CHAPTER - II

CHAPTER II

Audit of Transactions

Audit of transactions of the Government Departments, their field formations as well as that of the Autonomous Bodies brought out instances of lapses in management of resources and failures in the observance of the norms of regularity, propriety and economy. These have been presented in the succeeding paragraphs.

Soil and Water Conservation Department

2.1 Implementation of Jalyukta Shivar Abhiyan

2.1.1 Introduction

Maharashtra has 82 *per cent* dry land while 52 *per cent* area is drought prone. Groundwater Surveys and Development Agency (GSDA), Government of Maharashtra (GoM), Pune in its survey, reported (October 2014) that there was a possibility of acute shortage of water in 2,234 villages in 188 talukas. The Revenue and Forest Department (RFD), GoM declared (November 2014) 19,059 villages in 22 districts having drought like situation in the State. In this background, Water Conservation Department (renamed as Soil and Water Conservation Department (SWCD) in May 2017), GoM launched (December 2014) a programme, in a campaign mode, named Jalyukta Shivar Abhiyan (Abhiyan), converging existing water conservation schemes, in an endeavour to make Maharashtra a drought-free State by 2019. For this purpose, an annual target of 5,000 villages was set for coverage under the Abhiyan during the period 2015-19.

The objectives of the Abhiyan *inter alia* were harvesting maximum rainwater in the surrounding of the village, increasing groundwater level, increasing area under irrigation and assured water for farming and efficiency of water usage, creating decentralised water storages and implementing Maharashtra Groundwater (Development & Management) Act, 2009.

SWCD was the nodal department for implementation of the Abhiyan by convergence of funds approved for existing schemes under various Government departments[1], funding from Non-Government Organisations/Corporate Social Responsibility and through public participations/contribution in execution of works.

For effective implementation of the Abhiyan, committees at Division, District and Taluka level were established under the chairmanship of the respective Divisional Commissioners, District Collectors and Sub-Divisional Officers. A Transformation Committee was also established at Mantralaya for monitoring the implementation of the Abhiyan.

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[1] Agriculture Department, Forest Department, Rural Development and Panchyat Raj, Soil and Water Conservation Department, Water Resource Department, Water Supply and Sanitation Department *etc.*

2.1.2 Audit Scope and Methodology

Audit was conducted from January 2019 to December 2019 to assess whether appropriate planning was done for effective and efficient implementation of the Abhiyan, adequate funds were provided, monitoring was effective and the Abhiyan was able to overcome the drought situation in the State.

For this purpose, records in SWCD, GoM, Commissionerate of Agriculture, Pune and GSDA were test-checked. Besides, out of 34 districts in which the Abhiyan was implemented, six districts (Ahmednagar, Beed, Buldhana, Palghar, Nagpur and Solapur) and 12 talukas (two talukas from each selected districts) having highest expenditure were selected for scrutiny. In the 12 selected talukas, 120 villages (10 villages in each talukas) were selected on random basis[2] for scrutiny. Test-check of records in the offices of District Collectors, District Superintending Agriculture Offices (DSAO), Taluka Agriculture Offices (TAO), GSDA, District Soil and Water Conservation Offices and other implementing agencies[3], in the selected districts/talukas was done. Scrutiny of records of 1,128 works randomly selected (maximum 10 works from each selected village) was done and physical inspection of these selected works was carried out jointly with the officials of the implementing agencies.

The findings were issued (June 2020) to Government; the reply of Government was awaited as of June 2020.

Audit Findings

2.1.3 Planning

2.1.3.1 Improper preparation of village plan

The Taluka Agriculture Office (TAO) prepares the village plan of the village selected under the Abhiyan which details the geographical area, average rainfall, crop-wise cultivable area, human as well as livestock population, runoff of rain water, existing storage structures, additional structures to be created including repairs/renovation to existing structures. On approval of village plan by the respective Gram-Sabha, TAO prepares the Taluka Level Plan comprising of approved individual village plan and submits to the District Level Committee for approval. After approval, the planned works are implemented by respective implementing agencies.

Audit scrutinised the village plan of 120 selected villages, which revealed the following:

- The objective of the Abhiyan was to harvest maximum rainwater and arrest maximum runoff. Accordingly, villages prepared village plan wherein the runoff was calculated based on 10 years average rainfall.

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[2] Selection of villages was done on random basis out of villages having either an observation well or had prepared an exit protocol report or both.

