₹ 1,500 and ₹ 1,800 per beneficiary from January 2020 and August 2020 respectively.

Seedlings suitable for the agro climatic zones were supplied by the Horticulture Department from its farms and the farmers were to plant and maintain them. Beneficiary survey by Audit, among 330 beneficiaries, revealed that out of 21,309 seedlings supplied to them, only 12,521 had survived after one to three years of planting (**Appendix 2.8**). Seedling survival rate of just 58.76 *per cent* in the sampled blocks was very poor, but, the field level officers had no system to periodically monitor the survival rate and suggest appropriate remedial measures. It was also seen that none of the seedlings planted in the fields of 32 beneficiary farmers had survived.

Such an alarming failure of seedlings reportedly supplied by the Horticulture department either pointed to the poor quality of the seedlings or fictitious

⁷ Reduced to two units per beneficiary with effect from 2020-21.

claims of supply and planting, requiring proper investigation and remedial action.

Thus, Audit observed that the field level officers neither extended necessary technical guidance nor carried out periodical inspection/interaction with beneficiaries. Non-engagement of adequate number of JRFs to advise farmers on this, as commented in **Paragraph 2.1.8.7**, could also be attributed to this failure.

2.1.8.7 Non-identification of field level problems by JRFs

From 2019-20 onwards, the guidelines envisaged posting of one JRF per 100 hectare (100 farmers) to provide guidance to farmers for implementation of IFS. JRFs were to be appointed on a consolidated salary of ₹ 16,000 per month on contract for one year and renewed based on need. They were to visit each village at least once in 3 days to identify the field level problems and report to block officers for providing solutions, and the details of interaction with the beneficiaries should be noted in detail.

It was seen that DoA and DoH did not engage sufficient number of JRFs to guide and support implementation of IFS as given in **Table 2.5**.

Table 2.5: Shortfall in engagement of JRFs

Sl.No.	Department	Year	Number of JRFs to be engaged	Number of JRFs engaged	Shortfall in engagement
1	Agriculture	2019-20	51	33	18
2		2020-21	50	34	16
3	Horticulture	2019-20	21	13	8
4		2020-21	20	20	0

(Source: DoA and DoH)

It was further seen that:

- Ten JRFs engaged to provide guidance to farmers for implementation of IFS, left their job within six months, and 31 other JRFs left their jobs after 6 to 11 months of service. DoA and DoH did not analyse the reasons for such a high attrition rate.
- JRFs engaged in the sampled blocks had no record of details of their field visits indicating field level problems identified by them, advises given to farmers, issues brought to the notice of block level officers, etc. Further there are no details of interaction of JRFs with the beneficiaries. JRFs were largely involved in clerical works in blocks.
- TAWDEVA and DoH released funds to JDoA and DDoH respectively towards remuneration payable to JRFs. As against ₹ 1.92 crore released to JDoA/DDoA, only ₹ 1.62 crore was utilised and a balance of ₹ 0.30 crore was lying in the bank accounts of field officers.

Thus, failure in engaging and retaining adequate number of JRFs, despite provision of funds, resulted in poor coordination, guidance and monitoring of scheme implementation, and contributed to issues like misuse of subsidy and unfruitful expenditure, pointed out in **Paragraphs 2.1.8.2, 2.1.8.3, 2.1.8.4 and 2.1.8.6.**

Regarding the shortfall in engaging JRFs, GoTN stated (January 2022) that due to low salary and availability of other permanent jobs, the attrition rate of JRFs was high. The Government, however, did not suggest any strategy to retain the JRFs for better implementation of the Mission.

2.1.8.8 Short fall in achievement of gender targets

As per scheme guidelines, 30 *per cent* of the budget allocation should be earmarked for women beneficiaries/farmers. The details of budget allocation and actual expenditure under the RAD component of the scheme in the State, during 2018-21 is given in **Table 2.6.**

Table 2.6: Financial target and achievement of enrolling women beneficiaries

Year	Components implemented by DoA			Components implemented by DoH		
	Target (₹ in crore)	Achievement (₹ in crore)	Percentage of achievement	Target (₹ in crore)	Achievement (₹ in crore)	Percentage of achievement
2018-19	13.62	5.92	43.47	6.17	3.08	49.92
2019-20	9.91	5.41	54.59	5.78	3.48	60.21
2020-21	8.98	4.85	53.01	5.25	2.81	53.52
Total	32.51	16.18	49.77	17.20	9.37	54.48

(Source: DoA and DoH)

It was seen that the total targeted outlay for scheme benefits to be passed on to women beneficiaries during 2018-21 was ₹ 49.71 crore. As against that, the achievement was ₹ 25.55 crore, which was only 16.25 *per cent* of the total outlay during this period. It was, however, seen that the six districts⁸ in Agriculture Department and six districts⁹ in Horticulture Department enrolled large number of women beneficiaries and achieved close to 30 *per cent* allocation towards women beneficiaries.

The fact that six districts each in Agriculture and Horticulture Departments had performed well and achieved close to the target of 30 *per cent* women beneficiaries was an indication that it would indeed be possible to achieve the target. Thus, the non-achievement of other districts established their poor performance.

GoTN stated that action would be taken to achieve the targets.

⁸ Coimbatore, Cuddalore, Kallakurichi, Tiruppur, Tiruvarur and Villupuram.

⁹ Cuddalore, Kanniyakumari, Madurai, Perambalur, Thanjavur and Thoothukudi.

2.1.9 Soil Health Management

Soil Health Management (SHM) component of NMSA aims at promoting location as well as crop specific sustainable soil health management including residue management, organic farming practices, etc. The strategies involved creating and linking soil fertility maps with macro-micro nutrient management, appropriate land use based on land capability, judicious application of fertilisers and minimising the soil erosion/degradation. SHM component of NMSA and its sub-components viz., issue of soil health card and *Paramparagat Krishi Vikas Yojana* work towards addressing the issue of soil health management to increase farm production and farm income.

2.1.9.1 Machineries kept unutilised

Supply of liquid bio-fertilisers is a strategy under NMSA for sustainable agriculture. Under SHM component of NMSA, GoTN accorded sanction for strengthening of seven liquid bio-fertiliser production units at a cost of ₹ 50 lakh each during 2020-21. Audit scrutiny of functioning of two bio-fertiliser units, in the sampled blocks disclosed the following:

- Under NMSA, an additional five fermenter machines for liquid bio-fertiliser units were procured and supplied (January/February 2021), to each of the production facility already functioning in Dindigul and Vellore districts at a total cost of ₹ 98.80 lakh. In both the places, the newly supplied units were not commissioned (Exhibit 2.3) even as of

Exhibit 2.3: Fermenter machines lying idle at Gudiyatham



(Source: Joint Physical Verification)

November 2021. It was seen that 12 liquid bio-fertiliser production units were already functioning under DoA with a total capacity to produce 21.60 lakh litres per annum, and against that the actual annual production during 2018-21 was only 18.93 lakh litre. Therefore, Audit observed that the additional capacity created was not need based. The DoAs had not taken effective action to commission these plants.

- In August 2017, GoI issued guidelines for establishment of village soil testing laboratories by local entrepreneurs. As per the guidelines, the project would be established with the objectives of employment generation for rural youth and to improve timeliness

for analysis of soil samples. The maximum project cost for the village level soil testing laboratories would be ₹ 5 lakh, of which 75 per cent would be released as one time subsidy under NMSA, and the balance was to be invested by the private entrepreneurs. GoTN was to provide ₹ 300 per soil sample tested by these laboratories. Two such laboratories were established in the State. During field audit, it was seen that both the village soil testing laboratories¹⁰ established with a subsidy of ₹ 7.50 lakh under SHM-NMSA were not put to use as soil samples under the scheme were not referred to these laboratories. JDoA, Tiruppur stated that funds were not available for paying ₹ 300 per sample to these village level laboratories. Thus, Audit observed that the very objective of establishing village level soil testing laboratories was not achieved.

- GoTN sanctioned (March 2017) establishment of a bio-pesticide unit at Panruti in Cuddalore district at a cost of ₹ 1.60 crore under SHM-NMSA. Against ₹ 1.60 crore released during 2017-19, only ₹ 1.32 crore was incurred on this project by ADA, Panruti and the balance of ₹ 0.28 crore was kept unutilised in the bank account for more than two years. On being pointed out, JDoA, Cuddalore proposed to DoA to utilise the funds to convert the existing carrier based bio-fertiliser unit into liquid bio-fertiliser unit. Further reply on action taken was awaited (November 2021).

From the above instances, Audit observed that the scheme funds were not effectively utilised to add value to the soil health management in the State.

2.1.9.2 Non achievement of Soil Health Card targets

Soil Health Card (SHC) component, implemented under NMSA aims at generating field-specific detailed report of soil fertility status and other important parameters that affect the productivity. Soil samples were collected, analysed and SHCs are to be distributed to all the farm holdings in the State. Based on SHC, farmers are provided assistance for micro-nutrients, soil ameliorants and bio-fertilisers, besides specific recommendations on crops.

DoA implemented the SHC component of NMSA during the audit period. The scheme involved training Departmental staff for soil analysis, farmers training for balanced use of fertilisers, issue of soil health cards and monitoring and evaluation. The physical and financial targets fixed during 2018-21 and achievements were as given in **Table 2.7**.

¹⁰ At Gudimangalam and Kundadam blocks in Tiruppur District.

Table 2.7: SHC - target and achievement

Year	Physical (in numbers)		Financial (₹ in crore)	
	Target	Achievement	Target	Achievement
2018-19	34,83,360	29,72,257	16.77	12.24
2019-20	58,317	58,317	10.46	9.12
2020-21	0	0	5.02	2.07
Total	35,41,677	30,30,574	32.25	23.43

(Source: Details furnished by DoA)

- As per SHC guidelines, laminated soil health cards should be issued once in three years to every farmer in each of the grid¹¹ in which the sample is taken. As such, farmers who were issued with soil health cards during 2015-16, 2016-17 and 2017-18 should be issued fresh cards during 2018-19, 2019-20 and 2020-21 respectively. Based on the number of soil health cards issued during 2015-18, Audit found that a total of 1.03 crore new cards were to be issued during 2018-21. Against that, DoA fixed a target to issue only 35.42 lakh soil health cards during 2018-21. Even though, 86 *per cent* of the target was achieved, target itself was incorrect. Hence the achievement could not be considered satisfactory. It was observed that, targets were reduced due to reduction of outlay, as commented in **Paragraph 2.1.7.1**.
- It was further observed that, despite achieving physical targets for issue of soil health cards, the financial targets were not achieved, evidently due to non-achievement of targets under the sub-components of training departmental staff and farmers.

Thus, Audit observed that non-achievement of targets would adversely affect the impact of the scheme as it would hamper scientific measurement of soil health issues.

GoTN replied (January 2022) that the achievement came down due to non-provision of funds by GoI. Audit, however, observed that after GoI stopping its funds, GoTN did not reach any decision on implementing this sub-component using its own funds.

2.1.9.3 Paramparogat Krishi Vikas Yojana

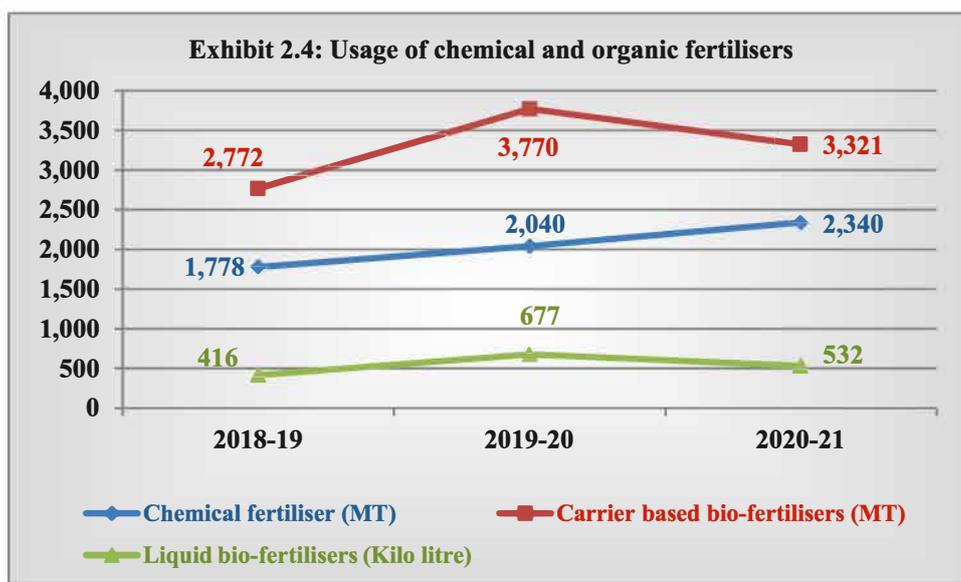
Paramparogat Krishi Vikas Yojana (PKVY), or traditional farming development scheme, is a sub-component of SHM. PKVY promotes adoption of organic farming and production of agricultural products free from chemicals and pesticides. PKVY is being implemented continuously for three years in the selected clusters. Under PKVY, organic farming is promoted through adoption of organic village by cluster approach and issue of Participatory Guarantee System (PGS) certification to participating farms. Financial assistance was provided to clusters for mobilisation of farmers,

¹¹ A grid is 2.5 hectare area in irrigated land and 10 hectare area in rainfed land.

capacity building, procurement of organic inputs, organic input production units, residue analysis, packing, labelling and for branding of organic products.

Trend of usage of chemical and organic fertilisers

Fertiliser is a critical input for production and productivity of crops. The trend in usage of chemical and organic fertilisers during 2018-21 is depicted in **Exhibit 2.4**.



(Source: Details furnished by DoA)

In addition to chemical fertilisers and bio-fertilisers, farmers used about 17,000 MT of farm yard organic manure every year. It was seen that despite healthy increase in the usage of bio-fertilisers, the usage of chemical fertilisers also continued to increase during 2019-21.

GoTN replied that usage of chemical fertilisers continued to increase due to increase in cropped area in the State. Audit, however, observed that the increasing trend in usage of chemical fertilisers established that PKVY did not achieve its objective.

2.1.9.4 Deficiencies in implementing PKVY

Instances of deficiencies noted in implementing PKVY in the sampled districts are as discussed below:

- It is mandatory to conduct water and soil testing before implementing PKVY in the beneficiaries' field. It was, however, noticed that water and soil tests were not conducted in respect of any of the 50 beneficiaries in Salem district (Agriculture) and in respect of any of the 20 beneficiaries in Tiruppur district (Horticulture).

- As per the guidelines, every year eight soil samples should be lifted from each cluster under PKVY for pesticide and chemical residue analysis by an approved laboratory. The scheme provides ₹ 10,000 per sample for this residue analysis. It was seen that the field level officers did not follow the scheme guidelines as given in **Table 2.8**.

Table 2.8: Residual analysis by approved laboratories

District	Number of clusters	Number of samples to be analysed @ 8 per cluster per year for two years	Number of samples actually analysed	Shortfall/ Excess in sample analysis	Excess amount incurred (in ₹)
Salem - Agriculture	15	240	30	(-) 210	0
Salem - Horticulture	1	16	52	36	1,08,000
Thoothukudi- Horticulture	1	16	54	38	1,12,566
Vellore - Agriculture	1	16	32	16	2,40,000

(Source: Data compiled by Audit)

As could be seen from the above, in the sampled districts excess samples were tested in three blocks in respect of three clusters, and in one block, adequate numbers of samples were not tested. While short achievement results in non-monitoring the progress made in switching over to organic cultivation, excess achievement in three districts resulted in avoidable additional expenditure of ₹ 4.61 lakh.

Participatory Guarantee System (PGS) certification provides assurance on the quality of organic products produced by farmers. Under PKVY, ₹ 2,000 per cluster was allowed towards the process for giving PGS certification to the cluster through inspection, documentation and sample by the identified local resource person. During 2018-21, out of the 20,814 farmers who participated in PKVY scheme, only 16,979 beneficiaries (82 *per cent*) were issued with PGS certificates in the State.

GoTN replied that the Department of Seed Certification was being designated as the Regional Council for issuing PGS certificates. It may however be ensured that the PGS certificates are issued expeditiously to farmers involved in organic cultivation.

2.1.10 Monitoring and Evaluation

2.1.10.1 Non submission of monthly progress report

The monitoring architecture of NMSA at State level involves SSTC and SLC. At District level, monitoring is to be undertaken by JDoA and Village Panchayats are to be involved in monitoring at village level. Quarterly progress report to the nodal agency and GoI are part of the envisaged monitoring system. Further, physical and financial progress under each sub-components of NMSA should also be updated every month and uploaded in the NMSA website.

It was, however, found that:

- The DoA/DoH did not compile the quarterly reports received from districts and submit to the nodal agency during 2018-21. The nodal agency, in turn, did not furnish quarterly progress report to GoI.
- NMSA website did not carry any data pertaining to 2019-21, as the implementing officers/nodal agency failed to update the progress made.

DoA and DoH replied that action would be taken to send the progress reports to the nodal agency. GoTN replied that the progress in implementation of NMSA is monitored and reviewed along with other schemes implemented in the State and also informed that from 2021-22 onwards, progress reports were being submitted by the implementing agencies to TAWDEVA. Audit, however, observed that action should also be taken to ensure periodical uploading of physical and financial data in the NMSA website.

2.1.10.2 Non-conduct of third party monitoring and evaluation

As per Paragraph 10 of the NMSA Guidelines 2014, NMSA would be evaluated preferably on bi-annual basis through ‘third party agency’ for assessing efficacy, performance, outcome and shortcomings to facilitate mid-course corrections. It was, however, found that third party monitoring and evaluation was not done in the State. DoA and TAWDEVA stated that there was no allocation of fund earmarked for third party evaluation. The reply was untenable as GoTN did not seek funds in AAP for third party evaluation.

GoTN replied (January 2022) that third party evaluation would be arranged.

2.1.10.3 Geotagging not done for the physical assets created under NMSA

As per scheme guidelines, geographic location of the physical assets created under RAD-NMSA were to be generated and uploaded in the digital map of the District/State and kept in public domain to ensure better transparency in programme implementation. Similarly, the cluster taken up under PKVY component of NMSA were also to be geotagged for monitoring purpose as well as for facilitating marketing mechanism based on the crops cultivated.

On scrutiny it was noted that during 2018-21, 4,08,554 physical assets were created (**Table 2.9**). None of the assets created were geotagged.

Table 2.9: Physical assets created under NMSA

Year	Department	Vermi-compost unit (in numbers)	Green House (in numbers)	Shade net house (in sq.m.)	HDPE vermin-compost (in numbers)	Post-harvest storage in 50 sq.m. area (in numbers)
2018-19	Agriculture	640	0	0	0	0
2019-20		5,022	0	0	0	0
2020-21		5,000	0	0	0	0
2018-19	Horticulture	0	71,000	1,04,911	425	41
2019-20		0	23,000	1,19,430	0	15
2020-21		0	9,000	70,000	0	60
Total		10,662	1,03,000	2,94,341	425	116

(Source: DoA and DoH)

It is pertinent to mention that physical verification of assets created under NMSA by Audit team disclosed non-existence of assets created under RAD **(Paragraph 2.1.8.2)**. Thus, Audit observed that failure to geotag the physical assets posed risk to the success of the scheme as it would not be possible to check misuse of funds through false claims of creation of physical assets. This failure adversely impacted monitoring of the scheme.

2.1.11 Conclusion

Implementation of NMSA in the State suffered due to substantial reduction of financial outlay proposed in AAPs. Failure of GoTN to recast the AAPs based on approved outlay had resulted in thin spreading of resources and curtailing of sub-components of schemes. The area covered under RAD was too little to make any meaningful impact. Lack of bottom-up planning and omission of components of the Mission to develop on farm water management and climate change adoption had adversely impacted wholesome planning.

Field level implementation was ineffective due to suspected cases of misuse of subsidy, irregular and incorrect sanction of subsidy. Large scale failures in achievements under fruit tree seedling cultivation and apiary units pointed towards incorrect beneficiary identification, guidance and monitoring. Several machinery purchased under SHM were lying idle and Audit noted instances of unspent balances lying in bank account. PKVY component of NMSA did not make any visible impact in reducing dependence on chemical fertilisers.

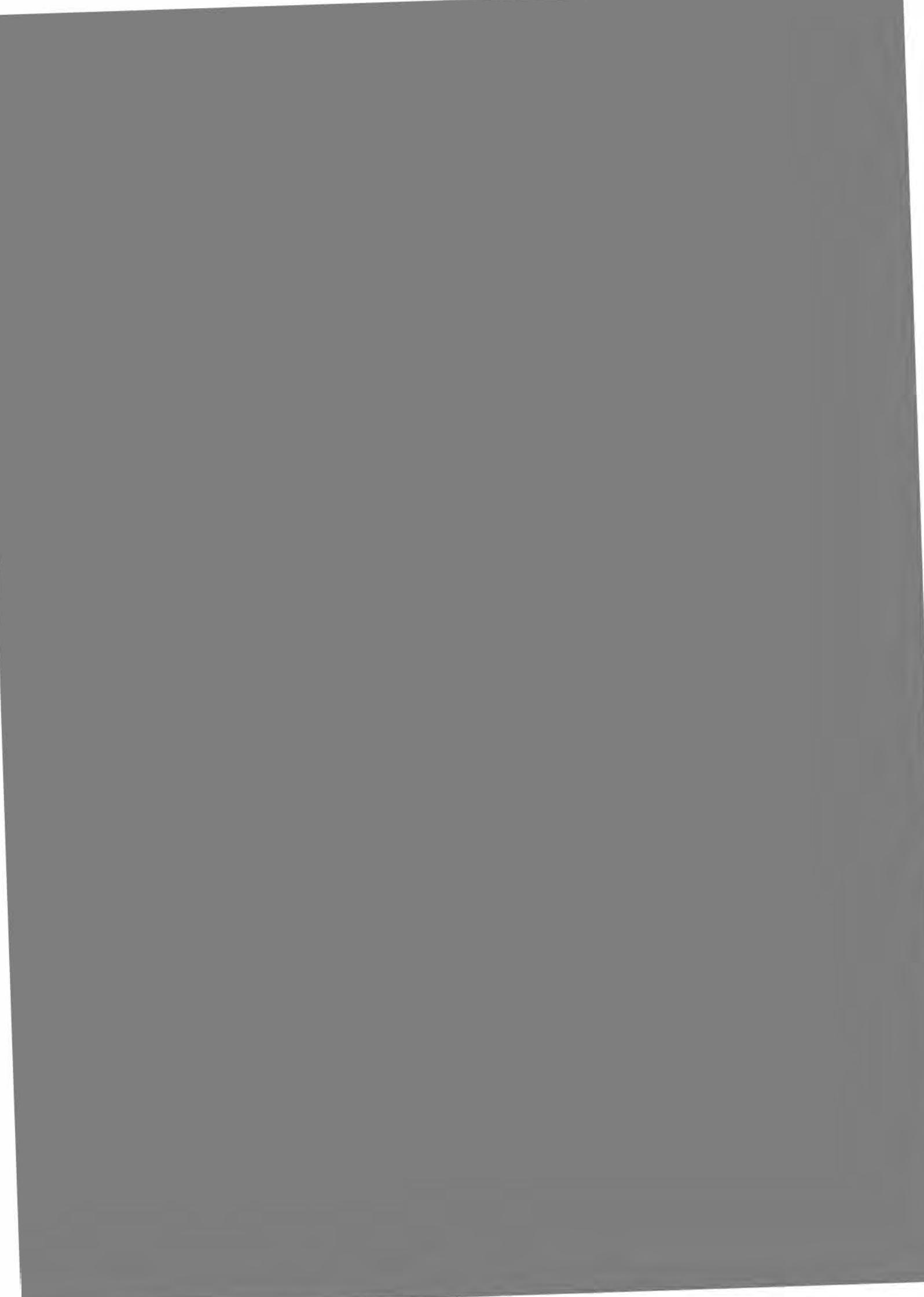
Monitoring was ineffective due to shortfall in engagement of JRFs, timely submission of progress reports, and failure in geotagging the assets created under NMSA.

