

**7**  
**Chapter**

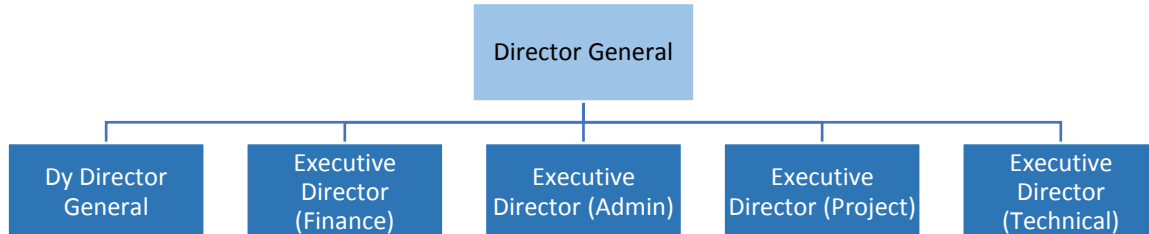


### 7.1 Introduction

Government of India created various institutions at Central and State levels for Rejuvenation of the River Ganga. National Mission for Clean Ganga (NMCG) is the implementing agency at the Central level. There are State Programme Management Groups (SPMGs) in the four States (Bihar, Uttarakhand, Uttar Pradesh and West Bengal). In Jharkhand there is a dedicated nodal cell for programme implementation in State Urban Development Department. Further, Central Pollution Control Board (CPCB) and State Pollution Control Boards (SPCBs) deal with enforcement of Acts and Rules for abatement of pollution.

NMCG is headed by a Director General (DG) who is assisted by a Deputy Director General (DDG) and Executive Directors (EDs). The present organisational set-up is given in Chart 7.1.

**Chart 7.1: Organisational set-up of NMCG**



The present Chapter deals with issues relating to shortages of manpower at NMCG, SPMGs, CPCB and SPCBs and engagement of staff. The audit findings are discussed in succeeding paragraphs.

### 7.2 Shortages in Human Resource

#### 7.2.1 Shortages in NMCG

In the EFC memorandum on *Namami Gange*, NMCG envisaged increase in the sanctioned posts from 58 to 111. As per approval of the Cabinet (May 2015), necessary strengthening and capacity augmentation of the NMCG and SPMGs were to be carried out for implementation of the programme.

Category wise details of human resources at NMCG during 2014-17 is shown in Table 7.1.

**Table 7.1: Category wise Sanctioned Strength and Persons in Position at NMCG during 2014-17**

Category	31.03.2014				30.03.2015				31.03.2016				31.03.2017			
	Sanctioned Strength	Person-in-position	Shortage	Shortage (in per cent)	Sanctioned Strength	Person-in-position	Shortage	Shortage (in per cent)	Sanctioned Strength	Person-in-position	Shortage	Shortage (in per cent)	Sanctioned Strength	Person-in-position	Shortage	Shortage (in per cent)
Technical	23	7	16	70	23	7	16	70	23	6	17	74	23	12+2*	9	39
Administrative	29	9	20	69	29	9	20	69	29	12	17	59	29	10+4**	15	52
Supporting	5	5	0	0	5	4	1	20	5	3	2	40	5	4	1	20
<b>Total</b>	<b>57</b>	<b>21</b>	<b>36</b>	<b>63</b>	<b>57</b>	<b>20</b>	<b>37</b>	<b>65</b>	<b>57</b>	<b>21</b>	<b>36</b>	<b>63</b>	<b>57</b>	<b>32</b>	<b>25</b>	<b>44</b>

Source: Information provided by NMCG

\*ED (Project), ED (Technical)

\*\* DG, DDG, ED (Admn) and ED (Finance)

Table 7.1 shows that there has been overall shortage, ranging from 44 per cent to 65 per cent during 2014-15 to 2016-17. Under technical category, the shortfall ranged between 39 to 74 per cent.

In NMCG, contractual employees occupy all the positions except 16 Government employees, who are on deputation. Further, NMCG has not increased the sanctioned strength.

NMCG agreed and informed (August 2017) that a proposal is underway to seek approval for operationalization of 14 posts. Further, NMCG stated that the shortfall has been compensated by engaging 18 Technical Professionals.

The fact remained that there was no dedicated human resource for NMCG and there were persisting shortfall at all levels in NMCG during 2014-15 to 2016-17.