[3] Agriculture, Forest, Minor Irrigation (Local Sector), Social Forestry, Water Supply and Sanitation, Water Resources and Zilla Parishads *etc.*

Audit, however, observed that in 76[4] out of 120 test-checked villages, the storage planned was less than the estimated runoff by 1.64 lakh Thousand Cubic Meter (TCM). The village plans did not indicate any reason for proposing less storage structures than the estimated runoff nor was any clarification sought by the District Level Committee before approval of the village plans.

- In 10 out of these 76 villages, runoff calculated was less than the actual runoff due to adoption of incorrect multiplying factor from the ready reckoner table used for computing the runoff.

2.1.4 Implementation of the Abhiyan

The Abhiyan envisaged supply side interventions by creating new structures for harvesting runoff or improving the capacity of existing structures and demand side interventions by way of change in cropping pattern with focus on water efficient crops and improving water efficiency. Under the Abhiyan, various works *viz.,* cement nalla bandh, chain cement concrete nalla bandh, continuous contour trench, compartment/graded bunding, farm ponds, earthen dam, recharge shaft, repair of old structures such as percolation tank, storage tank, kolhapur type weir *etc.,* were undertaken by implementing agencies.

Under the Abhiyan, 22,586 villages (51 *per cent*) were covered and 6.41 lakh works were taken up during 2015-19. Out of 6.41 lakh works, 6.30 lakh works were completed (98 *per cent*) while balance works were in progress and the expenditure incurred on these completed/in-progress works was ₹ 9,633.75 crore (December 2019).

Out of 8,540 villages in the selected six districts, 1.77 lakh works were taken up in 5,194 villages (61 *per cent*) during 2015-19. Of the 1.77 lakh works taken up, 1.74 lakh works (98 *per cent*) were completed while balance works were in progress and the expenditure incurred on completed/in-progress works was ₹ 2,617.38 crore (December 2019).

The audit findings in the implementation of the Abhiyan are discussed in the following paragraphs:

A. Supply side interventions

2.1.4.1. Shortfall in creation of storage *vis-à-vis* planned storage

In 83 out of 120 selected villages, the storage created was not sufficient to meet the water requirement as indicated in the village plan for drinking and cultivation to the extent of 61,045 TCM. In 37 out of 83 villages, the shortfall in meeting the water requirement was due to less storage created than planned. Further, in 25 out of these 37 villages, the shortfall in creation of storage *vis-à-vis* planned storage was more than 20 *per cent*. Consequently, in 17 out of these 83 villages, water tankers were deployed for meeting the water requirement of the villages. The reasons for shortfall were neither mentioned in the Water Neutral Reports[5] nor were it ascertained by District Level

[4] Ahmednagar: 15; Beed: four; Buldhana: 20; Nagpur: 12, Palghar: 14 and Solapur:11.

[5] Water Neutral Report is prepared for each village after completion of planned work and the village is declared as water neutral if the water storage created meets the water requirement of the village.

Committee. Thus, the shortfall in creation of storage with the consequent inability of the villages to meet its water requirement defeated the objective of making the village drought free.

2.1.4.2 Inadequate concurrent evaluation of works executed

As per the Abhiyan, concurrent evaluation of the works was to be carried out twice during the progress of work to detect defects in the ongoing works for timely rectification, thereby ensuring quality of the works. For this purpose, a team was required to be formed by the Collectorate within each district for inspection in the adjoining district. The status of concurrent evaluation furnished by two districts *viz.,* Ahmednagar and Solapur is given in **Table 2.1.1.**

Table 2.1.1: Status of concurrent evaluation in Ahmednagar and Solapur districts

Name of district	Year	Works (completed/ in-progress)	Concurrent evaluation done	Shortfall in concurrent evaluation (*percentage*)
Ahmednagar	2015-18	32,047	32,047	Nil
	2018-19	6,220	Nil	100
Solapur	2015-17	61,811	7,658	88
	2017-19	10,893	Nil	100
Total		**1,10,971**	**39,705**	**64**
Source: Information furnished by DSAO of the district				

Though, concurrent evaluation was critical to ensure quality of work, the District Level Committees/DSAO in the selected districts did not obtain periodical reports from the inspection team to monitor progress in the evaluation of the works. SWCD also did not obtain any report to monitor the progress in the concurrent evaluation of the works. Thus, an important mechanism under the Abhiyan, to ensure the quality of work was not implemented effectively.