2.1.12 Recommendations

Based on the Audit findings, the following recommendations are made:

- An effective approach may be adopted for grass root level planning, preparation of District Action Plans and consolidation as Annual Action Plans.
- GoTN may prepare and periodically update farmers' database, including the soil health data, to ensure verification of basic eligibility criteria/norms in selection of beneficiaries for assistance under different schemes.
- Responsibility may be fixed, after investigation, in the 252 cases of irregular sanction of scheme benefits to 24 persons having *nanjai* land, 80 persons provided with subsidy for construction of shade net houses that were not put to proper use, 92 persons provided with assistance for milch cows against scheme guidelines and 56 persons provided with subsidy without ensuring ownership of the land.
- Director of Agriculture and Director of Horticulture may evolve a proper system to recruit and retain adequate number of Junior Research Fellows and strengthen their roles in extending technical guidance and identifying the field level problems.
- The Tamil Nadu Watershed Development Agency may evolve a robust monitoring system by utilising the funds provided therefor and actively participate in the web-based monitoring of NMSA by GoI.
- Appropriate action to be initiated for machines lying idle for more than one year in Dindigul and Vellore districts.
- Unspent funds available in the bank accounts along with the accrued interest thereon to be surrendered.

CHAPTER III
COMPLIANCE AUDIT



CHAPTER III

COMPLIANCE AUDIT

Compliance Audit of Departments of the Government and their field formations as well as autonomous bodies brought out several lapses in management of resources and failures in observance of norms of regularity, propriety and economy. These have been presented in the succeeding paragraphs.

3.1 Fraudulent claims/payments

HIGHER EDUCATION DEPARTMENT

ANNA UNIVERSITY

3.1.1 Irregularities in procurement of stores and services

Violation of codal provisions and deficiencies in the internal controls of Anna University resulted in irregular payments for procurement of stores and services.

Tamil Nadu Transparency in Tenders Act, 1998 (TNTTA), Tamil Nadu Tender Transparency Rule, 2000 (TNTTR) and the Finance and Accounts Manual, 1999 (FA Manual) of Anna University (University) stipulate the procedures to be followed in procurement of stores and services by the University. The FA Manual stipulates that Administrative Sanction should be obtained for the total expenditure involved in a proposal, and procurements exceeding ₹ 10 lakh are to be processed by the Registrar and should involve a University Purchase Committee.

(a) Digitization of records

In February 2016, the Controller of Examinations (CoE), proposed to digitize degree certificates, rank certificates, grade/mark sheets and consolidated statements of grades/marks (educational records) of students. The Vice Chancellor (VC) approved (5 February 2016) the proposal and the CoE called for quotation for this work from six identified firms on the same day. Four firms¹ submitted their bids by 16 February 2016. The CoE entered

¹ (i) GA Software Technologies Pvt. Ltd., Bengaluru, (ii) Technoble Solutions India (P) Ltd., Chennai, (iii) Infospark Tech Solutions Pvt. Ltd., Bengaluru and (iv) Redcaso Solutions (P) Ltd., Chennai.

into a Memorandum of Understanding (MoU) with the lowest bidder² (GST Ltd.) on 17 February 2016. As per the MoU, GST Ltd., was required to digitize educational records, other than consolidated statement of marks, by scanning, organising, providing required IT tools for verifying certificates and mark lists and providing technical support at the rate of ₹ 46 per page of document to be digitized. Further, CoE called for (August 2016) a second set of quotations from three firms for digitizing consolidated mark sheets and placed orders on the lowest bidder³ (Matrix Inc.) at ₹ 25 per page. An expenditure of ₹ 11.41 crore was incurred on the two contracts for digitization of educational records from 2012 to 2016. The irregularities noticed by Audit are discussed in the succeeding paragraphs.

CoE violated the procedures stipulated in FA Manual by not indicating the estimated expenditure of the proposal submitted to the VC for digitization of records. Further, in violation of FA Manual provisions, CoE decided the award of contract by herself, and in that process bypassed the mandatory roles to be played by the Registrar and the Purchase Committee. CoE violated TNTTA provision on open tender by calling for quotations from a select list of firms, without specifying the basis on which the firms were selected. Audit also found evidences for bid rigging through cartelization, as detailed in **Appendix 3.1**.

The University did not maintain copies of educational certificates issued to students who completed their studies; the student data is maintained in Excel format. Despite that, the scope of work awarded by CoE included scanning of certificates. Thus, the scope of work itself was flawed. The Contractor falsely claimed to have scanned the copies of educational records, which were not available with the University, and payment was made without verifying the actual work done by the Contractor. Audit, however, found and the University confirmed (July 2021) that the actual number of records digitized, from student data, by GST Ltd was only 7,33,722 records (**Appendix 3.2**) as against 20,92,035 records for which payment was made. It was seen by Audit and confirmed by the University that Matrix Inc., had not digitized any record, however, payment was made to the firm for digitizing 1,20,000 records. The CoE issued the purchase order, signed MoU, accorded financial sanction, and passed Contractor's bills for payment without adhering to the system of segregation of duties to prevent misuse of powers by the persons charged with the responsibility of dealing with financial matters. Further, the expenditure was incurred without the approval of the Executive Committee (EC) and Syndicate of the University.

Thus, deficiencies in exercising the mandated internal controls resulted irregular payment of ₹ 11.41 crore for the services which were not rendered by Contractor.

² GA Software Technologies Private Limited, Bengaluru.

³ Matrix Technologies Inc., Bengaluru.

(b) Printing of blank certificates

Para 99 of FA Manual stipulated that forecasting of requirement for purchase of stores should be based on the estimated annual or monthly consumption and arrange for the purchase of stores accordingly.

A technical committee constituted by the CoE proposed (July 2016) printing of blank certificates⁴ in water and tear resistant paper with additional security features in order to prevent printing of bogus certificates. The Convener Committee⁵, which was discharging the functions of the VC, approved (19 August 2016) the proposal for issuing water and tear resistant certificates, from November/December 2016 examinations onwards. On the same day, the CoE called for quotation from nine firms without mentioning the required quantity and the security features needed to be incorporated in the certificates. CoE justified the limited tender on the ground of confidentiality. Audit, however, found that several other Universities call for open tenders for printing of blank certificates. Therefore, the bogey of confidentiality created by CoE was found to be a ploy to avoid open tender. Further, contrary to CoEs claim to the Chairman of the Convener Committee that she was calling for quotations only from Security Printers in the approved panel of Indian Bank's Association⁶ (IBA), none of the bidders had enclosed any proof to that effect. It was also seen that the lowest bidder *viz.*, IFF Ltd. was not in the approved panel of IBA. CoE proposed (September 2016) to award the contract to the lowest bidder (IFF Ltd.), and the Secretary to Government, Higher Education Department, in his capacity as the Chairman of the Convener Committee, approved the tender without referring to the full Committee. CoE issued work orders to IFF Ltd. on 6 October 2016 for printing of blank certificates⁷ at a total cost of ₹ 62.34 crore.

The budget for procurement of blank certificates, under the head 'Consumables, Stationery and Printing'⁸, was abruptly increased from ₹ 15 crore in the Budget Estimates to ₹ 66 crore in the Revised Estimates stage. The authorities concerned with the budgeting mechanism in the University failed to question the sudden and steep increase in the budget for 'Consumables, stationery and printing'.

IFF Ltd. supplied the blank certificates between November 2016 and September 2017, and the University paid ₹ 65.46 crore (inclusive of taxes) to IFF Ltd. (**Appendix 3.3**) for the supplies made. Audit noticed from the previous years' purchase orders that the University used to purchase only about one year's requirement of blank certificates during the previous years.

⁴ Grade sheets, Consolidated Mark sheets, Provisional certificates and Degree certificates.

⁵ Comprising of Secretary to Government, Higher Education Department, Director of Technical Education and senior most Professor of the University.

⁶ A body representing the Banking industry in India.

⁷ One crore Grade sheets, 20 lakh each of Provisional certificates and Degree certificates and 20.30 lakh Consolidated Mark sheets.

⁸ Head 11.1 (A) vi (a) Consumables, Stationery and Printing.

The CoE during 2016-17 had however, procured blank certificates, in the range of 8.35 to 13.49 times of annual requirement as given in **Table 3.1**.

Table 3.1: Annual requirement of blank certificates versus quantity procured

Sl. No.	Description	Average annual utilisation during 2016-20	Quantity purchased	Purchased quantity to annual requirement	Quantity utilised till September 2021 and percentage of utilisation
1	Grade/mark sheet	11,97,397	1,00,00,000	8.35 times	55,43,000 (55 per cent)
2	Provisional certificate	1,85,714	20,00,000	10.77 times	7,21,000 (36 per cent)
3	Consolidated mark sheet	1,50,435	20,30,000	13.49 times	5,74,500 (28 per cent)
4	Degree certificate	1,81,895	20,00,000	11.00 times	7,70,000 (39 per cent)

(Source: Data collected from University)

As of September 2021 about 50 per cent of the blank certificates, valuing ₹ 34.29 crore was available in stock⁹. Audit calculated that the value of blank certificates procured during 2016-17 in excess of one year's requirement as detailed in **Table 3.1** was ₹ 57.14 crore. Further, Audit found that out of the blank certificates held in stock, Grade sheets and Consolidated mark sheets procured at a cost of ₹ 24.50 crore became unusable after the change (2017) in the format of Grade sheet and Consolidated mark sheet due to revision of grading system from 2017-18.

Audit observed that CoE did not assess the required quantity by using any proper yardstick and also did not indicate the exact quantity while submitting the proposal to the Convener Committee. Further, in violation of the provisions of FA manual, neither a Purchase Committee was constituted nor did the Registrar issue the purchase order as envisaged.

Further, IFF Ltd. was a company incorporated only on 4 August 2016, just a few weeks before getting this purchase order on 6 October 2016. It was also seen that the supplier was a sister concern of GST Ltd, a company which bagged a supply order from the University in February 2016 for digitization of educational records. As per the database maintained by the Ministry of Corporate Affairs, GoI, a single individual¹⁰, holding Directorship in both GST Ltd. and IFF Ltd. was heading these firms. It was also observed that, IFF Ltd. did not print and supply the blank certificates on its own, but had sourced them from a Maharashtra based firm. CoE did not object to such an arrangement. Tacit approval of subcontracting of the work to another supplier proved that the issue of confidentiality cited for resorting to limited tender was farce.

Thus, the gaps in the internal controls, as discussed above, which paved way for misuse of authority, had resulted in procurement of abnormally huge quantity of blank certificates without following a credible procurement

⁹ Stock in hand: 44,57,000 Grade sheets, 12,30,000 Consolidated Mark sheets, 12,79,000 Provisional certificates and 14,55,500 Degree certificates.

¹⁰ Mr. Ganesh Kaliyan (Director Identification number – DIN 03577514).

process. This had resulted in avoidable excess procurement of blank certificates valued at ₹ 57.14 crore, of which certificates valued at ₹ 24.50 crore has already become unusable due to change of certificate format.

GoTN, in their reply, stated that based on the recommendations of Audit, (a) order has been issued (February 2022) to inquire into the role of officials regarding the fraudulent payment to Contractors for incomplete digitization of student records and irregularities in the printing of blank certificates, (b) order has also been issued (February 2022) to revisit the provisions of FA Manual of the University to reform and strengthen the internal control system and (c) directions were given for strict adherence to provisions of TNTTA/TNTTR for awarding of tenders for any procurement/ works sanctioned.

Government's reply, however, did not specify details of action taken to recover the irregular payment made to the Contractor in respect of digitization of records and it is further recommended that responsibility should be fixed as the officials and systematic corrections should be carried out within a fixed time frame.

CO-OPERATION, FOOD AND CONSUMER PROTECTION DEPARTMENT

TAMIL NADU CIVIL SUPPLIES CORPORATION

3.1.2 Fraudulent and inadmissible payments to the Contractor

Violation of procurement procedures by Regional Managers of Tamil Nadu Civil Supplies Corporation and failure of internal controls resulted in inadmissible claims of ₹ 3.22 crore.

Tamil Nadu Civil Supplies Corporation (TNCSC), an undertaking of GoTN, is involved in procurement, storage and distribution of essential commodities under the Public Distribution System (PDS). TNCSC operates 2,610 Direct Procurement Centres (DPCs), 1,455 Fair Price Shops (FPS) and 296 godowns in the State. The field operations are managed by Regional Managers (RM) in its 33 Regions. TNCSC has installed electronic weighing scales of different capacities in DPCs, FPS and godowns for weighing the stocks at the time of receipt and issue. The RMs are authorised to enter into Annual Maintenance Contract (AMC) for service, and maintenance of weighing scales and to facilitate statutory stamping of weighing scales under the Tamil Nadu Legal Metrology (Enforcement) Rules, 2011.

Based on a complaint (February 2020) from Manager (Audit), Tirunelveli Region, regarding fraudulent claim of AMC charges for weighing scales by a Contractor, viz., M/s.Sundar Scales (Sundar Scales), the MD, TNCSC ordered (July 2020) a probe into this issue. Simultaneously, during the course of

compliance audit of TNCSC (November 2020 - April 2021), the Audit Team scrutinised AMC charges paid by 13¹¹ out of the 16 Regions that had AMC agreement with Sundar Scales and found the following:

Fraudulent claim of stamping charges - ₹ 1.09 crore

As per the terms of contracts signed with Sundar Scales by RMs of TNCSC, the Contractor had to facilitate stamping of weighing scales and test weights. The Contractor was entitled to claim the charges paid to the competent authority and incidental charges connected therewith. Scrutiny of stamping certificates issued by the Inspectors of Legal Metrology with reference to payment made disclosed that:

- During 2016-20, the Contractor submitted fake stamping certificates to fraudulently claim ₹ 1 crore in four Regions (**Appendix 3.4**). The *modus operandi* involved submission of multiple forged cash receipts of Legal Metrology Department in respect of same weighing scales, multiple forged cash receipts for non-existent weighing scales and for condemned weighing scales. The stamping certificates submitted by the Contractor was proved fake based on confirmation by the Inspectors of Legal Metrology concerned. The fraudulent claims were admitted by the RMs without exercising even the basic check of getting the Contractor's bills verified by the officials in charge of DPC/FPS/ godown.
- During the same period, the Contractor fraudulently altered the amount of stamping fee paid by him, by correcting/over writing the receipts of stamping fee actually paid. RMs of four Regions admitted the fraudulent excess claims of ₹ 0.09 crore in 157 instances (**Appendix 3.4**). The bills were paid without checking the number of weighing scales and the charges claimed as per the records of DPC/FPS/godowns. The Contractor did not follow the practice of mentioning the bill amount, both in numerals and in words. This facilitated correction of bill amount.

Inadmissible payment of service charges - ₹ 2.13 crore

As per the terms of contracts, the Contractor was entitled to claim the cost of spares and service charge at specified rates. As per the orders (May 2012) of MD, TNCSC, the consolidated spare and service charges per weighing scale per annum should not exceed ₹ 1,500, without specific approval of the head office. Audit found that in the 13 Regions, the expenditure incurred on spares and service charge exceeded the ceiling, as the Contractor claimed fictitious

¹¹ Ariyalur, Cuddalore, Dindigul, Kancheepuram, Kanyakumari, Nagapattinam, Perambalur, Sivagangai, Theni, Thoothukudi, Tiruvannamalai, Villupuram and Virudhunagar.

bills by claiming to have replaced same spares, many times, for the same weighing scale, within the same quarter, and claiming to have serviced non-existent weighing scales/condemned weighing scales. RMs of the 13 test-checked Regions did not exercise due diligence while passing Contractor's bills towards spares and service charges. They violated the orders of the MD on specific approval for expenditure in excess of ₹ 1,500. The amount paid in excess of the ceiling towards spares and service charges to the Contractor during 2017-20 was ₹ 2.13 crore¹² (**Appendices 3.5 and 3.6**).

The lapses on the part of different authorities that facilitated fraudulent transactions are discussed below:

As seen from business listings available online, there are several other business firms providing repair and maintenance service of electronic weighing scales. However, as seen from details available in respect of six¹³ Regions, wherein Sunder Scales got the contract for AMC of weighing scales, the RMs had called for quotations only from a standard panel of three firms, viz., Sundar Scales, Nellai Scales and Vivek Scales. Scrutiny of correspondence exchanged with the bidders established that Sundar Scales and Vivek Scales were related firms. Thus, Audit observed that it was a clear case of cartelisation with the involvement of RMs/officials.

- In three Regions¹⁴, the expenditure on AMC of weighing scales exceeded ₹ 25 lakh. It was, however, seen that the RMs failed to call for open tender under the provisions of TN Transparency in Tenders Act, 1998.
- The expenditure on AMC in the 16 Regions, wherein the AMC was contracted to Sundar Scales, had increased by 149 *per cent* between 2015-16 and 2019-20, whereas it increased only by 66 *per cent* in other regions during the same period (**Appendix 3.7**). In Kancheepuram Region and Cuddalore Region, which recorded the highest increase, the expenditure increased from ₹ 6.39 lakh and ₹ 7.65 lakh in 2015-16 to ₹ 45.63 lakh (699 *per cent*) and ₹ 36.69 lakh (372 *per cent*) in 2019-20 respectively. Despite the abnormal increase in the expenditure on AMC, the RMs did not analyse the reason to stop the fraudulent claims.
- Despite the issue being flagged by the Manager (Audit), Tirunelveli Region in July 2020 and the probe by the internal audit of TNCSC establishing the criminal intent in this case, other than blacklisting the firm, TNCSC did not initiate any criminal action.

¹² Inadmissible claim of spare parts cost and service charges ₹ 1.61 crore and ₹ 0.52 crore respectively.

¹³ Cuddalore, Dindigul, Kanyakumari, Nagapattinam, Theni and Tiruvannamalai.

¹⁴ Cuddalore, Kancheepuram and Thanjavur.

- The RM, Kancheepuram, recovered ₹ 25 lakh of “excess payment” from the Contractor, the basis for which was not on record. Audit observed that the recovery established the fraudulent claims and payments, but recovering the amount without any punitive action and investigation of involvement of employees would only help to hush up the issue rather than punishing the delinquent.

Thus, violation of procurement procedures, failure of Regional Managers to prevent cartelisation of procurement process and a deficient internal control system had resulted in admitting fraudulent and inadmissible claims of ₹ 3.22 crore, causing loss to the TNCSC.

GoTN accepted (December 2021) the audit findings and stated that the loss due to the fraudulent and inadmissible payment to the Contractor in respect of 16 regions was ₹ 4.31 crore¹⁵. GoTN further stated that stringent disciplinary action and recovery proceedings would be initiated on the erring officials on receipt of the explanation given for the Show Cause Notices issued and that if necessitated, criminal action would be initiated through the competent authorities in accordance with law.

Audit recommends that criminal action may be initiated on the Contractor and the role of officers and staff of the 16 Regions that had entered into contract with Sundar Scales may be investigated.

3.2 Loss/Wasteful expenditure

LABOUR WELFARE AND SKILL DEVELOPMENT DEPARTMENT

3.2.1 Wasteful expenditure on construction of two dormitories

Government of Tamil Nadu constructed two dormitories to accommodate construction workers without any demand survey and tie-up with builders. These dormitories are lying idle since their completion, resulting in a wasteful expenditure of ₹ 31.66 crore.

Government of Tamil Nadu (GoTN) accorded (December 2014) administrative sanction for construction of nine¹⁶ dormitories at a cost of ₹ 106 crore by utilising the welfare fund of the Tamil Nadu Construction Workers Welfare Board (CWWB) to provide temporary accommodation to

¹⁵ Audit was conducted only in 13 regions where the loss worked out to ₹ 3.22 crore as pointed out in previous sub-para.

¹⁶ Five dormitories each housing 1,000 workers in Chennai and its suburban areas and four dormitories each housing 500 persons at four other districts, viz., Coimbatore, Madurai, Salem and Tiruchirappalli.

construction workers. The land was to be allotted by either the Revenue Department or the Local bodies and the construction was to be carried out by the Public Works Department (PWD). The dormitories were to be used to accommodate construction workers employed in construction sites within a radius of 30 kilometres (km). The construction workers, staying in the dormitories, were required to pay a maintenance fee of ₹ 20 per day.

Audit of CWWB during January 2019 and September 2021 revealed that out of nine dormitories sanctioned during December 2014, only two dormitories were constructed (**Appendix 3.8**) at Ezhichur and Thaiyur 'B' villages in Kancheepuram district at a total cost of ₹ 31.66 crore to accommodate 1,000 workers each.

(a) Dormitory at Ezhichur village:

- Although the construction was completed in March 2017, CWWB took over the building from PWD in June 2019, due to delay in installation of electrical transformer and procurement of furniture.
- CWWB approached various builders associations to house their construction workers in the dormitory. Audit found that during July to October 2019, the dormitory with a capacity of 1,000 was sparingly utilised to accommodate six to 49 workers on a few occasions. As of October 2021, the dormitory remained unoccupied since November 2019.