### 7.2.2 Shortages in SPMGs

The overall sanctioned strength vis-à-vis persons in position are indicated in Table 7.2 below.

**Table 7.2: State wise sanctioned strength and person-in-position of SPMGs during 2014-17**

Category		Bihar			Jharkhand			Uttar Pradesh			Uttarakhand			West Bengal			Total		
		T	A	S	T	A	S	T	A	S	T	A	S	T	A	S	T	A	S
31.03.2014	SS	28	2	4	8	2	8	24	3	10	6	7	6	4	6	3	70	20	31
	PIP	0	2	0	0	2	5	2	2	3	4	3	5	2	4	1	8	13	14
	V	28	0	4	8	0	3	22	1	7	2	4	1	2	2	2	62	7	17
<b>Shortage (per cent)</b>															<b>89</b>	<b>35</b>	<b>55</b>		

Category		Bihar			Jharkhand			Uttar Pradesh			Uttarakhand			West Bengal			Total		
		T	A	S	T	A	S	T	A	S	T	A	S	T	A	S	T	A	S
31.03.2015	SS	28	2	4	8	2	8	27	3	14	5	8	6	4	6	3	72	21	35
	PIP	3	2	3	1	2	4	9	3	14	3	4	4	2	4	2	18	15	27
	V	25	0	1	7	0	4	18	0	0	2	4	2	2	2	1	54	6	8
Shortage (per cent)																75	29	23	
31.03.2016	SS	28	2	4	8	2	8	27	3	14	5	8	6	4	6	3	72	21	35
	PIP	3	2	3	1	2	4	9	3	14	4	5	5	2	4	2	19	16	28
	V	25	0	1	7	0	4	18	0	0	1	3	1	2	2	1	53	5	7
Shortage (per cent)																74	24	20	
31.03.2017	SS	28	2	4	8	2	8	27	3	14	5	8	6	4	6	3	72	21	35
	PIP	3	2	3	1	1	4	6	3	14	4	4	5	3	4	2	17	14	28
	V	25	0	1	7	1	4	21	0	0	1	4	1	1	2	1	55	7	7
Shortage (per cent)																76	33	20	

T = Technical / Specialist; A = Administrative; S = Supporting staff  
SS = Sanctioned Strength; PIP = Person-in-position; V = Vacant

Source: Information provided by SPMGs

Table 7.2 shows that under the category of Technical/ Specialists, Administrative and Supporting Staff, the overall shortages ranged between 74 to 89, 24 to 35 and 20 to 55 per cent respectively. State-wise vacancies of Technical/Specialists, ranged from 20 to 100 per cent. In Bihar, 25 to 28 (89 to 100 per cent) number of technical posts were lying vacant during the period 2014-2017.

Due to shortage of staff, SPMGs were largely dependent on EAs for project planning, assessment of funds and monitoring which adversely affected their functioning. Further, NMCG did not initiate any proposal for strengthening the human resources of SPMGs.

NMCG stated (August 2017) that, there has been no need to further augment the cadre of SPMGs since a number of posts allotted to SPMGs remain unfilled.

NMCG needs to expeditiously coordinate with SPMGs for filling up of vacant positions.

### 7.2.3 Shortages in CPCB

There was shortage of staff in the cadres of Scientific, Technical and Administrative cadres in CPCB. As on March 2017, 15 *per cent* of Scientific posts and 35 *per cent* of Technical posts were lying vacant, as shown in Table 7.3.

**Table 7.3: Category wise sanctioned strength and person in position of CPCB during 2014-17**

Cadre	2014-15			2015-16			2016-17		
	SS	PIP	V	SS	PIP	V	SS	PIP	V
Scientific	290	244	46	286	244	42	286	242	44
Technical	45	27	18	45	28	17	43	28	15
Administrative	160	119	41	160	120	40	160	115	45
Supporting	44	43	1	44	42	2	44	41	3

SS: Sanctioned Strength; PIP: Person-in-position; V: Vacant

Source: Information provided by CPCB

### 7.2.4 Shortages in SPCBs

The shortfall in State Pollution Control Boards during 2014-17 is given below:

- Bihar:** There were overall 76 *per cent* vacancy as of June 2017.
- Jharkhand:** Out of 271 sanctioned posts of Environment Engineer, Scientific Assistant, Lab Assistant, Sample Collector etc., 198 (73 *per cent*) posts were lying vacant as on March 2017.
- Uttarakhand:** There was shortage of staff in all categories. The shortage in Scientific and Technical cadres ranged between 56 to 71 *per cent*.
- Uttar Pradesh:** Out of 397 posts<sup>87</sup> of Scientific and Technical cadres, 101 posts<sup>88</sup> (25 *per cent*) were lying vacant as of March 2017.