2.1.4.3 Poor maintenance of works executed under the Abhiyan

Under the Abhiyan, funds for repairs and maintenance of common structures created in the village were to be collected through public contribution. The Gram Sabha was to decide the amount of cess to be collected for repairs and maintenance of structures. GoM would provide incentive grants equivalent to the funds raised by the villages for repairs and maintenance subject to a maximum of ₹ two lakh per year.

Audit noticed that in none of the 120 selected villages, Gram Sabha collected cess towards repairs and maintenance of structures. Consequently, GoM did not provide any incentive grant. Thus, no funds were available for repairs and maintenance of created structures to maintain its efficiency to store water and thereby increase groundwater level.

Joint inspection of works revealed poor repairs and maintenance of the works executed under the Abhiyan. The significant findings are indicated in **Table 2.1.2**.

Table 2.1.2: Significant findings of poor repairs and maintenance noticed during joint inspection

Nature of work	No. of works test-checked	Findings
Cement Nalla Bandh	440	Overgrowth of bushes and vegetation and accumulation of silt were noticed in 208 works (47 *per cent*).
		Berms *i.e.,* space or barrier made of compacted soil along the cement nalla bandh, were not seen in 55 works (12 *per cent*) resulting in soil erosion and silt accumulation in cement nalla bandh.
Compartment Bunding	218	In 16 works, berms were not seen, resulting in soil erosion and silt accumulation in compartment bunding.
		In 34 works (16 *per cent*) compaction and dressing to the head of bund was not found intact, resulting in deterioration of the bunds.
Repairs to Percolation Tanks	48	In 22 works (46 *per cent*) pitching area was covered with trees, bushes and vegetation.
		In five repair works (10 *per cent*) completed during 2015-17, there was leakage of stored water.
Repairs to KT Weirs	33	The needles of KT weirs were not found in 10 works (30 *per cent*) while in four works (12 *per cent*) the same was damaged leading to leakage of stored water.  Village: Ringnabodi, Taluka: Katol, District: Nagpur Needles of KT weirs were not found.
Source: Joint inspection done with officials of the implementing departments/agencies		

It was also noticed that in four selected districts (Ahmednagar, Beed, Buldhana and Solapur), the trenches in 103 works of compartment bunding were filled/closed by the farmers in whose land compartment bunding was constructed and thus, the storage created was completely damaged. Though, the consent of the farmers were taken before construction of compartment bunding, no mechanism was devised by the implementing agencies in the form of any undertaking/agreement with the farmers to ensure that the farmers did not damage the works undertaken by the agencies.

Thus, poor maintenance of significant number of assets created under the Abhiyan would not only result in reducing the storage capacity but could also adversely affect the life of the assets on which an expenditure of ₹ 2,617.38 crore has been incurred in the six selected districts.

B. Demand side interventions under the Abhiyan

Under the Abhiyan, Gram Panchayats were required to take decision to dig borewell only to meet drinking water requirement and decide the cropping pattern considering the water available, in consultation with the Agriculture Department/Agriculture University. The Abhiyan also stressed on adoption of drip irrigation for water used from wells, cultivation of water efficient crops, and implementation of Maharashtra Groundwater (Development and Management) Act, 2009. Audit findings are discussed in the succeeding paragraphs.

2.1.4.4 Non-implementation of Maharashtra Groundwater (Development and Management) Act, 2009

The Maharashtra Groundwater (Development and Management), Act, 2009 (Act) was notified and made effective from 1 June 2014. The Maharashtra Water Resources Regulatory Authority was declared as the State Groundwater Authority under the Act and has been vested *inter alia* with powers to notify areas to regulate development and management of groundwater. However, the Rules for implementation of the Act were not finalised (January 2020), in the absence of which important provisions in the Act such as notifying area for regulating the extraction or use of groundwater as per the recommendation of GSDA, issuing necessary guidelines for rain water harvesting to recharge groundwater, issuing guidelines to dis-incentivise groundwater user for taking water intensive crops, advice to the Government authorities to prepare a prospective crop plan based on the groundwater use plan in notified area, registration of owners of wells, registration of drilling rig owners and operators *etc.,* were not implemented.