(b) Dormitory at Thaiyur 'B' village:

- Although the dormitory was completed in February 2018, CWWB took over the building from PWD only in April 2020, after a delay of two years, mainly due to non-provision of water supply arrangements.
- The issues in water supply arrangements persisted even after CWWB took possession of the dormitory in April 2020. Subsequently, in June 2020, GoTN sanctioned ₹ 25.25 lakh for a new work towards providing water supply from a nearby lake. In spite of completion of this work at a cost of ₹ 19.79 lakh, the required water could not be drawn from the lake due to various blockages in the four km HDPE pipeline.
- Since its completion in February 2018, no worker stayed in the dormitory. The dormitory was temporarily used to accommodate 245 workers of Koyambedu vegetable market for one week between 7 and 15 May 2020, when the market was closed as a Covid-19 prevention measure. Thereafter, the dormitory is lying completely unoccupied.

- The persons posted in Thaiyur dormitory were diverted to district office and Head office between January and November 2020.

Audit observed the following as regards both the dormitories:

- It is purely voluntary on the part of builders to accommodate their workers in the dormitories. As the builders are reluctant, construction of dormitories with large capacities was found to be unplanned.
- The representatives of builders, during a meeting with CWWB in November 2019, expressed difficulties to accommodate their workers in the dormitories due to the additional cost on transportation of the workers from the dormitories to the work sites. Thus, Audit observed that the site selection was not proper.

Thus, unplanned construction of the dormitories without any demand survey and failure to establish formal tie-up with builders resulted in the two dormitories, constructed at a cost of ₹ 31.66 crore, lying idle since their completion in 2017/2018. Thus the entire expenditure of ₹ 31.66 crore had become a wasteful expenditure.

GoTN replied (January 2022) that due to Covid-19, the government is keeping these dormitories as reserve centres for treatment facilities or boarding facility for Chennai and Chengalpattu districts and these centres will be put to use once the pandemic is over. Audit, however, observes that these centres were lying idle since their completion in March 2017/February 2018 even before the Covid-19 pandemic.

Audit recommends that:

- Government may take note of repeated instances of assets being kept unutilised due to unplanned construction. Action may be taken to streamline the project appraisal process before formal administrative sanction.
- Government may consider accommodating workers from other sectors as well on payment basis.

SCHOOL EDUCATION DEPARTMENT

3.2.2 Wasteful expenditure on supply of free uniforms

Wasteful expenditure of ₹ 4.13 crore in respect of uniform supply to 31,152 students in 72 sampled schools that had prescribed their own uniform. Further, uniforms costing ₹ 2.22 crore, supplied to 21,086 students in 49 sampled schools were only sparingly utilised.

The Government of Tamil Nadu (GoTN) implements various welfare schemes, including a scheme for supply of four sets of uniforms¹⁷ every year, free of cost, to students of Government and Government aided schools. These uniforms are provided to students studying in classes 1 to 8 and are enrolled under the Nutritious Meal Programme (NMP). This scheme is implemented by the Director of School Education (DSE) in respect of high schools and by the Director of Elementary Education (DEE) in respect of primary and middle schools. The Director of Handloom and Textiles (DHT) is involved in procurement and supply of cloth and the Director of Social Welfare (DSW) facilitates stitching of uniforms by the Women Tailoring Co-operative Societies. The stitched uniforms are delivered to the DEOs/BEEOs¹⁸ for onward distribution to the students through their respective schools.

During the academic year 2021-22, Government/Government aided schools in Tamil Nadu had a total student strength of 47.89 lakh¹⁹. Out of them 38.41 lakh (80 *per cent*) were enrolled under NMP, and hence were eligible for free uniform. GoTN incurred an average of ₹ 409.63 crore per annum under the scheme during 2018-21.

Audit scrutiny of sampled²⁰ 214 out of 1,425 Government aided (GA) schools in four²¹ districts during October and November 2021 on utilisation of uniforms revealed that:

¹⁷ The scheme is being implemented since 1985. Four sets of uniforms are being provided from the academic year 2012-13.

¹⁸ District Educational Officers/Block Elementary Educational Officers.

¹⁹ 34.46 lakh students in 37,555 Government schools and 13.43 lakh students in 7,284 fully aided and 1,056 partially aided schools.

²⁰ Twenty-five *per cent* or a minimum of 50 GA schools in each district, whichever is less.

²¹ Chennai, Kancheepuram, Thoothukudi and Vellore.

- In 48 out of 66 sampled GA schools in Chennai District, the managements of the schools had prescribed a different colour/design uniform, and hence the students were not wearing the uniform supplied free of cost by GoTN. In 13 other GA schools, the students wore the free uniform for one to three days in a week and on the remaining days they wore the uniform prescribed by the school.
- In the remaining three²² districts, the uniforms supplied by GoTN were not utilised in 24 out of 148 sampled GA schools which were having a different uniform prescribed by the school management. Further, in 36 schools, the students were wearing Government-supplied uniforms for one to three days every week.
- Audit calculated that the cost of uniforms supplied during 2019-21 to the 72 sampled GA schools in the sampled districts, wherein the students were wearing a different uniform, all through the week, was ₹ 4.13 crore (Table 3.2). Further, cost of uniforms supplied during 2019-21 to the 49 sampled GA schools, wherein the students were wearing the free uniform for one to three days a week was ₹ 2.25 crore (Table 3.2).

Table 3.2: Cost of uniforms supplied to sampled GA schools during 2019-21

Sl. No.	District	Number of aided schools		Schools that prescribed different uniforms for all days of the week			Schools that prescribed different uniforms for one to three days of the week		
		Total	Sam-pled	No. of schools	No. of students during 2019-22	Cost of uniform supplied (₹ in crore)	No. of schools	No. of students during 2019-22	Cost of uniform supplied (₹ in crore)
1	Chennai	350	66	48	19,510	4.13	13	6,520	2.25
2	Kancheepuram	76	57	7	3,756		10	4,201	
3	Thoothukudi	857	55	14	6,093		19	5,725	
4	Vellore	142	36	3	1,730		7	4,827	
Total		1,425	214	72	31,089	4.13	49	21,273	2.25

(Source: Details furnished by DSE / DEE and the respective schools)

The Heads Masters (HM) of these schools, while confirming Audit findings, stated that they did not specifically indent for free uniform for their students, but the same was supplied to all NMP beneficiaries by Government. An analysis of admission data in the sampled GA schools revealed that out of 1,45,107 students on roll, only 61,908 were enrolled under NMP during the academic years 2019-22. Only these 43 per cent of students were eligible for free uniform and the remaining 57 per cent were not eligible for free uniform. HMs of some schools opined that wearing two different uniforms was not practicable. Audit observed that the existing system of scheme

²² Kancheepuram, Thoothukudi and Vellore.

implementation, without obtaining specific indents from schools, resulted in needless supply of free uniforms to schools.

GoTN, while accepting the Audit findings, replied (March 2022) that clear instructions have been given by the Commissioner of School Education in December 2021 to all Chief Educational Officers to ensure that all students who receive uniform should wear it without fail. GoTN further stated that field officials will be monitoring it closely and ensure that such lapses won't recur in the future.

Audit observed that coercing the beneficiary students studying in private schools to wear the free uniform, supplied to them without indent, would only create a situation where the beneficiary students wear one type of uniform while the rest of the students wear a different uniform prescribed by the school management. This scenario creates dissimilarity amongst the students based on the different uniforms, which ultimately defeats the primary purpose for which a uniform is prescribed.

Thus, the routine supply of uniforms by DSE/DEE to all NMP enrolled students of GA schools, without ascertaining the need, had resulted in wasteful expenditure of ₹ 4.13 crore. Besides that, uniforms costing ₹ 2.25 crore were supplied to students who made only partial use of the uniforms.

Audit recommends that:

- Government may revisit the scheme guidelines and issue free uniforms only to students of schools which furnish specific indents for free uniforms.
- Government may reduce the number of sets of uniform to students of schools that allow wearing of free uniforms only on one to three days per week.

3.3 Regularity issues and others

HIGHER EDUCATION DEPARTMENT

3.3.1 Irregularities in contract management

Irregularities in preparation of tender documents, lapses in tender evaluation and failure to ensure quality of service rendered by the Contractor had resulted in a wasteful expenditure of ₹ 10.70 crore and a contingent liability of ₹ 5.17 crore in development of e-Content and e-Learning portal by Madurai Kamaraj University.

The Tamil Nadu Transparency in Tenders Act, 1998 (TNTTA) and the Rules made thereunder, *inter alia*, provide for the procedure for inviting tender, preparation of tender document, evaluation of tender, payment for services

rendered by the Contractor, etc. Audit scrutiny of records in Madurai Kamaraj University (MKU) during February 2021 disclosed deviations from the extant rules leading to wasteful expenditure.

In August 2013, the Syndicate of the University approved a proposal to digitise the study materials of courses run by the Directorate of Distance Education (DDE) of the University and to host the e-Contents in an exclusive e-Learning portal. The project, initially estimated to cost about ₹ 5 crore to ₹ 6 crore, was to be implemented using DDE's funds. The Additional Director, DDE of the University invited (October 2013) Expression of Interest (EoI) for development of interactive digital content and an e-Learning portal with payment gateway. Six firms participated in the EoI. The University constituted a two-member 'Expert Committee'²³ to study the EoI received and prepare a technical report and related tender documents. In December 2013, the Registrar, MKU called for tenders. The scope of work included (a) development of digital content with text, voice-over, animations, illustrations etc., (b) creation of e-Learning portal with payment gateway, virtual classroom facility, etc., and (c) maintenance of the e-Content and the portal.

Three firms²⁴ submitted their bids (January 2014) and a nine member Tender Scrutiny Committee²⁵ scrutinised (January 2014) the bids. The Committee identified one of the bidders as the lowest bidder²⁶ and recommended for award of contract. The Syndicate of the University awarded (February 2014) the tender to the lowest bidder. The Registrar issued the work order on 26 February 2014. The contracted firm developed an e-Learning portal and uploaded (May 2014 to October 2016) 2,324 volumes of e-Books. During January 2014 and April 2015, the University paid ₹ 10.70 crore²⁷ towards the services rendered by the Contractor under the agreement. The portal was active for about five years, till a new portal was developed and launched through in-house efforts in March 2020.

Audit scrutiny of records pertaining to the e-Content project at MKU revealed the following deficiencies:

- **Estimate was not approved by Syndicate:** The project was taken up based on an in-principle approval of the Syndicate. Neither a detailed estimate with component-wise cost break-up was prepared nor was the quantity of work to be taken up informed to the Syndicate.

²³ Members were from Anna University and Gandhigram Rural Institute.

²⁴ (i) M/s. Janya IT Technologies, Hyderabad, (ii) M/s. Mahima Technology Pvt. Ltd., Salem and (iii) M/s. SET Info Tech Pvt. Ltd., Coimbatore.

²⁵ Comprising of seven officers/faculty from MKU and two experts from other universities.

²⁶ SET InfoTech Pvt. Ltd., Coimbatore.

²⁷ For e-Book development and development of e-Learning portal.

- **Tender documents were not prepared by the experts:** The files scrutinised by Audit showed that a two member Experts Committee had prepared the tender documents. As the documentation²⁸ did not appear to be genuine, Audit approached both the members of the Expert Committee, and both of them individually confirmed to Audit that they had not approved the tender documents. Audit observed that the duly appointed experts were kept out of their assigned task, which resulted in preparation of poor quality bid documents and tender evaluation method, as discussed below.
- **Lack of clarity on the nature of service to be provided:** The tendered items of works had three distinct parts²⁹. Part (i) viz., 'E-Learning content development', included the sub-components 'Content preparation' and 'e-Book conversion'. According to the tender document, the University was to provide the syllabus of the courses and the bidder (service provider) was to develop the content and convert into e-Book with voice-over, animation, etc. It was, however, seen that the University actually provided the content in the form of books and the role of the Contractor was only to convert it as e-Book. SET InfoTech had quoted ₹ 75,700 per book (₹ 19,950 for content development and ₹ 55,750 for e-Book conversion). The second lowest bidder had quoted ₹ 90,000 (₹ 45,000 for content development and ₹ 45,000 for e-Book conversion with voice-over, etc.). Thus, as content development was actually not carried out by SET InfoTech, Audit observed that the wrong inclusion of content development, as a part of the scope of work, had facilitated SET InfoTech becoming the L1; otherwise, the second lowest bidder who had quoted ₹ 45,000 for e-Book conversion, against ₹ 55,750 quoted by SET InfoTech, would have become L1.
- **Wrong projection of scope of work:** The tendered works included development of virtual classroom for learning through simulated classroom environment. Audit found that till June 2017, UGC did not allow online courses in the Open and Distance Education mode. Further, the University had not prepared any plan for conducting online virtual classes. It was also seen that the successful bidder had not provided the virtual classroom facility in the e-Learning portal developed for the University. Audit observed that the University, in its tender, included this item of work, which was unnecessary and ultimately not executed. The successful bidder quoted low rate of ₹ 0.38 crore against ₹ 6 crore quoted by the second lowest bidder for this item of work. Thus, including an unnecessary item of work

²⁸ One email purported to be from one of the expert and one unsigned statement purported to be from the other expert.

²⁹ (i) e-Learning content development, (ii) Design and development of e-learning portal and (iii) Management and support.

in the tender facilitated SET InfoTech Pvt. Ltd., becoming the lowest bidder.

- **Lack of wide publicity:** Rule 11 (2) of the Tamil Nadu Transparency in Tenders Rules, 2000 (TNTTR) provides that if the value of tender exceeds ₹ 5 crore, the Tender Inviting Authority (TIA) should publish the Notice Inviting Tenders (NIT) in all India editions of one English newspaper and in all editions of one Tamil newspaper within the State. The Vice-Chancellor, while approving calling for open tender, directed to issue NIT in Hindustan Times and Dina Mani newspapers. The records produced to Audit, however, did not show any evidence of publishing the NIT in Hindustan Times. To a specific audit enquiry, the Director, DDE could not produce any evidence for having issued NIT in Hindustan Times. Therefore, Audit observed that the Additional Director, DDE did not ensure wide publicity for the tender to ensure healthy competition among tenderers. GoTN, in their reply (March 2022), accepted that the advertisement was issued only in one Tamil newspaper. GoTN, however, did not fix responsibility for violation of codal provisions on publicity for tender invitation.
- **Not inviting the six firms that participated in EoI:** As per Rule 12 of TNTTR, the TIA may send the NIT to all possible tenderers including registered Contractors, past suppliers, any potential supplier and any other well-known company or firm directly. MKU, however, did not send the NIT to the six companies who had sent EoI proposals, and none of them had participated in the tender. Thus, the University did not ensure wide publicity for the tender.
- **Precluding prospective bidders:** Rule 14 of TNTTR provides that Earnest Money Deposit (EMD) shall not ordinarily exceed one *per cent* of the value of the procurement and the Security Deposit (SD) shall not exceed five *per cent* of the order value. Although, the project was initially estimated to cost ₹ 5 crore to ₹ 6 crore, the University fixed an EMD of ₹ 15 lakh, which was about three *per cent* of the tender value, and the SD was fixed as 10 *per cent* of the value. It was seen that at least one prospective bidder requested time to mobilise money for EMD. This was against the codal provisions. Thus, Audit observed that by fixing abnormally high EMD and SD, the University potentially precluded prospective bidders.
- **Lack of system to consider the quality solution offered:** According to the guidelines³⁰ issued by GoI, Ministry of Electronics & Information Technology (MeITY), the quality of the IT solutions offered by the bidder should be accorded a weightage of as high as 80 *per cent* while deciding a Quality cum Cost based selection

³⁰ Guidance notes for selection of implementation agencies.

tender for IT projects. Audit, however, found that the University did not give any weightage for the quality of technical proposal of the bidders.

- **Quality of e-Content not ensured:** The course content, provided by the University was to be converted into digital content with voice-over, animations, illustrations, etc. Instead, the Contractor simply scanned the books and hosted. As of October 2016, the Contractor uploaded 2,324 e-Books in the portal. Full payment was made for 1,852 books at the rate of ₹ 55,750 per e-Book. The heads of the various departments, replying to an Audit enquiry, stated that the uploaded e-Books were not having any voice-over, illustrations or animations. The books were just scanned and uploaded. The Syndicate of MKU, despite dissent notes³¹ (January 2015) given by two members, approved and ratified the payment made to the Contractor. The Director of DDE replied (April 2021) to Audit that payments were made to the developer based on the assessment report, and the minutes of the meeting of e-Content Committee and its recommendations. The reply was untenable as the minutes of the e-Content Committee was silent on quality aspects, but simply mentioned the number of e-Books uploaded. After March 2015, the University stopped payment to the Contractor for uploading e-Books citing non-adherence to agreed conditions regarding the quality of e-Content.

GoTN replied that this being the first time initiative, the University could not ascertain the quality of the service rendered by the Contractor. The reply also accepted that the developer did not develop and provide features like voice-over, virtual classroom, mobile version and interactive modules for which payments were made based on the invoices raised by the developer. The reply was untenable as the authorities calling for tender are expected to know the quality of the product they are procuring.

Thus, in the absence of any acceptance testing, payments were made without ensuring quality and the University ended up paying ₹ 10.32 crore, just for scanning and uploading 1,852 books without any voice-over, animation or illustration.

- **Non-hosting of mobile App:** To enable students to view the course content on their mobile phones, the Contractor was to develop a mobile version of the e-portal (mobile App). The Contractor reportedly uploaded the mobile App. But, the mobile App was suspended (October 2015) by *Google Play Store*, the online App store, wherein the mobile App was hosted due to non-submission of authorisation letter. Thus, the mobile App did not become a reality.

³¹ One syndicate member dissented that components of the contracted works have not been completed fully, and another member dissented on the very need for such a huge expenditure.

- **Non-withholding of performance guarantee:** The tender document stipulated that 10 *per cent* of the payments made to the Contractor will be retained as performance guarantee. But the University did not deduct 10 *per cent* of the bill amount towards performance guarantee. This amounted to extending undue favour to the Contractor while simultaneously failing to safeguard the interest of the University.

The University paid a total of ₹ 10.70 crore to the Contractor till April 2015, and stopped all payments thereafter, citing deficiency in service. The Contractor repeatedly requested for payment and sent (December 2020) a legal notice claiming ₹ 5.17 crore. The University declined to make payments citing deficiency in service and non-rendering of services claimed to have been rendered by the Contractor. The Contractor lodged a complaint with MSME *Samadhaan*³², and the matter is pending resolution as of July 2021.

In the meantime, the University developed a portal with in-house efforts (March 2020) and wound up the e-Learning portal developed by SET InfoTech. The e-Contents developed by the Contractor were not used in the new portal. The University did not maintain any data on number of students who used the portal. But, the fact that the books were uploaded just as scanned copies without voice-over, illustrations and interactive animations, and non-creation and maintenance of virtual classroom and mobile version made the entire project a failure and the expenditure thereon a wasteful expenditure.

Thus, the irregularities in awarding and managing the contract for development of e-Content and e-Learning Portal had resulted in wasteful expenditure of ₹ 10.70 crore and a contingent liability of ₹ 5.17 crore.

GoTN replied that the Registrar, MKU has stated that the observations made by the Accountant General will be considered and scrupulously followed in future transactions. Since the contingent liability of ₹ 5.17 crore in development of e-Content and e-Learning portal is under legal litigation, it may be decided as per Court verdict.

Audit recommends that:

- Government may direct an enquiry into the lapses on the part of University officers and fix responsibility on them.
- In addition to the provisions of TNTTA and TNTTR, in view of the technical nature of IT procurements, Government may consider framing exclusive guidelines for IT procurements, so as to prevent acquisition of poor quality IT systems and wasting money thereon.

³² A facility created under Micro, Small and Medium Enterprise Development Act, 2006 to facilitate settlement of pending bills of Micro, Small and Medium Enterprises through Facilitation Councils set up by State Governments.

WATER RESOURCES DEPARTMENT

3.3.2 Additional financial burden

Expeditionous implementation of the scheme for Repair, Renovation and Restoration of irrigation tanks, without adhering to Government of India guidelines resulted in non-availing of Central assistance of ₹ 29.95 crore, causing an additional burden to the State's exchequer.

Government of Tamil Nadu (GoTN) accorded (August 2017) administrative sanction for Repair, Renovation and Restoration (RRR) of 49 irrigation tanks in Dharmapuri, Tiruvannamalai, Vellore and Virudhunagar districts (Project). This Project was taken up at an estimated cost of ₹ 23.42 crore under Phase III of a Scheme '*Pradhan Mantri Krishi Sinchayee Yojana-Har Keth Ko Pani*' (PMKSY-HKKP), under the special category-Drought Prone Area Programme funded by Government of India (GoI) and GoTN. GoI was to bear 60 *per cent* of the Project cost (₹ 14.05 crore) and GoTN was to bear 40 *per cent* of the cost (₹ 9.37 crore).

Audit (February 2021) of the Project at the Office of the Engineer-in-Chief (EIC), Water Resource Department (WRD), Chennai, revealed the following:

The Project was cleared by the State Technical Advisory Committee (STAC) for GoI funding on 10 February 2015. Based on that, GoTN accorded administrative approval for the Project on 10 August 2017 and simultaneously approached GoI for release of its share. GoI released its first instalment of ₹ 7.03 crore only on 5 November 2018. The abnormal delay of 14 months for the release of first instalment by GoI was on account of the failure of EIC to complete the documentation as per the stipulated procedure. EIC, however, without waiting for GoI share, started implementing the project. Consequently, against the maximum permissible expenditure of ₹ 11.72 crore (50 *per cent* of project cost), that can be incurred before release of second instalment, EIC incurred an expenditure of ₹ 19.52 crore up to 31 March 2019. As a result of exceeding the expenditure, GoI restricted the balance Central assistance to ₹ 1.95 crore against the eligible balance of ₹ 6.41 crore based on actual expenditure³³.