Thus, it can be seen that there were shortfalls in human resources at CPCB and SPCBs.

### 7.3 Irregular engagement of staff

As per Bye-Laws of NMCG (July 2011), the positions were to be filled by appointing persons, either on deputation or on contract and the service rules of the staff were to be approved by Governing Council (GC). DG NMCG could appoint staff for the project implemented by it. However, approval of the GC and the Government of India shall be obtained for creation of posts in the NMCG.

We found that NMCG engaged 14<sup>89</sup> consultants, four<sup>90</sup> project officers and two<sup>91</sup> Research Officers on contract basis without obtaining approval of GC. NMCG did not

<sup>87</sup> 139 Scientific and 258 Technical posts

<sup>88</sup> 29 Scientific and 72 Technical posts

frame Recruitment Rules Further, the qualification criteria for different posts (Category A, B, C, D and E) and consolidated pay package per month prescribed by NMCG were not approved by the GC and Government of India.

Thus, the bye-laws were flouted by NMCG for engaging staff.

NMCG stated (August 2017) that it is a temporary body wherein the recruitment was on need basis.

The reply is not tenable as the approval of GC and Government of India. was not obtained by NMCG for engagement of staff.

### 7.3.1 Improper pay structure and payment

As per Orders (October 1984) from Department of Expenditure, Ministry of Finance (MoF), adoption of pay scale, allowances and revision thereof and creation of posts above a specified pay level in autonomous bodies would need the prior approval of the Government of India in consultation with the MoF.

NMCG approved pay scales and adopted the levels<sup>92</sup> B, C, D and E without following the employment structure identical to Autonomous Bodies and Societies under Government of India, as detailed in Table 7.4.

**Table 7.4: Comparison of NMCG and Government of India pay structure**

Group in NMCG	Remuneration adopted by NMCG (₹ in lakh)	Government of India Pay structure (₹)
<b>B - Sr. Specialist</b>	1.50 to 2.00	PB-4: 37,400 – 67,000 (Grade Pay 8,700 to 10,000)
<b>C - Specialist</b>	1.00 to 1.50	PB-3: 15,600-39,100 (Grade Pay 5,400 to 7,600)
<b>D - Assistant</b>	0.75 to 1.00	PB-2: 9,300-34,800 (Grade Pay 4,200 to 5,400)
<b>E – Supporting staff</b>	0.25 to 0.50	PB-1: 5,200-20,200 (Grade Pay 1,800 to 2,800)

NMCG followed consolidated packages per month higher than the prescribed scales under Government of India.

NMCG stated (August 2017) that the pay scales of NMCG were defined by the World Bank, as the above positions were created vide Cabinet Note (April 2011) for World Bank Assistance to NGRBA.

<sup>89</sup> One in November 2011, One in May 2012, four in 2014, two in 2014-15 five in 2016 and one in 2017

<sup>90</sup> October, November 2016

<sup>91</sup> September 2014

<sup>92</sup> Group B (Sr. Specialist) ₹ 1.50 lakh to ₹ 2.00 lakh, Group C (specialist) ₹ 1.00 lakh to ₹ 1.50 lakh, Group D (Assistants) ₹ 0.75 to ₹ 1.00 lakh and Group E (supporting staff) ₹ 0.25 lakh to ₹ 0.50 lakh.

The Cabinet Note (April 2011) stipulates only about the posts for NMCG without their pay scales. NMCG stated (August 2017) that the issue of revising the pay structure would be examined in due course.

#### **7.4 Conclusion**

The organization framework created under the National Ganga River Basin Authority for implementation of Ganga Rejuvenation programmes suffered from shortages of human resources at NMCG, SPMGs and CPCB/ SPCBs.

#### **7.5 Recommendation**

We recommend that

- i. NMCG may frame recruitment rules for filling-up the vacancies and increase the sanctioned strength for effectively implementing the projects both at NMCG and SPMG levels.