Audit noticed that in 120 test-checked villages, there was an increase in construction of dugwells and borewells post implementation of the Abhiyan to the extent of 10 *per cent* and nine *per cent* respectively. The maximum increase in borewell was in 20 test-checked villages each in Nagpur (46 *per cent*) and Buldhana (40 *per cent*) districts. In the absence of registration of rig owners and operators, the possibility of unauthorised drilling of borewells and its adverse impact on groundwater level could not be ruled out.

2.1.4.5 Increase in cultivation of water intensive cash crops

In 65[6] out of 112 selected villages, Audit observed from Water Neutral Reports (WNRs) that the cultivation of cash crop increased from 19,666 hectares to 22,610 hectares (15 *per cent*). This indicated that while finalising the crop pattern of these villages, Gram Sabha had not consulted the Agriculture Department/Agriculture University as stipulated in the Abhiyan guidelines. The Government needs to work out strategies to encourage farmers to shift to cultivation of water efficient crops and at the same time dis-incentivise cultivation of water intensive crops, to prevent depletion of ground water level.

[6] In 19 villages there was decrease in cultivation of cash crops. In three villages there was no change in cultivation of cash crops while in balance 25 villages data of cultivation was not available in WNR.

2.1.5 Impact Assessment

2.1.5.1 Non-attainment of water neutrality

The Abhiyan envisaged supply side interventions and demand side interventions which was essential, keeping in view the availability of water which fluctuates from year to year depending on the rainfall. Essentially, the demand for water was to be equated with the supply to ensure that there is no recurrence of drought. Demand exceeding the supply would result in over-extraction of groundwater. To assess the impact of works carried out under the Abhiyan, SWCD issued (October 2017) detailed procedure for preparation of Water Neutral Report (WNR). The WNR provided *inter alia* information on storage created, crops cultivated, changes in cropping pattern, water requirement of the village, and shortfall in meeting water requirement *etc.* Villages in which the water requirement matched the water availability were to be declared as water neutral by the Taluka Level Committee. In case of villages not achieving water neutrality, works as per the village plan were to be executed and action taken for improving the water usage efficiency.

Scrutiny of records in 120 test-checked villages revealed that:

- Eight villages[7] (Beed: 4; Nagpur: 4) did not prepare WNR though the works under the Abhiyan were completed.
- As per the information provided in the WNRs, 74 (66 *per cent*) out of 112 villages which had prepared WNR did not achieve water neutral status as storage created was less than the water requirement as per WNRs.
- Out of 80 villages, which were declared water neutral, Audit found that only 29 villages were actually water neutral. In the remaining 51 villages, though the storage created was less than the water requirement shown in the WNRs, the villages were declared water neutral.
- In 10 villages though the Taluka Level Committee had declared these villages as not water neutral, no action was taken for improving the water usage efficiency as per the guidelines of the Abhiyan.
- The water requirement based on crop production was incorrectly calculated in WNRs due to adoption of incorrect water consumption norms for crops. The norms for consumption of water was adopted from the publications of Agricultural Universities at Ahmednagar and Beed, Water and Land Management Institute, Aurangabad and circulars issued by the Commissionerate of Agriculture, Pune from time to time. As against the water requirement of 3.03 lakh TCM shown in the WNRs of 112 villages, the water requirement as per the consumption norms for crops worked out to 7.56 lakh TCM. Due to the incorrect computation of water requirement shown in the WNRs, only one village qualified as water neutral village whereas 111 villages did not qualify as water neutral villages.
- Equating requirement of water for drinking, cultivation *etc.*, with the available supply *i.e.*, achieving water neutrality, would ensure that there is

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[7] (i) Beed district: Limba Ganesh and Namalgaon in Beed taluka; Hingani and Chincholi in Ashti taluka (ii) Nagpur district: Gondimohagaon and Shekapur in Katol taluka; Lohara and Rohona in Narkhed taluka.

no over-extraction of groundwater. This would also entail giving priority to meeting the drinking water requirement of the village thereby avoiding the dependency on water tankers. Despite the implementation of the Abhiyan, the supply of drinking water through tankers increased from 3,368 tankers in 2017 to 67,948 tankers in 2019 in the six selected districts. This was a pointer to the fact that the villages did not achieve water neutrality by adopting adequately the demand side intervention envisaged under the Abhiyan.