EIC, while requesting release of second instalment of Central assistance, informed GoTN that the works were required to be completed before the onset of monsoon and in anticipation of release of balance Central assistance. It was, however, found that the works continued even after the monsoon was over despite a request (December 2018) from Chief Engineer, Design Research & Construction Support (CE, DRCS), to stop the work pending

³³ Total expenditure incurred on completion of the Project as on September 2020 - ₹ 22.38 crore.

receipt of GoI assistance. EIC was aware of the condition that not more than 50 per cent of the project cost should be spent before release of second instalment. Failure on the part of EIC to schedule the work according to the guidelines resulted in short release of fund by GoI for ₹ 8.98 crore³⁴, against the eligible Central assistance of ₹ 13.43 crore³⁵.

The guidelines of the Scheme and clarification issued thereon had specific conditions to be followed to avail the Central assistance which included monitoring by the field office of Central Water Commission (CWC), evaluation by independent agencies and not incurring expenditure in excess of 50 per cent of the project cost before availing Central share in full. Further, GoI did not allow reimbursement of any expenditure incurred on the projects before availing Central assistance. Audit found that due to non-adherence to GoI guidelines for fund release, GoTN could not avail the Central assistances in respect of RRR works of the 49 tanks.

It was also seen that under the same scheme, GoTN took up RRR work of 104 irrigation tanks during 2015-16. The expenditure incurred, eligible assistance from GoI and actual Central assistance received was as given in **Table 3.3**.

Table 3.3: RRR works during 2015-16

(₹ in crore)

Year	Cost of RRR work done			Eligible GoI assistance			Assistance received	Short receipt
	Phase 1	Phase 2	Total	Phase 1	Phase 2	Total		
2015-16	27.02	27.30	54.32	17.10	17.63	34.73	9.23	25.50

(Source: Data collected from EIC's records)

Audit found that even during 2015-16, GoTN could not avail the eligible Central assistance due to non-conducting of concurrent evaluation by an independent agency before completing the project and the Central assistance foregone was ₹ 25.50 crore.

GoTN replied (December 2021) that the project was carried out in anticipation of GoI funds so as to complete the works before monsoon for storing monsoon rain water in the irrigation tanks. Regarding non-submission of concurrent evaluation report for Phase I and Phase II projects, GoTN stated that the final concurrent evaluation report was sent to CWC in November 2020.

The reply was untenable as the monsoon was already over by the time the proposal to stop the work, pending receipt of GoI assistance, was received (24 December 2018) by EIC. EIC could have stopped further progress of work pending receipt of GoI assistance without being detrimental to storage of rain water during monsoon. Further, it was observed that report of concurrent evaluation of projects taken up in 2015-16, despite a delay of over four year, may not serve any purpose.

³⁴ First instalment ₹ 7.03 crore plus second instalment ₹ 1.95 crore.

³⁵ Sixty per cent of actual expenditure of ₹ 22.38 crore.

Thus, failure of EIC to schedule the works according to GoI guidelines and non-conducting of concurrent evaluation of work by an independent agency resulted in non-availing of eligible Central assistance of ₹ 29.95 crore³⁶ in respect of RRR works in 151 irrigation tanks.

Audit recommends that Government may ensure proper adherence to Government of India guidelines so as to avail the eligible assistance in full.

3.4 Avoidable/Unfruitful expenditure

ANIMAL HUSBANDRY, DAIRYING, FISHERIES AND FISHERMEN WELFARE DEPARTMENT

3.4.1 Undue favour to Contractor

Failure of the Contractor to arrange for insurance policy to cover the ongoing work against natural calamities, and waiver of the agreement condition resulted in avoidable expenditure of ₹ 3.15 crore towards restoration damages due to Ockhi cyclone.

The Commissioner of Fisheries (CoF) is *inter alia* responsible for construction and maintenance of fishing harbours and fish landing centres³⁷ (FLC). An Engineering Wing, headed by a Chief Engineer (CE) undertakes the construction and maintenance activities. Clause 47.1 of the General Conditions of Contract (GCC) of civil work tenders of Fisheries Department states that the work executed by the Contractor under the contract shall be maintained at the Contractor's risk until the work is taken over by the Executive Engineer (EE). The Contractor shall accordingly arrange his own insurance against fire, flood, volcanic eruption, earthquake, other convulsions of nature and all other natural calamities, risks, arising out of acts of God, during such period and that the Government shall not be liable for any loss or damages occasioned by or arising out of any such acts of God.

Audit noted (March 2021) the following:

In January 2017, GoTN accorded administrative sanction for an estimated amount of ₹ 10 crore for construction of a FLC near Chinnathurai and Eraviputhenthurai villages in Kanyakumari District. The project components included construction of four short groynes³⁸ of 60 metre length each and

³⁶ ₹ 25.50 crore plus ₹ 4.45 crore (₹ 13.43 crore minus ₹ 8.98 crore).

³⁷ FLCs have minimum basic landing, outfitting and repair facilities for the traditional and small-size mechanised fishing vessels.

³⁸ A low wall or sturdy barrier built out into the sea, perpendicular to the coastline, to check erosion and drifting.

an auction hall for fish auction. The work was awarded to a Contractor and the Contractor³⁹ commenced the work in April 2017 (**Appendix 3.9**).

When the work was about 90 *per cent* progress, a severe cyclonic storm 'Ockhi' (cyclone), passed through the Kanyakumari district on 30 November 2017, causing severe damages to the four groynes⁴⁰ which were under construction.

After cyclonic damages, the Contractor stopped (December 2017) the work and informed the EE that the work can be continued only after restoration of the damaged groynes. Meanwhile, the Principal Secretary to Government and other officers inspected the site and instructed the EE to prepare the restoration estimates immediately so as to complete the work as per the original proposal. Based on the instructions, the EE prepared a fresh estimate for ₹ 4.20 crore to complete the work after restoring the damages caused by the cyclone and the same was administratively sanctioned (April 2018) by GoTN. Fresh tenders were called for (September 2018) and a Contractor⁴¹ carried out the restoration work at a total cost of ₹ 4.20 crore (**Appendix 3.9**).

Audit observed the following:

In violation of clause 47.1 of GCC, the Contractor had not taken insurance for the construction work. It was also seen that the EE also did not insist for proof of insurance at any point of time before the cyclonic event. After the cyclone, the Contractor produced a letter dated 23 November 2017, purported to have been issued by the Divisional Manager of United India Insurance Company (DM, UIIC), Tirunelveli, which stated that UIIC would not provide insurance for such works. Without ascertaining the genuineness of the purported letter from UIIC, the EE proposed (December 2017) to take up the restoration work at Government cost. Audit observed that the acceptance of the EE to absolve the Contractor of his responsibility to restore the damage was improper. The decision of the EE to accept the letter produced by the Contractor was imprudent as it was the responsibility of the Contractor to arrange for insurance cover.

The CE, to whom the EE submitted (January 2018) the fresh estimate for restoration of damages, pointed out (April 2018) the clause 47.1 of GCC, and opined that the Government shall not be liable for any loss or damages. The EE, however did not reply to CE's concerns on applying clause 47.1 of GCC, but stated (May 2018) that the restoration estimate was prepared as per the instructions of the senior officers who inspected the damages. Further, he

³⁹ Thiru M. Madhavan.

⁴⁰ A length of 131 metre out of the total length of 240 metre of the four groynes were assessed to be damaged by the cyclone.

⁴¹ Thiru M. Sethu Raj.

requested CE for reviewing the insurance clause of GCC and permit restoration work to avoid further damages.

In August 2018, the CE placed details of the case before the Tender Award Committee (TAC), headed by CoF. The TAC, besides resolving to pre-close the contract by withholding any outstanding payment to the Contractor, also directed that a detailed report may be submitted to GoTN for taking a final decision in this regard. Further, the TAC directed the CE to call for fresh tenders for restoration works. Audit observed that TAC failed to insist on enforcing clause 47.1 of GCC, rather made an open ended recommendation to GoTN.

In the meantime, the EE paid ₹ 1.70 crore to the Contractor in December 2017 and March 2018, based on measurements taken one day before the cyclone. Audit observed that inasmuch as the Contractor was bound by the agreement to restore the damaged structure at his cost or through insurance, payment of ₹ 1.70 crore made to the Contractor, after cyclonic damage and before restoration of damage, was imprudent. Thereby, TAC's subsequent decision to withhold the payment due to the Contractor could not be enforced as the payment was already made. GoTN replied (March 2022) that necessary explanation will be called from the EE concerned and reply to the same will be submitted to Audit.

GoTN did not decide (December 2021) on the recommendation of the CoF to pre-close the contract and no orders were passed on forfeiting the Security Deposit (₹ 19.68 lakh) and the amount withheld towards performance guarantee (₹ 63.57 lakh).

It was further observed that CAG's Audit Report (Civil), 2003-04 included an observation (Paragraph 4.2.1) on extra expenditure on account of non-inclusion of the mandatory clause in the contract agreement for making good, loss due to natural calamities, in a similar project involving construction of groyens. GoTN has since now ensured inclusion of a suitable clause, but has not ensured enforcement of the clause.

Thus, the EE's failure to enforce agreement conditions, reportedly by relying on a visibly fake letter purportedly received from UIIC, and his imprudent decision to settle Contractor's bill of ₹ 1.70 crore even after the cyclonic damage, had resulted in avoidable expenditure of ₹ 3.15 crore⁴² towards restoration works.

GoTN replied (March 2022) that appropriate action will be initiated under clause 47.1 of the GCC, if it is found that the Contractor has furnished incorrect particulars, forged/false information (or) incomplete particulars (or)

⁴² Total expenditure incurred (₹ 8.79 crore plus ₹ 4.2 crore) minus agreement value of the work (₹ 9.84 crore).

incorrect details. Further, GoTN stated that necessary explanation will be called for from the EE concerned and reply to the same will be submitted. Audit, however, observed that the reply did not cover the lapses on the part of the EE. The outcome of the action taken by GoTN was awaited (April 2022).

Audit recommends that:

- The Contractor should be held responsible under clause 47.1 of the General Conditions of Contract. The GoTN must put in place a mechanism to ensure compliance of all enforceable clause of the contract.
- Responsibility may be fixed on the EE for his imprudent decision to settle Contractor's bills without ensuring restoration of damages at Contractor's cost.

AGRICULTURE AND FARMERS WELFARE DEPARTMENT

3.4.2 Avoidable expenditure on supply of excess quantity of paddy seeds

Failure to supply paddy seeds to farmers based on requirement resulted in avoidable additional expenditure of ₹ 1.33 crore due to excess supply of 590 Metric Tonne of paddy seeds in Vellore District.

Government of Tamil Nadu (GoTN) encourages adoption of the '*System for Rice Intensification*' (SRI), involving transplanting of 14 days old saplings with wider spacing and alternate wetting and drying of the field. Under SRI method, only seven to eight kilogram (kg) of paddy seed is required to cultivate one hectare, against the requirement of 50 kg per hectare under the conventional method. In order to promote SRI cultivation, GoTN allows an assistance of ₹ 5,000 per hectare as back-ended subsidy through bank to the farmers under Paddy Mission of National Agriculture Development Programme (NADP). Besides that, quality seeds are distributed with a subsidy of 50 *per cent* of seed cost or ₹ 20 per kg⁴³, whichever is less and subsidy of ₹ 8 per kg is paid to certified seed producer.

Scrutiny of records (June 2021) in the office of the Joint Director of Agriculture (JDA), Vellore, disclosed that during the five year period 2016-21, the Block level Assistant Directors' of Agriculture (ADAs) in the District enlisted 9,023 farmers to cultivate paddy by adopting SRI method in 14,040 hectare. The enlisted farmers were paid subsidy of ₹ 5,000 per hectare, after due verification and certification of SRI method cultivation by the Agricultural

⁴³ Till 2017-18, the subsidy was 50 *per cent* of seed cost or ₹ 10 per kg, whichever is less, and during 2018-21, the subsidy was 50 *per cent* of seed cost or ₹ 20 per kg, whichever is less.

Officers concerned. It was, however, seen that the ADAs had supplied 50 kg of paddy seeds per hectare as against the actual requirement of only eight kg per hectare to all these farmers. With a view to analyse the reasons for this anomaly, Audit randomly sampled applications of 71 farmers who got 50 kg of paddy seed per hectare and simultaneously received assistance of ₹ 5,000 under NADP for SRI cultivation. It was noted that all the above farmers adopted SRI method for cultivation and the actual cultivation was attested by the Agricultural Officer concerned. But the seed supply was not linked to their method of cultivation as there was a different application process for seed supply, which did not distinguish between SRI cultivation and conventional cultivation.

Audit noted that the ADAs supplied 5,89,680 kg of paddy seed in excess of the actual requirement to 9,023 SRI farmers, which had resulted in an avoidable additional expenditure of ₹ 1.33 crore by way of subsidy on the paddy seed supplied as detailed in **Table 3.4**.

Table 3.4: Excess supply of paddy seed to SRI farmers

Year	Number of farmers	Area under SRI in Vellore District (in hectare)	Quantity of seeds supplied and distributed at 50 kg/ha (in kg)	Quantity to be distributed at 8 kg/ha for SRI (in kg)	Excess quantity distributed (in kg)	Rate of subsidy on paddy seed* (in ₹)	Payment made for excess quantity supplied (in ₹)
(A)	(B)	(C)	(D)	(E) = (C x ₹ 8)	(F) = (D-E)	(G)*	(H) = (F x G)
2016-17	3,500	3,927	1,96,350	31,416	1,64,934	18	29,68,812
2017-18	1,614	3,604	1,80,200	28,832	1,51,368	18	27,24,624
2018-19	1,801	2,787	1,39,350	22,296	1,17,054	28	32,77,512
2019-20	1,820	3,150	1,57,500	25,200	1,32,300	28	37,04,400
2020-21	288	572	28,600	4,576	24,024	28	6,72,672
Total	9,023	14,040	7,02,000	1,12,320	5,89,680		1,33,48,020

* Procurement subsidy to seed producers @ ₹ 8 per kg and seed distribution subsidy at ₹ 10 (2016-18) and ₹ 20 (2018-21) to cultivators

(Source: JDA records)

ADA, Anicut Block and ADA, K V Kuppam Block, admitted to the excess supply, but stated that the Agricultural Depot supplying paddy seeds relied on the application for seed supply. Audit observed that paddy seeds are supplied to farmers through a formal application process, which is not linked to the application process for assistance for SRI cultivation. In their application for seed supply, farmers mention the area proposed to be cultivated, but there is no column in the application to mention the method of cultivation. Thereby, the Agricultural Depots were not aware of method of cultivation, leading to supply of seeds at 50 kg per hectare to all farmers irrespective of the method of cultivation.

GoTN replied (January 2022) that at the time of seed purchase, farmers have the right of choice and they can choose between the traditional planting method or SRI planting method, based on field condition and situation. The reply further justified the supply of 50 kg seeds per hectare on the ground that as per the Seed Control Order, certified seed bags, which come in 50 kg, should not be opened. GoTN, however, assured to take action to include the method of cultivation in the seed supply application of the farmer so as to supply correct quantity of seeds.

Thus, Audit observed that the failure to devise a suitable system to check the seed requirement of individual farmers, based on area and method of paddy cultivation, had resulted in an avoidable additional expenditure of ₹ 1.33 crore in Vellore district alone.

Audit recommends that the Director of Agriculture may review the system followed in all the districts of the State and ensure supply of seeds only as per the method of planting followed by the farmers. A system may be evolved to produce certified seeds in 8 kg bags for the benefit of SRI farmers, who need only 8 kg per hectare.

HEALTH AND FAMILY WELFARE DEPARTMENT

3.4.3 Avoidable excess expenditure in procurement of MRI scanners

Lapses on the part of heads of three Government hospitals caused delays in site identification for installation of MRI scanners. This resulted in an avoidable expenditure of ₹ 1.12 crore and delay of over one year in commencement of MRI scan services to needy patients.

Tamil Nadu Medical Services Corporation Limited (TNMSC), a Public Sector Undertaking of the Government of Tamil Nadu (GoTN), provides a range of services to government medical institutions, including procurement and supply of medical equipment. During 2017-19, TNMSC procured MRI scanners for 22 Government Headquarters Hospitals (GHQH) and Government Medical College Hospitals (GMCH), by utilising funds provided by Government of India under National Health Mission (14 MRI scanners) and *Pradhan Mantri Swasthya Suraksha Yojana* (one MRI scanner) and TNMSC's own funds (seven MRI scanners) (**Appendix 3.10**).

A technical committee⁴⁴ constituted by TNMSC framed (July 2017) the technical specifications of the MRI scanners suitable for different types of Government Hospitals⁴⁵. Depending on the size and requirement of hospitals, four different models of MRI scanners were decided to be procured, and

⁴⁴ Comprised of four Radiologists of Rajiv Gandhi Government General Hospital, Chennai; Kilpauk Medical College, Chennai and Government Royapettah Hospital, Chennai.

⁴⁵ Taluk Hospitals, District Headquarters Hospital and Medical College Hospitals.

TNMSC floated an open tender (August 2017) for supply, installation and commissioning of MRI scanners in the identified hospitals. After completion of tender process, TNMSC placed a purchase order (PO) on the successful bidder, M/s. Siemens Healthcare Pvt. Ltd., on 30 December 2017 for 19 MRI scanners. As per the PO, the MRI scanners were to be supplied and installed within 90 days of handing over of the site by the hospital authorities. TNMSC entered into a rate contract (January 2018) with the same firm with three year validity. As per the rate contract, the price already agreed was to be valid till December 2018. After December 2018, while the price of the imported unit was to remain unchanged in US dollar terms, the actual rate was to be worked out based on prevailing foreign exchange rate on the date of PO. Further, the cost of local accessories would undergo an increase of four *per cent* during the second year of rate contract and by another four *per cent* during the third year. Based on the rate contract, two more POs were placed on the same supplier on 10 April 2018 (one unit) and 10 October 2018 (two units).

Audit scrutiny of records during June to August 2021, at TNMSC and the hospitals disclosed that the actual rate paid to the supplier in respect of three MRI scanner units was higher as given in **Table 3.5**.

Table 3.5: Higher rate paid to supplier of MRI scanner units*

Name of hospital	Date of				Rate (in ₹)		
	Purchase order	Handing over of site	Provision of power supply	Commissioning	As per PO	Actually paid	Paid in excess
GHQH, Kancheepuram	30/12/2017	29/06/2019	05/03/2020	05/03/2020	5,62,61,560	6,00,01,076	37,39,516
GHQH, Perambalur	30/12/2017	29/05/2019	07/12/2019	24/12/2019	5,62,61,560	6,00,01,076	37,39,516
GHQH, Tiruppur	10/10/2018	02/06/2019	12/12/2019	18/12/2019	5,62,61,560	6,00,01,076	37,39,516
Total amount paid in excess							1,12,18,548

* MRI scanner model: Essenza-16
(Source: Data furnished by TNMSC)

Audit noticed that the higher rate paid was on account of delayed supply of MRI scanners due to delay in getting the installation site ready by the hospital authorities. The supplier contended that due to delay in handing over the available site by these three hospitals, they could not import the MRI units during the first year of the rate contract, and hence demanded the rate applicable for the second year of rate contract based on increased foreign exchange rates and higher rates for local accessories. The supplier's claim for higher amount, though initially rejected by TNMSC, was accepted as the supplier established that it was not possible to import the units without site readiness, which included handing over of the earmarked sites to the supplier/TNMSC for starting the turnkey work and also availability of 125 Kilo-Volt Ampere (KVA) power supply for installation of the MRI scanners.

Audit observed that the delays on the part of the three hospitals were avoidable as discussed hereunder:

GHQH, Kancheepuram:

- A joint inspection was carried out by TNMSC, supplier and hospital officials in February 2018 and identified a vacant place in Female Surgical Ward for installation of MRI scanner.
- The Medical Superintendent (MS), however, favoured construction of a new building, funded through 'Member of Legislative Assembly Constituency Development Scheme' (MLACDS), for installation of the MRI scanner. TNMSC, however, rejected that idea and requested to allot the female surgical ward as already agreed to and to ensure 125 KVA electricity.
- Audit observed that there was a disagreement between TNMSC and the MS on the issue of identifying the site for installation of the MRI scanner. After rejecting the site identified in February 2018, the MS did not make any attempt to study the suitability of other buildings.
- A site for the new building to house the MRI scanner was finalised in November 2018 and the newly constructed building was handed over to TNMSC in June 2019 only. The electrical work was completed in October 2019 and TANGEDCO sanctioned the 150 KVA High tension supply in February 2020.

Thus, the failure to find suitable space in the existing buildings, resulted in abnormal delay in facilitating appropriate space for installation of MRI scanner and the equipment ordered in December 2017 was commissioned in March 2020.

GHQH, Perambalur:

- In June 2018, TNMSC and the supplier visited the hospital and recommended the ground floor of the Accident and Emergency block to house the MRI scanner. The MS decided to change the site to Outpatients Block, and again reverted back to Accident and Emergency block in February 2019 and handed over to TNMSC in April 2019 for initiating turnkey works.
- Simultaneously, the Joint Director of Health Services (JDHS), Perambalur requested (July 2018) the Executive Engineer, PWD (Electrical), Tiruchirappalli for providing 125 KVA power supply for MRI unit. PWD took seven months and submitted an estimate in February 2019. Though funds were available, the work was not started immediately due to the Election Model Code of Conduct. The work was finally completed in November 2019 and the MRI scanner was commissioned in December 2019.

Thus, due to the wavering on the part of the MS on the site to be allotted for housing MRI scanner had resulted in abnormal delay and consequently the MRI scanner was commissioned in December 2019 at a higher cost.

GHQH, Tiruppur:

- Although, the PO was issued in October 2018, the MS identified a 1,300 sq. ft. space in the ground floor of a newly constructed 100 bedded ward only in March 2019.
- Due to coordination issues with TNMSC, there was a delay of six months in issuing work order for provision of 125 KVA power supply. The work was completed in December 2019, and the MRI scanner was commissioned in March 2020, at a higher price.

Thus, the failure of the hospital authorities to effectively coordinate with PWD and TNMSC to ensure readiness of site for MRI scanner on time had resulted in an avoidable excess expenditure of ₹ 1.12 crore, besides the delay of over one year in commencement of MRI scan services to needy patients.

GoTN, while accepting the above Audit findings in its reply (March 2022), stated that the excess expenditure of ₹ 1.12 crore was due to the demand of 125 KVA power supply for the installation of MRI scanners in the above districts. However, GoTN's reply was not specific to the reasons for delays in site identification and power connection.

Audit recommends that suitable inter departmental structures should be established at field level to discuss and sort out issues with PWD authorities to avoid recurrence of similar issues.

3.5 Blocking of funds/Idle investments

AGRICULTURE AND FARMERS WELFARE DEPARTMENT

3.5.1 Non-commissioning of Central Market in Tiruchirappalli

The Central Market at Kallikudi near Tiruchirappalli, constructed at a total cost of ₹ 77.04 crore, remained unutilised for over four years due to lapses in land identification, defective planning and execution of construction works.

The Tamil Nadu State Agricultural Marketing Board (TNSAMB), headed by the Commissioner of Agricultural Marketing and Agri Business (CAMAB), facilitates marketing of agricultural products *inter alia* through creation of new infrastructure for agricultural products. In September 2013, CAMAB sent a proposal to GoTN for establishment of a 'Central Market for vegetables, fruits

and flowers' (Central Market) at Kallikudi village in Tiruchirappalli (Trichy) district. The proposal was justified on the ground that the existing Gandhi Market in Trichy city was overcrowded and lacked facilities to handle the volume of products brought there for sales. Accordingly, GoTN issued orders (February 2014 and June 2014) for purchase of private land measuring 9.79 acres at a cost of ₹ 12.06 crore by TNSAMB and to construct the Central Market at a cost of ₹ 65 crore. GoTN sanctioned ₹ 61.70 crore, under a scheme funded through NABARD loan, for meeting 95 per cent of the cost of construction.

TNSAMB purchased the land in June 2014, CAMAB released ₹ 61.70 crore in October 2014 and the construction of Central Market Complex at Kallikudi was completed⁴⁶ in July 2017 at a cost of ₹ 64.98 crore and inaugurated in September 2017. In all 421 out of 623 shops earmarked for traders and 148 out of 207 shops earmarked for Farmer Producers Organisations (FPO) were rented out during May 2022. However, only 18 FPOs and the cold storage commenced operation as on May 2022. None of the shops allotted for wholesale and retail traders were functioning, as the Gandhi Market traders were unwilling to shift out of their current location.

Scrutiny of records of CAMAB and Deputy Director of Agri Business, Trichy during January and September 2021 and a joint physical inspection (JPI) on 3 September 2021 revealed that the Central Market established at a total cost of ₹ 77.04 crore⁴⁷ had not started functioning since its completion in July 2017. The lapses on the part of GoTN and CAMAB that resulted in idling of a new infrastructure are discussed below:

- **Location of the Market:** TNSAMB did not carry out any feasibility study before deciding to locate the Central Market at Kallikudi. Further, the traders of Gandhi Market were not convinced of the new location of the market as the newly constructed Central Market is located at a distance of 15 kilometers from the Gandhi market. Failure to identify a suitable land nearer to the city hampered the plan to shift the Gandhi market.
- **Planning and construction:** 1,000 shops were constructed in 19 blocks with two floors in each block. After completion, the traders expressed reservations on the size of the shops and hence by removing the dividing walls between shops, the size of shops was increased, and this exercise resulted in reducing the number of shops to 830. Further, the shops on the first floor had no takers. Thus, construction of shops without proper design, based on

⁴⁶ With 1,000 shops, grading and sorting facilities, cold storage and common facilities such as weigh bridge, administrative building, commercial bank with ATM, canteen, conference hall, resting room etc.

⁴⁷ Cost of construction of Central Market Complex ₹ 64.98 crore and cost of land (9.79 acres) ₹ 12.06 crore.

requirement of the traders, was the main reason for reluctance to shift to the new Central Market.

- **Market amenities:** The Central Market does not have adequate parking space for heavy vehicles. A plan (July 2017) to obtain 4.4 acres of land from Hindu Religious and Charitable Endowments Department did not materialise (August 2021).
- An adjoining Government land measuring 3.29 acres was earmarked for disposal of waste generated in the Central Market. It was, however, noticed that facilities for waste disposal and composting were not created (August 2021).
- **Additional works:** Based on the request (September 2020) of the Secretary, Trichy Market Committee, the Assistant Executive Engineer, TNSAMB, Chennai prepared estimates for various repair works, maintenance works and provision of CCTV arrangements for a sum of ₹ 1.88 crore so as to obtain administrative sanction. GoTN's sanction is awaited.
- During JPI, Audit noticed that all the five solar power units installed in the Central Market were not put to use since installation as the circuit for the solar panel is yet to be connected with the electricity grid.

Thus, Audit observed that due to lapses in identification of appropriate land, failure to convince the traders, faulty designing of shops and lack of adequate amenities, the Central Market, Trichy established at a cost of ₹ 77.04 crore, was not fully commissioned even after more than four years of its completion.

GoTN replied (November 2021) that efforts were being taken to operationalise the market facilities and increase the participation of traders in the Kallikudi market with the support of the District administration.

Audit recommends that early action may be taken to rent out the shops, commission the Central Market by providing required amenities and modifying the shops as per traders' and farmers' requirement.

HIGHER EDUCATION DEPARTMENT

3.5.2 Non-commissioning of hostels in Government Polytechnic colleges

Unfruitful expenditure of ₹ 6.64 crore in five Government Polytechnic colleges due to lack of adequate initiatives to operationalise the hostels.

The Government of Tamil Nadu (GoTN) accorded (January 2010 and June 2010) administrative and financial sanction (AS/FS) for an amount of ₹ 53.83 crore for construction of seven⁴⁸ Government Polytechnic Colleges (GPTCs) at ₹ 7.69 crore each. The buildings sanctioned included an administrative block, class rooms, works shops and a hostel block. All the seven new GPTCs started functioning from the academic year 2010-11. They were initially housed in temporary buildings till the new buildings were completed. The hostel buildings of the seven GPTCs⁴⁹ were completed at a cost of ₹ 9.23 crore and handed over to the respective GPTCs between September 2011 and August 2015.

Table 3.6: Expenditure details of construction of hostels and purchase of furniture/cooking utensils for hostel

Sl. No.	Name of GPTC	Date of completion of Hostel	Expenditure incurred (₹ in lakh)	Cost of furniture / cooking utensils purchased (₹ in lakh)	Delay in commencing (as of March 2022)	Remarks
1	Karur	30/11/2012	132.70	0	9 years	Not put to use since completion
2	Theni	15/06/2012	145.06	7.25	9 years	
3	Tiruvannamalai	07/02/2013	145.07	5.95	8 years	
4	Tiruvarur	13/06/2012	82.42	5.23	9 years	
5	Villupuram	18/08/2015	134.00	6.95	6 years	
<i>Sub Total</i>			<i>639.25</i>	<i>25.38</i>		
6	Dharmapuri	27/03/2013	145.06	9.58	-	Put to use* (2013-19)
7	Perambalur	12/09/2011	139.28	8.55	-	Put to use from 2019-20.
<i>Sub Total</i>			<i>284.34</i>	<i>18.13</i>		
Grand Total			923.59	43.51		

* The hostel was occupied by girl students of Government College of Engineering, Dharmapuri from 2013-15. Thereafter GPTC, Kadathur functioned temporarily from the hostel building during 2015-19. Since 2019, the hostel has remained unoccupied.

(Source: Details furnished by the respective GPTCs)

⁴⁸ At Dharmapuri, Karur, Perambalur, Theni, Tiruvannamalai, Tiruvarur and Villupuram districts.

⁴⁹ Boys hostels in four places and girls hostels in three places.

Scrutiny of records at the GPTCs during February to July 2021 revealed that out of the seven hostels, five⁵⁰ were not put to use since their completion (Table 3.6). Further, in February 2015, GoTN sanctioned an amount of ₹ 7 lakh for each GPTC for purchase of furniture/cooking utensils. Audit found that the furniture/cooking utensils procured in four GPTCs⁵¹, at a cost of ₹ 25.38 lakh in 2015, were stacked in hostels and were in various stages of deterioration due to prolonged non-utilisation. Some of the specific issues noticed in the GPTCs are discussed below:

GPTC Karur:

After completion, the hostel was not commissioned as GPTC, Karur did not have a reliable source of water. Based on the Principal's request (November 2012) to DoTE, GoTN accorded (October 2015) AS and FS for an amount of ₹ 12.53 lakh for provision of water supply. The work (January 2016) of drilling bore wells to meet the water requirement remained unfruitful due to inadequate yield of ground water. Presently, the water is sourced from the village panchayat which is sufficient to run only the GPTC, not the hostel.

Further, based on the decision of the Principal (December 2015), the amount of ₹ 7 lakh, sanctioned for procurement of furniture/utensils, was deposited (March 2016) in Fixed Deposit as the hostel was not in operation due to non-provision of water supply. After being pointed out by Audit, in January 2022, the hostel was made partially operational with eight students.

GPTCs at Tiruvannamalai and Tiruvarur:

Due to prolonged periods of non-occupation and non-maintenance, the hostel buildings of GPTC Tiruvannamalai and GPTC Tiruvarur were found to be in dilapidated condition. The floor of the hostel buildings had caved in, the walls had cracked and doors, glass windows, water pipelines, etc., were in broken condition. The Principals did not take appropriate action to rectify the defects through PWD.

⁵⁰ Karur, Theni, Tiruvannamalai, Tiruvarur and Villupuram.

⁵¹ GPTC Theni - ₹ 7.25 lakh; GPTC Tiruvannamalai - ₹ 5.95 lakh; GPTC Tiruvarur - ₹ 5.23 lakh and GPTC Villupuram - ₹ 6.95 lakh.

Common deficiencies found in the hostels:

Commissioning the hostels involves making arrangements for dining, watch and ward etc. GoTN had not sanctioned any additional staff for running the kitchen in the hostels, as the existing system was to run the hostel on the basis of sharing the cost by inmates. It was, however, seen that DoTE, had not issued any detailed guidelines on running hostels on cost sharing basis. Audit found that despite any clear guidelines on running the hostels by DoTE, the Principal of GPTC, Perambalur commissioned (2019) the hostel through local arrangement and 30 students were benefitted. The Principals of other GPTCs did not initiate any such proactive action for commissioning the hostels.

In their replies to specific Audit enquiries on the reasons for non-commissioning the hostels, the Principals of all the GPTCs, attributed 'lack of demand' for non-commissioning. The Principals reasoned that the lack of demand for hostel was due to the existence of Government-run free hostels in the vicinity, and availability of free bus passes to students to commute from their houses. Audit, however, found that the Principals had neither called for applications for hostel admission, nor maintained any record regarding the demand for hostel accommodation. Audit also found that in the hostel attached to GPTC Karur, girl students were ready to stay even without mess arrangement, indicating the existence of demand for hostel accommodation. Further, three out of five GPTCs are located more than 10 kilometres (km) away from the nearest Government-run hostel and GPTC, Tiruvarur is located three kms away from the nearest road with bus facility. Thus, the replies are not acceptable.

Thus, due to lack of adequate initiative on the part of Principals and DoTE to operationalise the hostels and poor quality of the buildings and facilities, five hostel buildings constructed at a cost of ₹ 6.39 crore and furniture and utensils purchased at a cost of ₹ 0.25 crore remained idle for periods ranging up to eight years, leading to unfruitful expenditure of ₹ 6.64 crore. The benefits of the scheme could not reach the beneficiary students.

GoTN, in their reply (April 2022) accepted the points raised by Audit and stated that action was being taken to increase the intake in GPTCs and commission the hostels. Based on Audit findings, GoTN framed (February 2022) Rules for administering hostels in GPTCs, and partially commissioned one of the five hostels which were lying idle for six to nine years.

Audit recommends that all out efforts may be made to fully commission all the five remaining hostels for the benefit of students.

YOUTH WELFARE AND SPORTS DEVELOPMENT DEPARTMENT

3.5.3 Idling of Integrated Sports Science Centre building

Failure in creating an Integrated Sports Science Centre at Madurai resulted in idling of a building constructed at a cost of ₹ 2.27 crore for more than three years, and blocking of ₹ 2.73 crore in bank account for more than a year.

In September 2015, the Honorable Chief Minister (CM) announced the decision of Government to establish an Integrated Sports Science Centre (ISSC) at Madurai. The objective of ISSC was to provide facilities for sports training of the highest standards with scientific equipment for enabling the sportspersons of the State to compete at national and international level. As per the initial estimates of the Member Secretary, Sports Development Authority of Tamil Nadu (MS, SDAT), ISSC was to be constructed at a cost of ₹ 9.24 crore, which included ₹ 4.80 crore on buildings and ₹ 2.44 crore on equipment, non-recurring cost of ₹ 7.24 crore and ₹ 2 crore towards recurring cost for the first two years. Based on CM's announcement and the proposal from MS, SDAT, GoTN accorded (December 2015) administrative sanction for the project and sanctioned ₹ 5 crore towards non-recurring expenditure. Accordingly, the building for ISSC was estimated at ₹ 2.50 crore and the construction was awarded (November 2016) through tender. The work was completed (October 2017) at a cost of ₹ 2.27 crore.

Scrutiny of records (June 2021) at Secretariat, SDAT and District Sports and Youth Welfare Officer, Madurai revealed that the ISSC building has been idle and not put to use for more than three years since completion of construction and the objective of facilitating high quality sports training was not achieved.

The proposal for ISSC envisaged procurement of high performance testing and training equipment for its eight departments *viz.*, (i) Exercise Physiology, (ii) Psychology, (iii) Bio-chemistry, (iv) Training Method, (v) Nutrition, (vi) Biomechanics and Kinesiology⁵², (vii) Anthropometry⁵³ and (viii) Sports Medicine. The cost of the equipment required for ISSC worked out (October 2016) to ₹ 2.43 crore.

⁵² Detailed analysis and assessment of human movement during sport activities.

⁵³ Systematic measurement of the physical properties of the human body.

Meanwhile, Tamil Nadu Physical Education and Sports University (TNPESU), Chennai, separately proposed to set up a full-fledged Department of Biomechanics at its premises in Chennai. GoTN separately approved (July 2017) the proposal of TNPESU for establishment of Centre of Excellence in Sports Biomechanics in the TNPESU campus at a cost of ₹ 13.12 crore.

Consequent on sanction for establishment of Centre for Sports Biomechanics in TNPESU, it was decided to drop procurement of equipment for the proposed Biomechanics department of ISSC. Tenders for procuring other equipment were called for in January 2021. Though a Scrutiny Committee was formed in April 2021 to scrutinise the tender documents and to select the eligible tenderers, Audit found that the tenders were not finalised till date (February 2022). SDAT did not furnish specific reasons for not finalising the tenders. As a result, ₹ 2.73 crore, being the balance amount out of the original release of ₹ 5 crore, remained idle in the Savings Bank account of SDAT for more than a year. Audit also noticed that SDAT had not yet (February 2022) decided on the manpower requirement and the administrative structure for ISSC.

Though TNPESU was already involved in the study and advancement in various domains of sports science, SDAT was also brought in without any comprehensive planning. Thus, lack of coordination between SDAT and TNPESU, coupled with delays in finalising the tenders resulted in non-commissioning of ISSC (**Exhibit 3.1**). As a result,

Exhibit 3.1 : Integrated Sports Science Centre, Madurai



(Source: SDAT)

the building constructed at a cost of ₹ 2.27 crore was lying idle for over three years and ₹ 2.73 crore was lying unspent in Savings Bank account of SDAT for more than a year (February 2022). Thus, the objective of the project to harness science in sports development was not achieved.

GoTN replied (March 2022) that expeditious action would be taken to procure the equipment and put into use at the earliest.

Audit recommends that:

- GoTN may create formal arrangement for coordination between TNPESU and SDAT in harnessing sport science.
- Action may be taken to design a suitable administrative structure for ISSC, recruit personnel, procure equipment and commission the Centre without any further delay.

Chennai
The 02 August 2022



(R. AMBALAVANAN)
Principal Accountant General (Audit-I),
Tamil Nadu

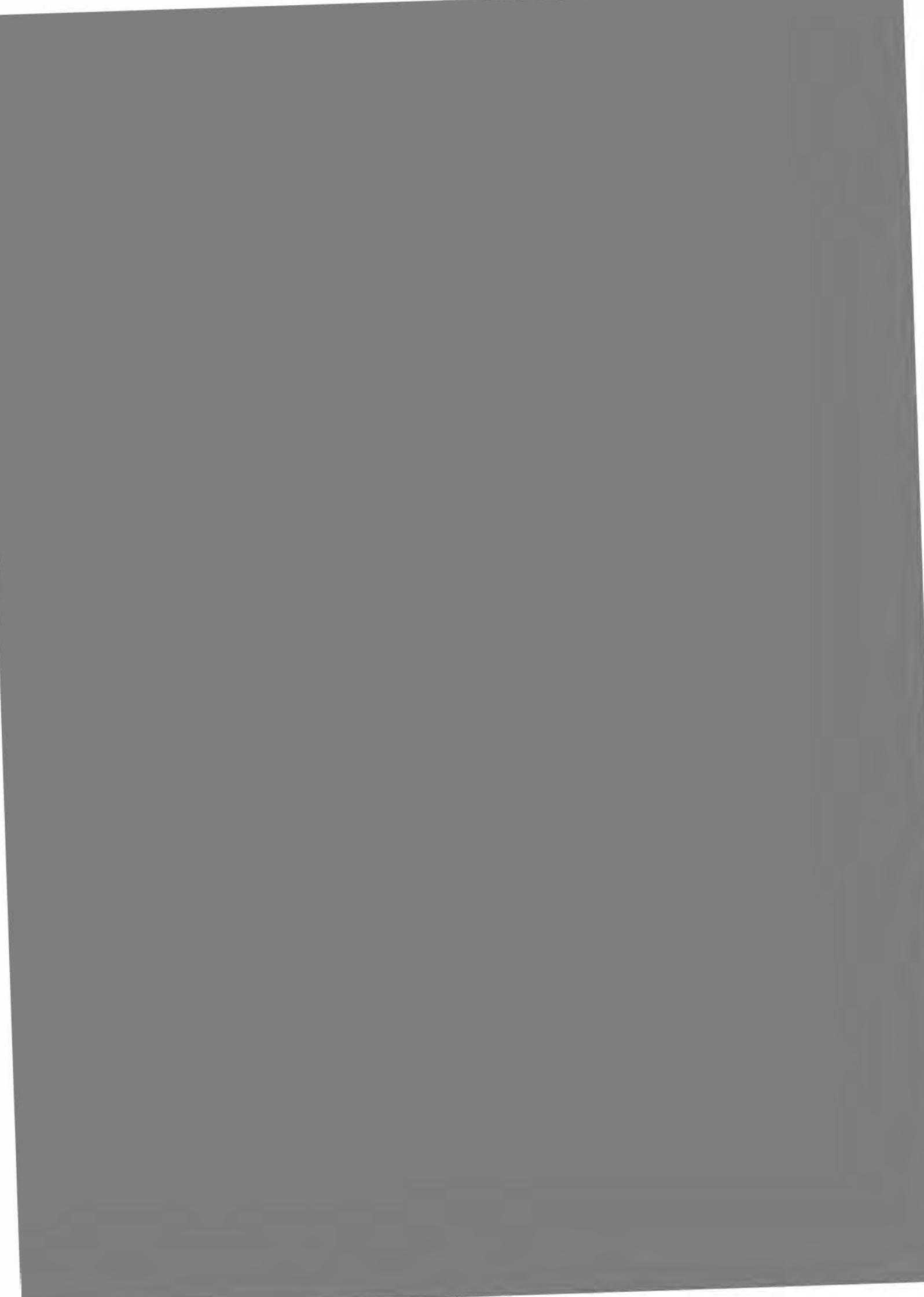
Countersigned



(GIRISH CHANDRA MURMU)
Comptroller and Auditor General of India

New Delhi
The 05 August 2022

APPENDICES



Appendix 1.1

(Reference: Paragraph 1.5.2; Page 3)

Department-wise details of outstanding Inspection Reports and Paragraphs

Sl. No.	Name of the Department	Number of outstanding	
		Inspection Reports	Audit observations
1	Adi-Dravidar and Tribal Welfare	110	517
2	Agriculture and Farmers Welfare	480	1,856
3	Animal Husbandry, Dairying, Fisheries and Fishermen Welfare	102	490
4	Backward Classes, Most Backward Classes and Minorities Welfare	60	349
5	Co-operation, Food and Consumer Protection	101	267
6	Finance	48	155
7	Health and Family Welfare	401	2,587
8	Higher Education	79	415
9	Home, Prohibition and Excise	26	159
10	Human Resource Management	16	104
11	Labour Welfare and Skill Development	45	182
12	Planning, Development and Special Initiatives	27	143
13	Public	20	60
14	Revenue and Disaster Management	1,060	4,261
15	Rural Development and Panchayat Raj	541	2,722
16	School Education	229	873
17	Social Welfare and Women Empowerment	77	307
18	Special Programme Implementation	3	7
19	Tamil Development and Information	32	58
20	Water Resources	0	0
21	Welfare of Differently Abled Persons	49	174
22	Youth Welfare and Sports Development	25	105
Total		3,531	15,791

Appendix 2.1

(Reference: Paragraph 2.1.3; Page 6)

The details of Districts and Blocks selected in Agriculture Department and Horticulture and Plantation Crops Department

Sl. No.	Name of the sampled Districts	Name of the <u>Blocks selected</u> under random sampling in Departments			
		Sl. No.	Agriculture	Sl. No.	Horticulture and Plantation Crops
1	Cuddalore	1	Annagramam	31	Mangalur
		2	Cuddalore	32	Nallur
		3	Virudhachalam		
2	Dindigul	4	Dindigul	33	Kodaikanal
		5	Palani	34	Vadamadurai
		6	Thoppampatti		
3	Kanyakumari	7	Agasteeswaram	35	Thuckalay
		8	Thovalai	36	Thiruvattaru
4	Karur	9	Kadavur	37	Kulithalai
		10	Thanthoni	38	Karur
5	Salem	11	Magudanchavadi	39	Mecheri
		12	Salem	40	Yercaud
		13	Sankari		
		14	Tharamangalam		
6	Thoothukudi	15	Ottapidaram		
		16	Pudur	41	Vilathikulam
		17	Kovilpatti		
7	Tirunelveli	18	Alangulam		
		19	Palayamkottai	42	Valliyoor
8	Tiruppur	20	Palladam	43	Kangayam
		21	Tiruppur	44	Udumalaipettai
		22	Vellakoil		
9	Vellore	23	Anaicut		
		24	Gudiyatham		
		25	K.V. Kuppam		
		26	Nemili		
10	Villupuram	27	Kolliyanur	45	Mailam
		28	Marakanam	46	Melmalaiyanur
		29	Thiruvannainallur	47	Vanur
		30	Vallam		