2.1.5.2 Decline in groundwater level

To increase groundwater level was one of the objectives of the Abhiyan. For assessing the extent to which the objective was achieved, Audit compared groundwater level in 58 selected villages for which the data on groundwater level pre and post implementation of the Abhiyan was available with GSDA. For the purpose of comparison, the year in which rainfall post implementation of Abhiyan was more than the rainfall before implementation of the Abhiyan was taken into consideration. The groundwater level in the month of May succeeding the year so reckoned was compared to assess the increase or decrease in groundwater level. An analysis of the data revealed that out of 58 villages, in 35 villages (58 *per cent*), the groundwater level post implementation of the Abhiyan had decreased while in one village there was no change in the groundwater level (**Appendix 2.1.1).** Out of the remaining 22 villages in which there was increase in the groundwater level, in four of these villages, despite increase in rainfall, which ranged between 18 to 49 *per cent,* the increase in groundwater level ranged between four and 15 *per cent* only. Thus, the Abhiyan was not successful in preventing the decline in groundwater level in large number of villages thereby defeating the objective to increase groundwater level.

2.1.6 Monitoring

For monitoring of the Abhiyan, apart from the Transformation Office constituted at the Mantralaya, Divisional Coordination Committee, District Level Committee and Taluka Level Committee were responsible for the monitoring of works executed under the Abhiyan. Audit findings are discussed in the succeeding paragraphs.

2.1.6.1 Inadequate third party evaluation of works

Under the Abhiyan, the District Collector was required to appoint an agency to carry out third party evaluation of the works after its completion. Out of 1.74 lakh works completed in the test-checked districts during 2015-19, third party evaluation was done only in respect of 37,001 works (21 *per cent*). Third party evaluation of 25,199 works completed during 2017-18 (in all the six districts except Buldhana) and 16,688 works completed during 2018-19 in all the six districts was not done.

The third party evaluation reports of selected talukas/villages pointed out various deficiencies in the executed works such as improper site selection, structural deficiencies *etc.* Some of the major deficiencies noticed in the selected taluka of Jawhar and Mokhada in Palghar district during 2015-16 were as follows:

- Out of 13 cement nalla bandhs (CNBs) constructed in Jawhar taluka, seven CNBs (54 *per cent*) were reported as not being structurally sound, constructed at unsuitable locations and having fractured streambed and thus not holding water. In Mokhada taluka, six CNBs (16 *per cent*) out of 36 CNBs were reported as not being structurally sound.
- Out of 174 farm ponds constructed, 48 farm ponds (28 *per cent*) were not structurally sound.
- Six (35 *per cent*) out of 17 CNBs repaired were not structurally sound.
- Out of 24 CNBs deepening works in Mokhada taluka, 13 works (54 *per cent*) were not structurally sound and thus were not useful for storage.

Further, no action was taken on the deficiencies pointed out in 635 works in the selected talukas (December 2019). Thus, the monitoring by the Collectorate to rectify the deficiencies in the evaluation report was inadequate.

2.1.6.2 Shortfall in uploading of photographs of works on website

Geographic Information System (GIS) based photographs of the work (with latitude and longitude) before, during and after execution of work was to be uploaded on the website of Maharashtra Remote Sensing Application Centre by respective implementing agencies. The web based database had provisions to allot unique identity number to each work in the village, uploading photos of the status of work before, during and after execution of work.

Out of 1.77 lakh works taken up in six selected districts, GIS based photographs of only 1.01 lakh works were uploaded on the website. Uploading photos of the various stages of works on the website brings transparency by ensuring that the works including repairs works were actually carried out. Failure of the implementing departments/agencies to upload the photos vitiated the transparency envisaged under the Abhiyan.

2.1.7 Conclusion

The Jalyukt Shivar Abhiyan (Abhiyan) was implemented in the State with an overall objective of making the villages drought free through a combination of supply side interventions involving creation of storage structure to harvest maximum rainwater runoff and demand side interventions consisting of change in cropping pattern with focus on water efficient crops, improving water efficiency and increasing groundwater level and implementation of Maharashtra Groundwater (Development and Management) Act, 2009. There were deficiencies in the preparation of village plans leading to less storage being planned. The planned storage was also not constructed in many of the selected villages. The concurrent evaluation done to ensure quality of works was inadequate. The lack of funds hampered the repair and maintenance of works executed under the Abhiyan. The demand side interventions envisaged under the Abhiyan were not effective due to non-implementation of the Maharashtra Groundwater (Development and Management) Act, 2009 resulting in increase in the cultivation of cash crops. Despite spending an amount of ₹ 9,633.75 crore, the Abhiyan also had little impact in achieving water neutrality and increasing groundwater level. Inadequate concurrent and third-party evaluation of works executed, incomplete uploading of photographs on website to ensure transparency in the execution of works and the significant number of villages not achieving water neutrality status indicated inadequate monitoring by the Department.