Appendix 2.2
(Reference: Paragraph 2.1.6.6; Page 10)
District-wise area covered under NMSA-RAD

(In hectare)

Sl. No.	Name of the Districts	2018-19					2019-20					2020-21					Total area covered (Agriculture and Horticulture)
		Total Rainfed area available	Area of Agriculture cluster covered under RAD	Area of Horticulture cluster covered	Total area covered under RAD	Percentage of area covered out of total rainfed area	Total Rainfed area available	Area of Agriculture cluster covered under RAD	Area of Horticulture cluster covered	Total area covered under RAD	Percentage of area covered out of total rainfed area	Total Rainfed area available	Area of Agriculture cluster covered under RAD	Area of Horticulture cluster covered	Total area covered under RAD	Percentage of area covered out of total rainfed area	
1	Ariyalur	57,904	900	255	1,155	1.99	0	0	0	0	0.00	58,345	99	100	199	0.34	1,354
2	Chengalpattu	0	0	0	0	0.00	0	0	0	0	0.00	1,630	195	100	295	18.10	295
3	Coimbatore	58,226	1,148	100	1,248	2.14	57,392	172	0	172	0.30	56,592	93	100	193	0.34	1,613
4	Cuddalore	1,23,827	2,000	200	2,200	1.78	1,19,841	200	200	400	0.33	1,19,841	100	0	100	0.08	2,700
5	Dharmapuri	1,28,037	2,000	50	2,050	1.60	1,28,037	300	200	500	0.39	1,28,037	220	0	220	0.17	2,770
6	Dindigul	1,24,446	2,182	240	2,422	1.95	1,32,974	150	0	150	0.11	1,28,369	200	100	300	0.23	2,872
7	Erode	48,594	700	200	900	1.85	0	0	200	200	0.00	48,055	199	0	199	0.41	1,299
8	Kallakurichi	0	0	0	0	0.00	1,28,293	200	0	200	0.16	1,28,293	200	100	300	0.23	500
9	Kancheepuram	0	0	100	100	0.00	0	0	0	0	0.00	1,364	100	0	100	7.33	200
10	Kanyakumari	0	0	2	2	0.00	0	0	0	0	0.00	0	0	100	100	0.00	102
11	Karur	37,609	618	210	828	2.20	30,173	200	0	200	0.67	34,636	100	100	200	0.58	1,228
12	Krishnagiri	1,45,435	2,500	300	2,800	1.93	1,44,601	300	200	500	0.35	1,44,601	100	0	100	0.07	3,400
13	Madurai	51,963	800	150	950	1.82	51,975	200	0	200	0.38	51,945	198	100	298	0.57	1,448
14	Nagappattinam	0	0	100	100	0.00	0	0	0	0	0.00	9,317	100	100	200	2.15	300
15	Namakkal	95,889	2,000	500	2,500	2.61	99,494	200	0	200	0.20	99,494	212	100	312	0.31	3,012
16	Perambalur	77,828	1,300	200	1,500	1.93	77,828	100	0	100	0.13	77,828	198	100	298	0.38	1,898
17	Pudukottai	3,244	500	100	600	18.50	2,508	200	0	200	7.97	4,896	198	100	298	6.09	1,098
18	Ramanathapuram	1,13,130	1,500	20	1,520	1.34	1,13,130	300	0	300	0.27	1,13,130	198	100	298	0.26	2,118

(In hectare)

Sl. No.	Name of the Districts	2018-19					2019-20					2020-21					Total area covered (Agriculture and Horticulture)
		Total rainfed area available	Area of Agriculture cluster covered under RAD	Area of Horticulture cluster covered	Total area covered under RAD	Percentage of area covered out of total rainfed area	Total rainfed area available	Area of Agriculture cluster covered under RAD	Area of Horticulture cluster covered	Total area covered under RAD	Percentage of area covered out of total rainfed area	Total rainfed area available	Area of Agriculture cluster covered under RAD	Area of Horticulture cluster covered	Total area covered under RAD	Percentage of area covered out of total rainfed area	
19	Ranipet	0	0	0	0	0.00	0	0	0	0	0.00	17,379	99	0	99	0.57	99
20	Salem	1,57,979	3,600	200	3,800	2.41	2,94,955	300	200	500	0.17	1,68,169	200	100	300	0.79	4,600
21	Sivagangai	74,028	1,300	100	1,400	1.89	78,712	300	0	300	0.38	88,233	198	100	298	0.34	1,998
22	Tenkasi	0	0	0	0	0.00	49,785	150	0	150	0.30	49,360	99	0	99	0.20	249
23	Thanjavur	0	0	100	100	0.00	0	0	100	100	0.00	6,066	198	0	198	3.26	398
24	The Nilgiris	0	0	0	0	0.00	0	0	100	100	0.00	0	0	0	0	0.00	100
25	Theni	52,695	500	120	620	1.18	0	0	0	0	0.00	52,695	99	100	199	0.38	819
26	Thoothukudi	1,57,451	1,200	90	1,290	0.82	1,23,538	450	100	550	0.45	6,649	99	0	99	1.49	1,939
27	Tiruchirapalli	86,713	1,000	200	1,200	1.38	0	0	200	200	0.00	86,713	100	0	100	0.12	1,500
28	Tirunelveli	11,371	300	100	400	3.52	0	0	100	100	0.00	11,371	99	100	199	1.75	699
29	Tirupathur	0	0	0	0	0.00	46,100	200	0	200	0.43	46,100	98	100	198	0.43	398
30	Tiruppur	65,975	1,000	15	1,015	1.54	10,994	150	0	150	1.36	4,249	93	100	193	4.54	1,358
31	Tiruvallur	0	0	0	0	0.00	0	0	0	0	0.00	81,933	100	100	200	0.24	200
32	Tiruvannamalai	90,859	1,500	200	1,700	1.87	91,869	600	100	700	0.76	91,869	200	0	200	0.22	2,600
33	Tiruvarur	0	0	0	0	0.00	5,465	100	0	100	1.83	5,465	99	0	99	1.81	199
34	Vellore	77,119	1,200	100	1,300	1.69	0	0	0	0	0.00	34,570	100	0	100	0.29	1,400
35	Villupuram	3,63,242	2,100	300	2,400	0.66	3,63,242	100	200	300	0.08	1,76,538	200	0	200	0.11	2,900
36	Virudhunagar	75,278	1,415	100	1,515	2.01	73,756	150	200	350	0.47	78,176	198	0	198	0.25	2,063
Total		22,78,842	33,263	4,352	37,465	1.64	22,24,664	5,022	2,100	7,122	0.32	22,11,909	4,989	2,000	6,989	0.32	51,726
Area covered as a percentage of rainfed area (2021)																	2.33

Appendix 2.3

(Reference: Paragraph 2.1.7.1; Page 10)

Details of approval, allocation, sanction, release and actual expenditure (Component-wise)

(₹ in crore)

Year	Approved AAP sent to GoI	GoI approval	Difference between GoI and AAP	GoI release	GoTN release	Total release	Actual expenditure	Unspent	Percentage of utilisation of funds
Rainfed Area Development (RAD)									
2018-19	96.06	60.37	35.69	35.50	23.66	59.16	57.97	1.19	97.99
2019-20	84.19	55.00	24.22	33.09	22.06	55.15	53.81	1.34	97.57
2020-21	50.00	50.00	0	30.00	20.00	50.00	49.56	0.44	99.12
Total	230.25	165.37	59.58	98.59	65.72	164.31	161.34	2.97	98.19
Soil Health Management (SHM)									
2018-19	5.53	5.53	0	3.32	2.21	5.53	5.43	0.10	98.19
2019-20	16.85	9.43	7.42	5.66	3.77	9.43	8.84	0.59	93.74
2020-21	10.71	8.15	2.56	4.89	3.26	8.15	3.78	4.37	46.38
Total	33.09	23.11	9.98	13.87	9.24	23.11	18.05	5.06	78.10
Soil Health Card (SHC)									
2018-19	21.44	21.44	0	12.86	24.58	37.44	31.55	5.89	84.27
2019-20	13.94	9.27	4.67	5.56	3.01	8.57	7.45	1.12	86.93
2020-21	37.12	6.85	30.27	4.12	2.73	6.85	1.12	5.73	16.35
Total	72.50	37.56	34.94	22.54	30.32	52.86	40.12	12.74	75.90
Paramparagat Krishi Vikas Yojana (PKVY)									
2018-19	6.73	6.73	0	5.64	3.76	9.40	9.17	0.23	97.55
2019-20	18.51	6.94	11.57	4.65	3.10	7.75	7.19	0.56	92.77
2020-21	33.66	6.90	26.93	4.14	2.76	6.90	4.90	2.00	71.01
Total	58.90	20.57	38.50	14.43	9.62	24.05	21.26	2.79	87.57

Appendix 2.4
(Reference: Paragraph 2.1.8.2; Page 16)
Misuse and idling of shade net house

Sl. No.	District	Block	Name of the beneficiary (S/Shri/Smt.)	Area sanctioned (in sq.m.)	50 per cent subsidy amount (in ₹)	
Dismantled in full and removed from field						
1	Dindigul	Gujiliambarai	M.Krishnamurthy	1,000	3,55,000	
2	Tirunelveli	Kadayanallur	M.Ganesan	1,000	3,55,000	
3	Tuticorin	Ottapidaram	Arichandran	2,000	7,10,000	
4			Gurusamy	1,000	3,55,000	
5			Marimuthu	1,000	3,55,000	
6			Arumugasamy	1,000	3,55,000	
7			Ponraj	1,000	3,55,000	
8			Manjula	2,000	7,10,000	
9			Kiruba	1,000	3,55,000	
10			R.Balasundaralingam	1,000	3,55,000	
11			Kovilpatti	L. Narayanasamy	1,000	3,55,000
12			Kayathar	Amirthabakkiyam	1,000	3,55,000
13	Villupuram	Sangarapuram	Vijaya	500	1,77,500	
Dismantled shade net house in full and stored entire/part of the materials in the fields						
1	Karur	Karur	P.Saminathan	500	1,77,500	
2	Tirunelveli	Kadayanallur	Annamalai	1,000	3,55,000	
3			A.Arunachalasamy	1,000	3,55,000	
4	Tuticorin	Kovilpatti	R.Radhakrishnan	1,000	3,55,000	
5			Sivagurunathan	3,000	10,65,000	
Dismantled the fabric net and poles remain in fields						
1	Dindigul	Gujiliambarai	P. Periyasamy	1,000	3,55,000	
2	Karur	Kadavur	Usharani	1,000	3,55,000	
3		Krishnarayapuram	V. Silambuselvan	1,000	3,55,000	
4	Tirunelveli	Kadayanallur	Mariyam Thayifa	1,000	3,55,000	
5			Mariappan	1,000	3,55,000	
6			M.Ramasamy	1,000	3,55,000	
7			Thirumalaisamy	1,000	3,55,000	
8			Arulanandasamy	1,000	3,55,000	
9			K. Soundara Pandiayan	1,000	3,55,000	

Sl. No.	District	Block	Name of the beneficiary (S/Shri/Smt.)	Area sanctioned (in sq.m.)	50 per cent subsidy amount (in ₹)	
10	Tirunelveli	Alangulam	Navaneetha Krishna Perumal	1,000	3,55,000	
11	Tuticorin	Ottapidaram	Maharajan	1,000	3,55,000	
12			Ovammal	1,000	3,55,000	
13			Umadevi	1,000	3,55,000	
14		Vilathikulam	Selvakumar	1,000	3,55,000	
15	Villupuram	Sangarapuram	Periyannan	500	1,77,500	
16		Kallakurichi	Ramasamy	500	1,77,500	
Damaged condition and not put to proper use						
1	Karur	Karur	K.Pappayee	500	1,77,500	
2		Thanthoni	M.Ramalingam	500	1,77,500	
3	Tirunelveli	Radhapuram	Jamila Stanley Paulas	500	1,77,500	
4			Stanley Paulus	500	1,77,500	
5		Valliyur	Ravichandran	1,000	3,55,000	
6			Yujin Dhass	1,000	3,55,000	
7		Nanguneri	Sahitya	1,000	3,55,000	
8			Shanmuganathan	1,000	3,55,000	
9			Vimala	1,000	3,55,000	
10			Madasamy	1,000	3,55,000	
11		Kalakadu	Thangadurai	1,000	3,55,000	
12			Mariappan	1,000	3,55,000	
13			Chellapa	1,000	3,55,000	
14			Murugan	1,000	3,55,000	
15		Alangulam	Lenin Sakthi Vadivel	1,000	3,55,000	
16		Palayamkottai	Ponraj	1,000	3,55,000	
17		Tuticorin	Ottapidaram	Krishnaveni	2,000	7,10,000
18		Villupuram	Sangarapuram	Easwaran	500	1,77,500
19	Dinesh Kumar			500	1,77,500	
20	Kallakurichi		V.Senthil	500	1,77,500	
21			R.Panneer selvam	500	1,77,500	
Good condition but not put to proper use						
1	Karur	Karur	S. Rajalingam	1,000	3,55,000	
2		Thanthoni	R. Manivel	500	1,77,500	
3		Kulithalai	P. Sarasu	1,000	3,55,000	

SL.No.	District	Block	Name of the beneficiary (S/Shri/Smt.)	Area sanctioned (in sq.m.)	50 per cent subsidy amount (in ₹)	
4	Salem	Omalur	R. Selvam	500	1,77,500	
5		Metcheri	Sivaprakasam	500	1,77,500	
6	Tirunelveli	Valliyur	M. Kuruscelin Rani	1,000	3,55,000	
7	Tuticorin	Vilathikulam	Bhanumathi	2,000	7,10,000	
8	Villupuram	Sangarapuram	Manimaran	500	1,77,500	
9			Senthil Kumar.K	500	1,77,500	
10			Gayathri	500	1,77,500	
11			Kalia pillai	500	1,77,500	
12			K. Ramesh	500	1,77,500	
13			Nalliappan	500	1,77,500	
14			Sakthy	500	1,77,500	
15			Venkatachalam	500	1,77,500	
16			Chellan	500	1,77,500	
17			Palanivel	500	1,77,500	
18			Sankar	500	1,77,500	
19			Tamilselvi	500	1,77,500	
20			Kallakurichi	Tmt. Sujitha	500	1,77,500
21				Palanivel	500	1,77,500
22				R. Sakthivel	500	1,77,500
23				Ramu	500	1,77,500
24				Unnamalai	500	1,77,500
25				Arumugam	500	1,77,500
Total					2,46,72,500	
					2.47 crore	
Good condition and put to use						
1	Thoothukudi	Ottapidaram	Ramasamy	1,000	3,55,000	
2	Tirunelveli	Nanguneri	Anisha Shiny Thangam	1,000	3,55,000	
3	Villupuram	Sangarapuram	S. Sekar	500	1,77,500	

Appendix 2.5
(Reference: Paragraph 2.1.8.3; Page 16)
Milch animal subsidy to ineligible beneficiaries

Sl. No.	District	Block	Name of the beneficiary (S/Shri/Smt.)	Department through which availed	Year of availing the scheme	Number of Cows/ Buffalo held prior to availing the NMSA scheme	Milch Cow/ Buffalo received under NMSA scheme	Number of Cows/ Buffalo held prior to availing the NMSA scheme	Milch Cow/ Buffalo received under NMSA scheme	Subsidy Amount released (in ₹)
						2019-20	2019-20	2020-21	2020-21	
1	Cuddalore	Vridhachalam	Govindarasu	Agriculture	2019-20	2	1	0	0	15,000
2			Paramasivam.T			3	1	0	0	15,000
3			G . Kathivel			4	1	0	0	15,000
4			A . Manimegalai			2	1	0	0	15,000
5			Sakkubai			3	1	0	0	15,000
6		Nallur	Horticulture	Mahalingam	2019-20	3	1	0	0	15,000
7				P. Dhanalakshmi		3	1	0	0	15,000
8				R. Thangavel		4	1	0	0	15,000
9				T. Ramalingam		3	1	0	0	15,000
10				M. Selvarasu		2	1	0	0	15,000
11	Karur	Kadavur	Ganesan	Agriculture	2019-20	3	1	0	0	15,000
12			Nagaraj			5	1	0	0	15,000
13	Salem	Konganapuram	Perumal	Agriculture	2019-20	4	2	0	0	30,000
14			Shanthi			3	2	0	0	30,000
15		Edapadi	Shanmugam	2	2	0	0	30,000		
16		Magudanchavadi	Kandasamy	2	2	0	0	30,000		
17			Lakshmanan	2	2	0	0	30,000		
18		Omalur	Horticulture	Karuppannan	2019-20	4	1	0	0	15,000
19				Mallika		2	1	0	0	15,000
20				Suganthi		10	1	0	0	15,000
21				Theerthamalai		5	1	0	0	15,000
22				Mecheri		Murugesan	5	1	0	0

Sl. No.	District	Block	Name of the beneficiary (S/Shri/Smt.)	Department through which availed	Year of availing the scheme	Number of Cows/ Buffalo held prior to availing the NMSA scheme	Milch Cow/ Buffalo received under NMSA scheme	Number of Cows/ Buffalo held prior to availing the NMSA scheme	Milch Cow/ Buffalo received under NMSA scheme	Subsidy Amount released (in ₹)
						2019-20	2019-20	2020-21	2020-21	
23	Salem	Mecheri	Muthupaiyan	Horticulture	2019-20	2	1	0	0	15,000
24			Samundi			2	1	0	0	15,000
25			Selvakumar			2	1	0	0	15,000
26			Subramaniam			7	1	0	0	15,000
27			Sundaram			5	1	0	0	15,000
28	Tuticorin	Kovilpatty	Karuppasamy	Agriculture	2019-20	2	1	0	0	15,000
29			Nagarajan			3	1	0	0	15,000
30			Narayanasamy			3	1	0	0	15,000
31			Thirupathy			2	1	0	0	15,000
32		Pudur	Balamurugan	Horticulture	2019-20	4	1	0	0	15,000
33		Ottapidaram	Ganeshavel			3	1	0	0	15,000
34			Sundarraj S			3	1	0	0	15,000
35		Kayathar	Subbiah pandi			12	1	0	0	15,000
36			Vijayalakshmi			2	1	0	0	15,000
37		Villupuram	Marakanam			S. Manikandan	Horticulture	2019-20	5	1
38	K. Jayalakshmi			3	1	0			0	15,000
39	M. Vishnupriya			2	1	0			0	15,000
40	V. Gopalsamy			3	1	0			0	15,000
41	S. Sathiya			2	1	0			0	15,000
42	J. Elumalai			2	1	0			0	15,000
43	M. Sundaramurthy			2	1	0			0	15,000
44	Vannur		R. Sugumar	2	1	0	0	15,000		
45	Dindigul	Dindigul	Martin Jacob	Agriculture	2020-21	0	0	7	1	15,000
46			Karuppasamy			0	0	1	1	15,000
47			Rajapandi			0	0	2	1	15,000

Sl. No.	District	Block	Name of the beneficiary (S/Shri/Smt.)	Department through which availed	Year of availing the scheme	Number of Cows/ Buffalo held prior to availing the NMSA scheme	Milch Cow/ Buffalo received under NMSA scheme	Number of Cows/ Buffalo held prior to availing the NMSA scheme	Milch Cow/ Buffalo received under NMSA scheme	Subsidy Amount released (in ₹)	
						2019-20	2019-20	2020-21	2020-21		
48	Dindigul	Dindigul	Adaikala Mary	Agriculture	2020-21	0	0	1	1	15,000	
49			M.Paappammal			0	0	1	1	15,000	
50	Kanyakumari	Thovalai	R.Kumar	Horticulture	2020-21	0	0	8	1	15,000	
51			N.Narayanapillai			0	0	6	1	15,000	
52			Bhagavathy Perumal			0	0	5	1	15,000	
53			G.Rajesh			0	0	2	1	15,000	
54			K J Karthikeya Kannan			0	0	2	1	15,000	
55			M..Ramkumar			0	0	2	1	15,000	
56			K.Kumarasamy			0	0	2	1	15,000	
57			S.Nagarajan			0	0	4	1	15,000	
58			Thuckalay			Selvakumar	0	0	4	1	15,000
59		Unnikrishnan				0	0	4	1	15,000	
60		X. Jayaaj				0	0	4	1	15,000	
61		Asir Dharmarai				0	0	4	1	15,000	
62		Manoranjan				0	0	4	1	15,000	
63		Thiruvattar				Pushpa Devi	0	0	4	1	15,000
64						Krishnan	0	0	4	1	15,000
65						Appukkuttan	0	0	4	1	15,000
66						Moses	0	0	4	1	15,000
67			Ebenezer			0	0	4	1	15,000	
68	Salem	Tharamangalam	Chandra	Agriculture	2020-21	0	0	2	1	15,000	
69			Murugesan			0	0	2	1	15,000	
70			Nallathambi			0	0	2	1	15,000	
71			Selvakumari			0	0	3	1	15,000	

Sl. No.	District	Block	Name of the beneficiary (S/Shri/Smt.)	Department through which availed	Year of availing the scheme	Number of Cows/ Buffalo held prior to availing the NMSA scheme	Milch Cow/ Buffalo received under NMSA scheme	Number of Cows/ Buffalo held prior to availing the NMSA scheme	Milch Cow/ Buffalo received under NMSA scheme	Subsidy Amount released (in ₹)			
						2019-20	2019-20	2020-21	2020-21				
72	Tirunelveli	Valliyur	Y.Paramasivam	Horticulture	2020-21	0	0	1	1	15,000			
73			M.Eidun Dass			0	0	2	1	15,000			
74			S.Vanniyaperumal			0	0	1	1	15,000			
75			J.Poonpandi			0	0	2	1	15,000			
76			M.Kumar			0	0	4	1	15,000			
77			T.Ramakrishnan			0	0	10	1	15,000			
78			I.Harikumar			0	0	9	1	15,000			
79			U.Arumugam			0	0	3	1	15,000			
80			Tiruppur			Vellakoil	Kulanththal	Agriculture	2020-21	0	0	1	1
81	Somasundaram	0		0	1		1			15,000			
82	Palladam	Rajeswari		0	0	1	1			15,000			
83		Royan		0	0	1	1			15,000			
84	Kangeyam	Vellakoil		Venkatachalpathy	0	0	1			1	15,000		
85				Gowri	0	0	2			1	15,000		
86				Palanisamy	0	0	3			1	15,000		
87				Sandiya	0	0	4			1	15,000		
88		Dharapuram		Muthusamy	0	0	1			1	15,000		
89				Senthamil selvi	0	0	2			1	15,000		
90				Shanmugan	0	0	4			1	15,000		
91				Thangavel	0	0	2			1	15,000		
92	Velusamy	0		0	3	1	15,000						
Total						150	50			121	48	14,70,000	

Appendix 2.6
(Reference: Paragraph 2.1.8.4; Page 16)
Sanction of subsidy to landless beneficiaries

Sl. No.	Block	Year	Name of the beneficiary (S/Shri/Smt.)	Area of the land (in hectare)	Patta Number	Subsidy Amount released (in ₹)		
1	Dindigul	2020-21	Jesu jayapal	1.47.00	4030	60,000		
2	Edappadi	2019-20	Senthilmurugan	1.52.00	1991	1,00,000		
3	Kadavur	2019-20	A.Kalidoss	5.11.50	344	60,000		
4			Karnan	3.33.00	869	60,000		
5			M. Murugesan	0.74.00	301	60,000		
				1.79.00	2618			
6			Rengasamy	0.66.50	2363	60,000		
				0.27.00	2365			
7			Subramanian	0.71.00	1097	60,000		
				0.50.50	1009			
8			2020-21	Ramayi	1.12.50	1533	60,000	
9				Sangapillai	1.00.00	893	60,000	
10	Vellaisamy	1.16.50		2376	60,000			
11	Kammapuram	2019-20	K. Mani	0.3.50	1209	60,000		
				0.75.00	633			
12			R. Nadhiya	2.95.50	434	60,000		
				0.11.50	1247			
13			S. Thirumal	1.33.00	732	60,000		
14			S. Panneerselvam	2.56.50	194	60,000		
15			B. Selvakumar	0.52.00	551	60,000		
16			2020-21	R. Stalin	2.16.00	313	60,000	
17			Kayathar	2019-20	Shamugaiah	1.37.00	276	60,000
18			Konganapuram	2019-20	Appusamy	3.26.50	759	1,00,000
	2.98.00	997						
19	Murugesan	0.73.00			1482	1,00,000		
		0.73.00			1504			
20	Santhi	0.98.50			1553	1,00,000		
		1.01.50			1559			
		1.09.00			2845			
21	Kovilpatti	2019-20			Amsaraj	2.31.00	146	60,000
22					Karuppasamy	0.86.00	239	60,000
23					Manoranjitham	0.46.50	14	60,000

Sl. No.	Block	Year	Name of the beneficiary (S/Shri/Smt.)	Area of the land (in hectare)	Patta Number	Subsidy Amount released (in ₹)
24	Kovilpatti	2019-20	Murugalakshmi	0.81.00	1740	60,000
25			Narayanasamy	1.79.00	216	60,000
26			Srinivasa Raghavan	1.54.50	335	60,000
				1.52.00	298	
27			Sundarraaj	0.81.00	203	60,000
28			Thiruppathy	4.23.50	229	60,000
29	Magudanchavadi	2019-20	Prabhakaran	0.80.00	316	1,00,000
				0.42.50	1246	
30	Marakkanam	2019-20	J. Elumalai	2.22.00	99	60,000
31			K. Jayalakshmi	1.45.00	519	60,000
32			L. Jayakrishnan	0.92.00	1015	60,000
33			S. Manikandan	2.46.00	1067	60,000
34			M. Vishnupriya	0.68.00	263	60,000
35	Metcheri	2019-20	Kamalam	0.83.50	120	60,000
				0.61.00	122	
				0.47.50	2086	
				0.31.50	2140	
				0.10.12	-	
36	Omalur	2019-20	Eazhilarasi	1.56.50	273	60,000
37	Palladam	2020-21	Balan	5.84.00	113	57,273
38			Senniappan	5.84.00	113	57,767
39	Sankagiri	2019-20	Palanisamy	4.08.00	1565	1,00,000
40			Nirmala	1.94.00	1049	1,00,000
41			Sangeetha	0.87.50	1955	1,00,000
				1.56.00	1156	
42	Valliyur	2020-21	U. Arumuam	1.74.00	125	60,000
43	Vilathikulam	2019-20	Chellammal	0.67.00	227	60,000
				1.90.00	223	
44			Dhanalakshmi	2.81.00	677	60,000
45			Karpagammal	0.99.00	771	60,000
				0.60.00	647	
46			Murugan	1.11.00	784	60,000
47			Ravindran	1.06.50	590	60,000
	0.51.00	401				
	2.14.50	340				

Sl. No.	Block	Year	Name of the beneficiary (S/Shri/Smt.)	Area of the land (in hectare)	Patta Number	Subsidy Amount released (in ₹)		
48	Vilathikulam	2019-20	Renugadevi	0.73.50	724	60,000		
				1.59.00	651			
				0.67.50	391			
49					Sangili Madasamy	2.38.00	419	60,000
50					Shanmugalakshmi	4.78.00	1143	60,000
51					Thamarai Selvi	5.26.00	904	60,000
						0.35.00	374	
52					Vasantha	0.84.50	1146	60,000
53					Vasuki	0.43.00	1805	60,000
						0.73.00	161	
54			Veeravi Selvalakshmi	1.40.00	1961	60,000		
55	Vridhachalam	2019-20	R. Veeramani	2.17.00	592	60,000		
56		2020-21	G. Sangeetha	4.24.20	975	60,000		
Total						36,75,040		
						36.75 lakh		

Appendix 2.7
(Reference: Paragraph 2.1.8.5; Page 17)
Improper maintenance of apiary units

Sl. No.	District	Block	Name of the beneficiary (S/Shri/Smt.)	Department through which subsidy availed	Year of availing the scheme	Apiary units		Subsidy amount released on apiary units not put to use (in ₹)
						Received	Unit in use	
1	Cuddalore	Kammapuram	V. Rajendran	Agriculture	2019-20	1	0	1,600
2			Sivakumar	Agriculture	2019-20	1	0	1,600
3		Mangalur	M. Elangovan	Horticulture	2019-20	8	0	12,800
4			Kalaivani	Horticulture	2019-20	8	0	12,800
5			Perumal	Horticulture	2019-20	8	0	12,800
6			Ravichandran	Horticulture	2019-20	8	0	12,800
7			Sasikala	Horticulture	2019-20	8	0	12,800
8			Sumathi	Horticulture	2019-20	8	0	12,800
9			P. Thangamani	Horticulture	2019-20	8	0	12,800
10			K. Natarajan	Horticulture	2019-20	8	0	12,800
11		Nallur	Mahalingam	Horticulture	2019-20	8	0	12,800
12			P. Dhanalakshmi	Horticulture	2019-20	8	0	12,800
13			R. Thangavel	Horticulture	2019-20	8	0	12,800
14			V. Ramalingam	Horticulture	2019-20	8	0	12,800
15			M. Iyyadurai	Horticulture	2019-20	8	0	12,800
16			S. Jayaraman	Horticulture	2019-20	8	0	12,800
17			K. Manivel	Horticulture	2019-20	8	0	12,800
18			K. Govindasamy	Horticulture	2019-20	8	0	12,800
19			T. Ramalingam	Horticulture	2019-20	8	0	12,800
20			M. Selvarasu	Horticulture	2019-20	8	0	12,800
21			T.Mathurambal	Horticulture	2019-20	8	0	12,800
22			M. Muniamuthu	Horticulture	2019-20	8	0	12,800
23		Vridhachalam	G. Sangeetha	Agriculture	2019-20	1	0	1,600
24			Govindarasu	Agriculture	2019-20	1	0	1,600
25			Paramasivam.T	Agriculture	2019-20	1	0	1,600
26			Senthil Kumar.	Agriculture	2019-20	1	0	1,600
27			Balu	Agriculture	2019-20	1	0	1,600
28			A. Ramesh	Agriculture	2019-20	1	0	1,600
29			Manimegalai	Agriculture	2019-20	1	0	1,600
30			G. Kathivel	Agriculture	2019-20	8	1	11,200
31			Narayanasamy	Agriculture	2019-20	2	0	3,200
32			Kasinathan	Agriculture	2019-20	2	0	3,200
33			Manikam	Agriculture	2019-20	2	0	3,200
34			Muthusamy	Agriculture	2019-20	2	0	3,200
35			Murugaiyan	Agriculture	2019-20	2	0	3,200
36			Rajendran	Agriculture	2019-20	2	0	3,200

Sl. No.	District	Block	Name of the beneficiary (S/Shri/Smt.)	Department through which subsidy availed	Year of availing the scheme	Apiary units		Subsidy amount released on apiary units not put to use (in ₹)
						Received	Unit in use	
37	Cuddalore	Vridhachalam	Sivaraman	Agriculture	2019-20	2	0	3,200
38			Vasudevan	Agriculture	2019-20	2	0	3,200
39			Sakkubai	Agriculture	2019-20	2	0	3,200
40			Balakrishnan	Agriculture	2019-20	2	0	3,200
41	Dindigul	Dindigul	Martin Jacob	Agriculture	2020-21	1	0	1,600
42			Karuppasamy	Agriculture	2020-21	1	0	1,600
43			Rajapandi	Agriculture	2020-21	1	0	1,600
44			Rasu	Agriculture	2020-21	2	1	1,600
45			Xavier Peter	Agriculture	2020-21	2	1	1,600
46			Mathalaimuthu	Agriculture	2020-21	2	0	3,200
47			Sankara Narayanan	Agriculture	2020-21	2	1	1,600
48			Anthonyiar	Agriculture	2020-21	2	1	1,600
49			Arockiyasamy	Agriculture	2020-21	2	0	3,200
50			Selvam	Agriculture	2020-21	2	1	1,600
51			Saratha	Agriculture	2020-21	2	1	1,600
52			Ponnuthai	Agriculture	2020-21	2	1	1,600
53			Adaikala Mary	Agriculture	2020-21	2	1	1,600
54			Sesu Jayapal	Agriculture	2020-21	2	1	1,600
55			Thangaraj	Agriculture	2020-21	2	1	1,600
56			R.Pandiarajan	Agriculture	2020-21	2	1	1,600
57			Chickanan	Agriculture	2020-21	2	1	1,600
58			M.Paappammal	Agriculture	2020-21	2	1	1,600
59			Chinnammal	Agriculture	2020-21	2	1	1,600
60			Paulraj	Agriculture	2020-21	2	1	1,600
61	Periyasamy	Agriculture	2020-21	2	1	1,600		
62	Rasu	Agriculture	2020-21	2	1	1,600		
63	Kanyakumari	Thiruvattar	Sundarkumar	Horticulture	2020-21	8	5	4,800
64			Pushpa Devi	Horticulture	2020-21	8	4	6,400
65			Krishnan	Horticulture	2020-21	8	4	6,400
66			Appukkuttan	Horticulture	2020-21	8	3	8,000
67			Moses	Horticulture	2020-21	8	5	4,800
68			Ebenezer	Horticulture	2020-21	8	4	6,400
69		Thovalai	R.Kumar	Horticulture	2020-21	8	5	4,800
70			N.Narayanapillai	Horticulture	2020-21	8	4	6,400
71			K. Thanappan	Horticulture	2020-21	8	4	6,400
72			Bhagavathy Perumal	Horticulture	2020-21	8	3	8,000
73			S.Dhamodaran	Horticulture	2020-21	8	6	3,200
74			G.Rajesh	Horticulture	2020-21	8	3	8,000
75			M.Vijaya	Horticulture	2020-21	8	4	6,400

Sl. No.	District	Block	Name of the beneficiary (S/Shri/Smt.)	Department through which subsidy availed	Year of availing the scheme	Apiary units		Subsidy amount released on apiary units not put to use (in ₹)	
						Received	Unit in use		
76	Kanyakumari	Thovalai	S.Pathirakali	Horticulture	2020-21	8	3	8,000	
77			K J Karthikeya Kannan	Horticulture	2020-21	8	4	6,400	
78			M.Ramkumar	Horticulture	2020-21	8	5	4,800	
79			K.Kumarasamy	Horticulture	2020-21	8	6	3,200	
80			S.Nagarajan	Horticulture	2020-21	8	3	8,000	
81		Thuckalay	Selvakumar	Horticulture	2020-21	8	5	4,800	
82			Unnikrishnan	Horticulture	2020-21	8	4	6,400	
83			X. Jayaaj	Horticulture	2020-21	8	3	8,000	
84			Asir Dharmarai	Horticulture	2020-21	8	3	8,000	
85			Manoranjan	Horticulture	2020-21	8	4	6,400	
86		Salem	Edapadi	Amutha	Agriculture	2019-20	3	0	4,800
87				Chinnarasu	Agriculture	2019-20	3	0	4,800
88				Senthil murugan	Agriculture	2019-20	3	0	4,800
89				Shanmugam	Agriculture	2019-20	3	1	3,200
90			Konganapuram	Murugesan	Agriculture	2019-20	3	0	4,800
91	Perumal			Agriculture	2019-20	3	0	4,800	
92	Omalur		Mallika	Horticulture	2019-20	3	2	1,600	
93			Suganthi	Horticulture	2019-20	3	2	1,600	
94	Magudanchavadi		Kandasamy	Agriculture	2019-20	3	0	4,800	
95			Lakshmanan	Agriculture	2019-20	3	1	3,200	
96			Manimegalai	Agriculture	2019-20	3	1	3,200	
97			Sengottaiyan	Agriculture	2019-20	3	0	4,800	
98			Vasanthi	Agriculture	2019-20	3	0	4,800	
99	Mecheri		Chinnappan	Horticulture	2019-20	3	2	1,600	
100			Devarajan	Horticulture	2019-20	3	1	3,200	
101			Kamdham	Horticulture	2019-20	3	2	1,600	
102			Manickam	Horticulture	2019-20	3	1	3,200	
103			Murugesan	Horticulture	2019-20	3	1	3,200	
104			Muthupaiyan	Horticulture	2019-20	3	1	3,200	
105			Samundi	Horticulture	2019-20	3	0	4,800	
106			Selvakumar	Horticulture	2019-20	3	0	4,800	
107			Subramaniam	Horticulture	2019-20	3	1	3,200	
108			Sundaram	Horticulture	2019-20	3	2	1,600	
109	Sangagiri		Duraisamy	Agriculture	2019-20	3	1	3,200	
110			Madhan	Agriculture	2019-20	3	0	4,800	
111		Nirmala	Agriculture	2019-20	3	2	1,600		
112		Palanisamy	Agriculture	2019-20	3	0	4,800		
113		Palanisamy	Agriculture	2019-20	3	0	4,800		
114		Periannan	Agriculture	2019-20	3	2	1,600		
115	Sangagiri	Preethi	Agriculture	2019-20	3	0	4,800		

Sl. No.	District	Block	Name of the beneficiary (S/Shri/Smt.)	Department through which subsidy availed	Year of availing the scheme	Apiary units		Subsidy amount released on apiary units not put to use (in ₹)
						Received	Unit in use	
116	Tiruppur	Dharapuram	Muthusamy	Horticulture	2020-21	8	2	9,600
117		Kangeyam	Sandiya	Horticulture	2020-21	8	1	11,200
118		Palladam	Balan	Agriculture	2020-21	2	0	3,200
119			Maheshmoorthy	Agriculture	2020-21	2	0	3,200
120			Murugasamy	Agriculture	2020-21	2	0	3,200
121		Vellakoil	Periyasamy	Agriculture	2019-20	1	0	1,600
122			Perumal	Agriculture	2019-20	1	0	1,600
123			Velusamy	Agriculture	2019-20	1	0	1,600
124			Selvi	Agriculture	2020-21	1	0	1,600
125		Tuticorin	Kayathar	Mariappan	Horticulture	2019-20	8	0
126	Subbiah pandi			Horticulture	2019-20	8	0	12,800
127	Sudanthiraraj			Horticulture	2019-20	8	0	12,800
128	Vijayalakshmi			Horticulture	2019-20	8	0	12,800
129	Kovilpatty		Amsaraj	Agriculture	2019-20	2	0	3,200
130			Narayanasamy	Agriculture	2019-20	2	0	3,200
131			Ramasamy	Agriculture	2019-20	2	0	3,200
132			Sundarraaj S	Agriculture	2019-20	2	0	3,200
133			Thirupathy	Agriculture	2019-20	2	0	3,200
134	Ottapidaram		Annamalai	Horticulture	2019-20	8	0	12,800
135			Arivuthurai	Horticulture	2019-20	8	0	12,800
136			Ganeshavel	Horticulture	2019-20	8	0	12,800
137			Karuppusamy	Horticulture	2019-20	8	0	12,800
138			Samraj	Horticulture	2019-20	8	0	12,800
139			Selvarani	Horticulture	2019-20	8	0	12,800
140			Shanmugaiah	Horticulture	2019-20	8	0	12,800
141			Sundarraaj S	Horticulture	2019-20	8	0	12,800
142	Pudur		Arokkiyamary	Agriculture	2019-20	2	0	3,200
143			Balamurugan	Agriculture	2019-20	2	0	3,200
144			Chinna nagappan	Agriculture	2019-20	2	0	3,200
145			Kanagaraj	Agriculture	2019-20	2	0	3,200
146			Karuppusamy	Agriculture	2019-20	2	0	3,200
147			Mariappan	Agriculture	2019-20	2	0	3,200
148			Pandisamy	Agriculture	2019-20	2	0	3,200
149			Paulsamy	Agriculture	2019-20	2	0	3,200
150			Rajendran (late)	Agriculture	2019-20	2	0	3,200
151			Varadharamu	Agriculture	2019-20	2	0	3,200
152			Vilathikulam	Chelladurai	Agriculture	2019-20	2	0
153	Murugan			Agriculture	2019-20	2	0	3,200
154	Renugadevi			Agriculture	2019-20	2	0	3,200
155	Vilathikulam	Vijaykumar	Agriculture	2019-20	2	0	3,200	

Sl. No.	District	Block	Name of the beneficiary (S/Shri/Smt.)	Department through which subsidy availed	Year of availing the scheme	Apiary units		Subsidy amount released on apiary units not put to use (in ₹)	
						Received	Unit in use		
156	Villupuram	Marakanam	A.Kannan	Horticulture	2019-20	8	0	12,800	
157			S.Manikandan	Horticulture	2019-20	8	0	12,800	
158			K.Jayalakshmi	Horticulture	2019-20	8	0	12,800	
159			M.Vishnupriya	Horticulture	2019-20	8	0	12,800	
160			S.Annandaraman	Horticulture	2019-20	8	0	12,800	
161			K.Chandrasekaran	Horticulture	2019-20	8	0	12,800	
162			S.Sathiya	Horticulture	2019-20	8	0	12,800	
163			L.Jayakrishnan	Horticulture	2019-20	8	0	12,800	
164			J.Elumalai	Horticulture	2019-20	8	0	12,800	
165			M.Sundaramurthy	Horticulture	2019-20	8	0	12,800	
166			S.Ramu	Horticulture	2019-20	8	0	12,800	
167			Vannur	R. Sugumar	Horticulture	2019-20	8	0	12,800
168				Vinayagam	Horticulture	2019-20	8	0	12,800
169		Sundaravel		Horticulture	2019-20	8	0	12,800	
Total						784	138	10,33,600	

Appendix 2.8
(Reference: Paragraph 2.1.8.6; Page 17)
District wise seedlings distribution and survival

District	Total number of seedlings received	Total number of seedlings alive	Number of seedlings not alive
Cuddalore	1,238	867	371
Dindigul	534	66	468
Kanyakumari	680	564	116
Karur	1,010	248	762
Salem	3,600	1,081	2,519
Tirunelveli	3,580	1,500	2,080
Tiruppur	2,742	1,376	1,366
Tuticorin	2,915	1,809	1,106
Vellore	180	180	0
Villupuram	4,830	4,830	0
Total	21,309	12,521	8,788

Appendix 3.1

(Reference: Paragraph 3.1.1(a); Page 30)

Details of discrepancies in bids

(a) The authorised signatory of one of the unsuccessful bidder of the first set of quotations, viz., Technoble Solutions India (P) Ltd (Technoble Ltd.), had later signed an invoice of the successful bidder (GST Ltd).

Signature on behalf of Technoble Ltd.	Signature on behalf of GST Ltd
 <p>Sincerely, For Technoble Solutions India (P) Ltd Authorized Signatory</p>	 <p>For GA SOFTWARE TECHNOLOGIES PRIVATE LIMITED AUTHORISED SIGNATORY</p>

This, showed that the bids in the name of Technoble and GST Ltd were by the same set of persons, as a single individual could not be in the employment of two different competitive firms at same point of time.

(b) One of the unsuccessful bidders of the first set of quotations, viz., Infospark tech Solutions Pvt. Ltd. (Infospark Ltd.), and the successful bidder of the second set of quotations, Matrix Inc., had the same address in Bengaluru. Further, Matrix Inc., was a vendor of GST Ltd. These evidenced cartelising and/or stage-managing tenders.

<p>Letter head of Infospark Ltd.</p>	<p>Infospark Tech Solutions Pvt. Ltd. No. 23, "Matrix Square" 3rd Floor, 6th Cross, Wilson Garden, Bangalore-560 027. Tel : +91-80-41114390/91/92/93 RO - # 59, Rajaratnam Apartment, Flat No. 3B-1, 3rd Floor, TTK Road, Alwarpet, Chennai-600018.</p>
<p>Letter head of Matrix Inc.</p>	<p>Matrix Technologies Inc. No. 23, 'Matrix Square', 6th Cross, Wilson Garden, Bangalore - 560 027 T +91 80 4340 1000 (25 Lines); E contact@matrixinc.in</p>

Appendix 3.2

(Reference: Paragraph 3.1.1(a); Page 30)

Details of data given to contractor for digitization and actually digitized

Date of handing over data for digitization by contractor	Nature of document	Number of records	Number of records actually digitized
08/08/2016	Degree certificate data - 36 th convocation (2015)	1,91,144	1,56,289
04/02/2017	Degree certificate data - 34 th convocation (2013)	1,56,289	1,85,150
31/01/2017	Degree certificate data - 35 ^h convocation (2014)	1,85,151	1,91,140
14/02/2018	Degree certificate data - 37 th convocation (2016)	2,01,244	2,01,143
03/03/2017	Consolidated statement of grade (2015)	1,59,414	Nil
03/03/2017	Details of grades PG (2012 to 2015 batches)	1,59,749	Nil
01/04/2017	Statements of grades – UG (2012 to 2015 batches)	6,79,985	Nil
Total			7,33,722

Appendix 3.3

(Reference: Paragraph 3.1.1(b); Page 31)

Details of procurement of water and tear resistant blank certificates

Sl. No.	Work order date	Description	Quantity (in numbers)	Rate (in ₹)	Date of supply	Invoice amount including tax (₹ in crore)
1	06/10/2016	Grade Sheets	50,00,000	39.50	30/11/2016	20.74
2	06/10/2016	Provisional Certificate	10,00,000	24.50	25/01/2017	2.57
		Consolidated Mark Sheets	10,00,000	46.50		4.88
		Degree Certificate	10,00,000	42.50		4.46
3	06/10/2016	Grade Sheets	50,00,000	39.50	31/03/2017	20.74
		Provisional Certificate	10,00,000	24.50		2.57
		Consolidated Mark Sheets	10,00,000	46.50		4.88
		Degree Certificate	10,00,000	42.50		4.46
4	06/10/2016	Consolidated Mark Sheets	30,000	46.50	30/09/2017	0.16
Total						65.46

Appendix 3.4

(Reference: Paragraph 3.1.2; Page 34)

Excess claim due to fake/altered certificates

Region	Excess claim made due to					
	Alteration in certificates			Fake certificates		
	Number of instances	Amount paid (in ₹)			Number of instances	Excess paid (in ₹)
As per Certificates submitted by contractor		As per Original certificate	Excess paid			
Ariyalur	0	0	0	0	11	7,49,300
Cuddalore	0	0	0	0	28	80,64,700
Kancheepuram	31	3,11,945	22,945	2,89,000	26	10,68,300
Perambalur	11	2,09,075	28,475	1,80,600	3	1,37,600
Thoothukudi	74	3,00,975	55,975	2,45,000	0	0
Virudhunagar	41	1,98,475	37,475	1,61,000	0	0
Total	157	10,20,470	1,44,870	8,75,600	68	1,00,19,900

Appendix 3.5

(Reference: Paragraph 3.1.2; Page 35)

Inadmissible claim of spare part cost

Region	2017-18				2018-19				2019-20				2017-20 Grand Total (in ₹)
	No. of weighing scales actually available	Amount paid (in ₹)	Amount* eligible (in ₹)	Inadmissible claim (in ₹)	No. of weighing scales actually available	Amount paid (in ₹)	Amount* eligible (in ₹)	Inadmissible claim (in ₹)	No. of weighing scales actually available	Amount paid (in ₹)	Amount* eligible (in ₹)	Inadmissible claim (in ₹)	
Ariyalur	52	85,820	62,400	23,420	112	5,35,255	60,476	4,74,779	112	12,53,198	1,30,256	11,22,942	16,21,141
Cuddalore	219	6,44,470	2,75,940	3,68,530	219	10,75,780	2,40,900	8,34,880	219	10,43,250	1,64,250	8,79,000	20,82,410
Dindigul	0	0	0	0	0	0	0	0	85	74,120	17,000	57,120	57,120
Kancheepuram	195	10,99,133	1,83,300	9,15,833	214	38,36,776	1,52,368	36,84,408	189	46,76,017	2,68,380	44,07,637	90,07,878
Kanniyakumari	158	2,52,439	2,13,300	39,139	158	82,580	82,580	0	158	77,125	24,174	52,951	92,090
Nagapattinam	297	6,43,030	3,38,580	3,04,450	343	6,39,060	3,67,010	2,72,050	319	7,64,930	3,41,330	4,23,600	10,00,100
Perambalur	45	1,11,665	39,375	72,290	45	89,885	34,875	55,010	45	68,430	34,875	33,555	1,60,855
Theni	53	74,300	47,700	26,600	53	1,02,765	39,750	63,015	63	1,55,125	56,700	98,425	1,88,040
Tiruvannamalai	82	1,97,759	88,150	1,09,609	82	4,13,658	94,300	3,19,358	82	1,46,230	94,300	51,930	4,80,897
Tuticorin	163	3,23,380	1,26,325	1,97,055	163	3,23,330	1,26,325	1,97,005	187	3,09,470	1,44,925	1,64,545	5,58,605
Villupuram	0	0	0	0	75	2,30,430	86,250	1,44,180	76	4,38,250	87,400	3,50,850	4,95,030
Virudhunagar	84	1,42,729	68,376	74,353	92	1,42,329	74,888	67,441	91	2,31,261	59,150	1,72,111	3,13,905
Total		35,74,725	14,43,446	21,31,279		74,71,848	13,59,722	61,12,126		92,37,406	14,22,740	78,14,666	1,60,58,071

* Calculated at different rates applicable for spare parts as per agreement with the contractor

Appendix 3.6
(Reference: Paragraph 3.1.2; Page 35)
Inadmissible claim of service charge

Region	2017-18				2018-19				2019-20				2017-20
	No. of weighing scales actually available	Amount paid (in ₹)	Amount * eligible (in ₹)	Inadmissible claim (in ₹)	No. of weighing scales actually available	Amount paid (in ₹)	Amount * eligible (in ₹)	Inadmissible claim (in ₹)	No. of weighing scales actually available	Amount paid (in ₹)	Amount * eligible (in ₹)	Inadmissible claim (in ₹)	Grand Total (in ₹)
Ariyalur	52	25,200	15,600	9,600	112	86,755	17,524	69,231	112	1,48,954	37,744	1,11,210	1,90,041
Cuddalore	219	3,57,680	52,560	3,05,120	219	10,08,450	87,600	9,20,850	219	15,78,900	1,64,250	14,14,650	26,40,620
Dindigul	0	0	0	0	0	0	0	0	85	22,750	14,875	7,875	7,875
Kancheepuram	195	2,59,040	1,09,200	1,49,840	214	10,51,784	1,68,632	8,83,152	189	6,82,359	15,120	6,67,239	17,00,231
Kanniyakumari	158	75,900	23,700	52,200	158	29,225	27,650	1,575	158	32,856	32,856	0	53,775
Nagapattinam	297	1,21,914	1,06,920	14,994	343	1,37,067	1,37,067	0	319	1,65,101	1,37,170	27,931	42,925
Perambalur	45	1,41,595	28,125	1,13,470	45	1,30,500	32,625	97,875	45	99,325	32,625	66,700	27,80,45
Theni	53	22,950	22,950	0	53	33,300	33,300	0	63	49,612	37,800	11,812	11,812
Tiruvannamalai	82	84,029	34,850	49,179	82	1,05,025	28,700	76,325	82	28,700	28,700	0	1,25,504
Tuticorin	163	1,21,966	1,18,175	3,791	163	1,18,175	1,18,175	0	187	1,12,554	1,12,554	0	3,791
Villupuram	0	0	0	0	75	89,416	26,250	63,166	76	1,31,250	26,600	1,04,650	1,67,816
Virudhunagar	84	52,892	52,892	0	92	52,344	52,344	0	91	99,237	77,350	21,887	21,887
Total		12,63,166	5,64,972	6,98,194		28,42,041	7,29,867	21,12,174		31,51,598	7,17,644	24,33,954	52,44,322

* Calculated at different rates applicable for service charge as per agreement with the contractor

Appendix 3.7

(Reference: Paragraph 3.1.2; Page 35)

(i) Year on year expenditure on AMC with M/s. Sundar Scales

(In ₹)

Sl. No	Name of the District	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019	2019-2020	Increase (In five years)	Increase (Percentage)	Contractor
1	Ariyalur	2,34,244	2,03,333	30,416	3,73,317	3,61,540	18,30,160	15,95,916	681	Sundar Scales
2	Coimbatore	3,89,787	5,16,785	4,18,445	3,97,955	4,71,294	3,23,138	(-) 66,649	(-) 17	Sundar Scales
3	Cuddalore	7,77,125	7,65,485	20,83,393	11,82,956	28,95,509	36,69,144	28,92,019	372	Sundar Scales
4	Dindugul	3,56,535	3,67,692	2,93,379	3,41,084	2,12,345	4,51,510	94,975	27	Sundar Scales
5	Kancheepuram	5,70,830	6,39,605	10,76,317	21,31,454	49,07,770	45,63,482	39,92,652	699	Sundar Scales
6	Kanniyakumari	56,191	46,187	1,75,653	4,80,629	0	93,263	37,072	66	Sundar Scales
7	Nagapattinam	5,24,226	7,33,095	22,39,609	7,90,578	8,96,400	12,18,631	6,94,405	132	Sundar Scales
8	Perambalur	1,85,001	2,40,895	3,04,622	2,33,800	2,75,300	1,11,435	(-) 73,566	(-) 40	Sundar Scales
9	Ramanathapuram	2,72,680	3,36,570	2,85,612	2,28,503	4,22,184	3,79,606	1,06,926	39	Sundar Scales
10	Sivagangai	2,78,916	3,61,104	7,01,550	2,38,809	74,871	1,45,470	(-) 1,33,446	(-) 48	Sundar Scales
11	Theni	1,84,547	91,425	1,47,425	1,49,082	2,14,503	2,32,806	48,259	26	Sundar Scales
12	Thoothukudi	4,42,202	4,35,517	4,41,791	4,81,403	4,41,505	4,77,024	34,822	8	Sundar Scales
13	Tirunelveli	10,46,446	7,75,663	9,02,451	9,29,968	7,06,176	9,26,060	(-) 1,20,386	(-) 12	Sundar Scales
14	Tiruvannamalai	2,80,043	3,63,580	6,31,316	5,12,909	5,37,844	2,63,298	(-) 16,745	(-) 6	Sundar Scales
15	Villupuram	4,23,441	2,86,605	2,33,411	2,42,667	6,77,001	4,80,965	57,524	14	Sundar Scales
16	Virudhunagar	2,20,159	1,92,816	2,60,436	2,26,634	2,10,867	3,76,216	1,56,057	71	Sundar Scales
	Total	62,42,373	63,56,357	1,02,25,826	89,41,747	1,33,05,109	1,55,42,208	92,99,835	149	

(ii) Year on year expenditure on AMC with other contractor

(In ₹)

Sl. No.	Name of the District	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019	2019-2020	Increase (In five years)	Increase (Percentage)	Contractor
1	Chennai (North)	5,49,442	7,87,904	2,02,815	5,21,154	3,25,986	2,92,271	(-) 2,57,171	(-) 47	Others
2	Dharmapuri	3,99,722	2,26,876	2,19,680	4,71,230	3,37,211	2,49,849	(-) 1,49,873	(-) 37	Others
3	Erode	1,48,425	2,02,145	2,61,540	3,98,809	2,69,495	2,81,678	1,33,253	90	Others
4	Karur	1,27,640	64,325	1,46,090	94,295	1,38,800	66,455	(-) 61,185	(-) 48	Others
5	Krishnagiri	1,67,432	1,43,587	2,04,318	2,46,966	2,33,697	2,10,464	43,032	26	Others
6	Madurai	3,53,459	8,91,585	4,84,980	2,58,267	5,34,026	6,40,385	2,86,926	81	Others
7	Namakkal	53,191	30,650	1,94,401	3,76,300	3,25,345	2,14,932	1,61,741	304	Others
8	Nilgiris, The	36,870	1,20,225	55,005	91,734	1,36,390	73,144	36,274	98	Others
9	Pudukkottai	88,627	1,43,192	1,78,567	1,54,997	2,03,707	5,96,158	5,07,531	573	Others
10	Salem	99,115	1,42,952	1,39,518	1,24,549	2,50,991	1,11,049	11,934	12	Others
11	Thanjavur	11,34,783	23,39,496	15,65,691	19,85,761	28,44,145	29,12,780	17,77,997	157	Others
12	Tiruchirappalli	1,76,494	2,99,815	4,84,624	6,54,798	1,06,846	12,65,390	10,88,896	617	Others
13	Tiruppur	1,53,117	1,36,850	1,77,233	2,38,395	2,16,350	2,91,244	1,38,127	90	Others
14	Tiruvallur	1,94,459	99,296	47,743	1,10,513	1,05,867	57,822	(-) 1,36,637	(-) 70	Others
15	Tiruvarur	11,31,923	15,64,602	16,80,935	14,47,853	24,91,735	8,44,140	(-) 2,87,783	(-) 25	Others
16	Vellore	2,18,467	1,81,816	2,62,345	3,56,994	1,93,123	2,61,592	43,125	20	Others
	<i>Total</i>	<i>50,33,166</i>	<i>73,75,316</i>	<i>63,05,485</i>	<i>75,32,615</i>	<i>87,13,714</i>	<i>83,69,353</i>	<i>33,36,187</i>	<i>66</i>	
	Grand Total	1,12,75,539	1,37,31,673	1,65,31,311	1,64,74,362	2,20,18,824	2,39,11,561	1,26,36,022		

Appendix 3.8

(Reference: Paragraph 3.2.1; Page 37)

**Construction of dormitories at
Ezhichur and Thaiyur 'B' villages in Kancheepuram district**

Sl. No.	Details of Work	Ezhichur	Thaiyur 'B'
1	GoTN's Administrative Sanction (Date and amount sanctioned)	10/03/2015 ₹ 14.90 crore	20/01/2015 ₹ 16.76 crore
2	Release of funds by CWWB	27/03/2015	27/03/2015
3	Date of commencement of work	02/07/2015	02/07/2015
4	Period of contract	14 months	14 months
5	Work completed on	03/03/2017	08/02/2018
6	Expenditure incurred	₹ 14.40 crore	₹ 16.06 crore
7	Total plinth area	7,247 sq. m	7,026.10 sq. m
8	Date of inauguration	04/03/2017	05/04/2018
9	Date of handing over to the user department	17/06/2019	01/04/2020
10	Construction carried out by	The Executive Engineer, PWD, Buildings (C&M) Division, Kancheepuram	

Appendix 3.9

(Reference: Paragraph 3.4.1; Page 50)

**Details of original and restoration works for construction of
Fish Landing Centre at Chinnathurai and Eraviputhenthurai villages
in Kanyakumari district**

Sl. No.	Details of work	Original works	Restoration works
1	Name of work	Construction of FLC	Restoration of Short Groynes work in FLC
2	Administrative sanction (Estimate Amount and Date)	12/01/2017 ₹ 10 crore	18/04/2018 ₹ 4.20 crore
3	Release of funds by CoF (Amount and date)	₹ 0.5 crore 24/05/2017 ₹ 9.5 crore/ 06/11/2017	₹ 4.20 crore 23/06/2018
4	Evaluation/ Acceptance/Approval of tender	28/02/2017	16/10/2018
5	Approximate value of work / Agreement value	₹ 9.84 crore	₹ 4.16 crore
6	Date of agreement	13/03/2017	Not given in agreement.
7	Commencement of work	17/04/2017	20/12/2018
8	Scheduled period	9 months	9 months
9	Actual date of completion	08/03/2018	13/03/2019
10	Total expenditure incurred	₹ 8.79 crore	₹ 4.20 crore
11	Amount paid to contractor	₹ 8.77 crore	₹ 4.16 crore
12	Security Deposit and withheld amount	₹ 83.25 lakh (Including ₹ 19.68 lakh in the form of bank guarantee)	₹ 8.33 lakh released on 26/11/2019

Appendix 3.10

(Reference: Paragraph 3.4.3; Page 54)

(i) Details of MAGNETOM MRI Scanners supplied and installed at various Government Medical Institutions

Sl. No.	Name of the Hospital	Date of site handing over to supplier	Date of completion of installation / commissioning of MRI facility	Cost of MRI Scan System (in ₹)
Model: Essenza-16				
1	GHQH, Cuddalore	17/05/2018	14/08/2018	5,62,61,560
2	GHQH, Dindigul	27/04/2018	31/10/2018	5,62,61,560
3	GHQH, Kanchipuram	29/06/2019	05/03/2020	6,00,01,076
4	GHQH, Krishnagiri	19/12/2018	25/04/2019	5,62,61,560
5	GHQH, Nagapattinam	01/05/2018	07/01/2019	5,62,61,560
6	GHQH, Namakkal	12/05/2018	10/08/2018	5,62,61,560
7	GHQH, Perambalur	29/05/2019	24/12/2019	6,00,01,076
8	GHQH, Ramanathapuram	25/05/2018	20/09/2018	5,62,61,560
9	GHQH, Tiruppur	02/06/2019	18/12/2019	6,00,01,076
10	GHQH, Tiruvallur	06/06/2018	14/09/2018	5,62,61,560
11	GHQH, Virudhunagar	09/08/2018	29/11/2018	5,62,61,560
Model: AMIRA-16 (With buyback)				
12	GMCH, Coimbatore	23/05/2018	21/08/2018	5,47,61,438
13	GMCH, Thanjavur	22/06/2018	20/09/2018	5,47,61,438
14	GMCH, Tirunelveli	14/05/2018	08/08/2018	5,47,61,438
15	GMCH, Vellore	23/08/2018	20/06/2018	5,47,61,438
16	Mahatma Gandhi Memorial Government Hospital, Tiruchirappalli	23/04/2018	20/07/2018	5,47,61,438
17	Stanley MCH, Chennai	20/02/2018	18/05/2018	5,47,61,438
Model: AMIRA-16 (Without buyback)				
18	GMCH, Karur	22/12/2019	14/03/2020	6,72,35,875
19	GMCH, Pudukottai	30/04/2018	29/07/2018	6,31,61,440
20	GMCH, Tiruvannamalai	01/06/2018	30/08/2018	6,31,61,440
21	Government Rajah Muthiah MCH, Chidambaram	29/10/2018	26/01/2019	6,31,61,440
Model: Aera - 48				
22	Government Rajaji Hospital, Madurai	07/11/2018	05/02/2019	8,28,67,739
Total (in ₹)				1,29,82,52,270
Total (₹ in crore)				129.83

(ii) Details of purchase orders issued by TNMSC

Date of purchase order	Serial Numbers of Government. Medical Health facility as in (i)
30/12/2017	Except 4, 9, 21
10/04/2018	21
10/10/2018	4 & 9

(iii) Source of funds

Funds	Serial Numbers of Government. Medical Health facility as in (i)
National Health Mission	1-11; 18-20
Administrative charge and Maintenance funds of TNMSC	12-17; 21
<i>Pradhan Mantri Swasthya Suraksha Yojana</i>	22

Glossary of abbreviations

Abbreviations	Full form
AAP	Annual Action Plans
ADA	Assistant Director's of Agriculture
AMC	Annual Maintenance Contract
APC	Agriculture Production Commissioner and Secretary to Government
AS/FS	Administrative and Financial Sanction
ATNs	Action Taken Notes
CAG	Comptroller and Auditor General of India
CAMAB	Commissioner of Agricultural Marketing and Agri Business
CCSA	Climate Change and Sustainable Agriculture
CE	Chief Engineer
CE,DRCS	Chief Engineer, Design Research & Construction Support
CM	Chief Minister
CoE	Controller of Examinations
CoF	Commissioner of Fisheries
CWC	Central Water Commission
CWWB	Tamil Nadu Construction Workers Welfare Board
DAP	District Action Plan
DDE	Directorate of Distance Education
DDoH	Deputy Directors of Horticulture
DEE	Director of Elementary Education
DHT	Director of Handloom and Textiles
DM, UIIC	Divisional Manager of United India Insurance Company
DMC	District Mission Committee
DoA	Director of Agriculture
DoH	Director of Horticulture and Plantation Crops
DPC	Duties, Powers and Conditions of Services
DPCs	Direct Procurement Centres
DSE	Director of School Education
DSW	Director of Social Welfare

Abbreviations	Full form
EC	Executive Committee
EE	Executive Engineer
EIC	Engineer-in-Chief
EMD	Earnest Money Deposit
EoI	Expression of Interest
FA Manual	Finance and Accounts Manual
FLC	Fish Landing Centre
FPO	Farmer Producers Organisations
FPS	Fair Price Shops
GA	Government aided
GCC	General Conditions of Contract
GHQH	Government Headquarters Hospitals
GMCH	Government Medical College Hospitals
GoI	Government of India
GoTN	Government of Tamil Nadu
GPTCs	Government Polytechnic Colleges
HM	Heads Masters
IBA	Indian Bank's Association
ICAR	Indian Council of Agricultural Research
IFS	Integrated Farming System
IRs	Inspection Reports
ISSC	Integrated Sports Science Centre
IWMP	Integrated Watershed Management Programme
JDA	Joint Director of Agriculture
JDHS	Joint Director of Health Services
JDoA	Joint Directors of Agriculture
JPI	Joint Physical Inspection
JPV	Joint Physical Verification
JRF	Junior Research Fellows
KVA	Kilo-Volt Ampere

Abbreviations	Full form
MeITY	Ministry of Electronics & Information Technology
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
MIP	Mission Implementation Plan
MKU	Madurai Kamaraj University
MLACDS	Member of Legislative Assembly Constituency Development Scheme
MoU	Memorandum of Understanding
MS	Medical Superintendent
MS, SDAT	Member Secretary, Sports Development Authority of Tamil Nadu
NADP	National Agriculture Development Programme
NIT	Notice Inviting Tenders
NMP	Nutritious Meal Programme
NMSA	National Mission for Sustainable Agriculture
OFWM	On Farm Water Management
PDS	Public Distribution System
PGS	Participatory Guarantee System
PKVY	<i>Paramparagat Krishi Vikas Yojna</i>
PMKSY-HKKP	<i>Pradhan Mantri Krishi Sinchayee Yojana-Har Keth Ko Pani</i>
PO	Purchase Order
PRIs	Panchayat Raj Institutions
PWD	Public Works Department
RAD	Rainfed Area Development
RKVY	<i>Rashtriya Krishi Vikas Yojana</i>
RM	Regional Managers
RRR	Repair, Renovation and Restoration
SD	Security Deposit
SHC	Soil Health Cards
SHM	Soil Health Management
SLC	State Level Committee

Abbreviations	Full form
SRI	System for Rice Intensification
SSTC	State Standing Technical Committee
STAC	State Technical Advisory Committee
TAC	Tender Award Committee
TAWDEVA	Tamil Nadu Watershed Development Agency
TIA	Tender Inviting Authority
TNCSC	Tamil Nadu Civil Supplies Corporation
TNMSC	Tamil Nadu Medical Services Corporation Limited
TNPESU	Tamil Nadu Physical Education and Sports University
TNSAMB	Tamil Nadu State Agricultural Marketing Board
TNTTA	Tamil Nadu Transparency in Tenders Act
TNTTR	Tamil Nadu Tender Transparency Rule
VC	Vice Chancellor
WRD	Water Resource Department

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