2.1.8 Recommendations

The Government may ensure that:

1. village plan is prepared with diligence to maximise harvesting of runoff and the storage so planned is constructed;
2. concurrent evaluation of the works and remedial action is taken without delay;
3. the funding mechanism stipulated for repairs and maintenance of structures created under the Abhiyan may be reviewed, since the extant mechanism did not succeed in generation of funds;
4. farmers are encouraged to shift to cultivation of water-efficient crops and Government may dis-incentivise cultivation of water-intensive crops to prevent depletion of groundwater level; and
5. the Rules for the implementation of Maharashtra Groundwater (Development and Management) Act, 2009 may be finalised on top priority to regulate the extraction or use of groundwater in the State thereby preventing its depletion.

Urban Development Department

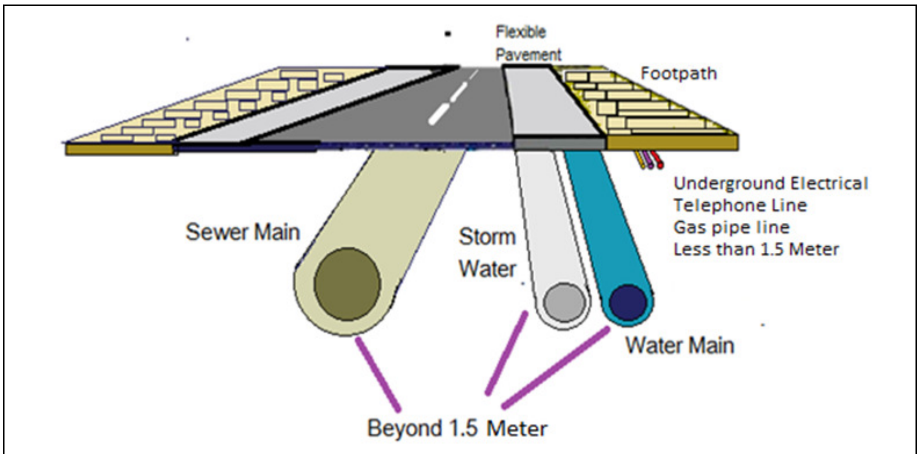
Municipal Corporation of Greater Mumbai

2.2 Mapping of underground utility services

2.2.1 Introduction

The Municipal Corporation of Greater Mumbai (MCGM) provides underground utility services such as sewerage drains, water-supply pipelines and storm-water drains[8] in its jurisdiction. Semi-Government agencies and private agencies such as Mahanagar Telephone Nigam Limited, Brihanmumbai Electric Supply and Transport Undertaking and Mahanagar Gas Limited also lay underground pipes/cables for providing utility services such as telephone, electricity and piped gas respectively in the jurisdiction of MCGM. A pictorial depiction of underground utility services provided by MCGM, semi-government and private agencies is shown in **Chart 2.2.1.**

Chart 2.2.1: Various sections of road and location of underground utility services



Note: The pipes/cables for telephone, electricity and gas are laid below the footpath at a depth up to 1.5 metre. The pipes for storm-water drains and water supply lines are laid below flexible pavement while sewer lines are laid below centre of the main road at a depth of more than 1.5 metre.

Mapping of the constructed sewerage drains, water supply lines and storm-water drains is done by MCGM. A complete and accurate mapping of underground utilities is of vital importance to plan new capital works, carry out repairs/maintenance and prevent damage to underground utilities while executing any trenching/digging works.

Audit was conducted during November 2018 to April 2019, to examine the existence of an effective system of mapping of all underground utility services in the jurisdiction of MCGM. For this purpose, records covering the period 2015-16 to 2017-18 of three departments *viz.*, Sewerage, Hydraulic Engineering and Storm-Water Drain were test-checked in one (Western suburbs) out of three Divisions and two (K/East ward and P/North ward) out of nine Ward Offices in the selected Division.

[8] Rainwater runoff is channeled into storm-water drains, which are drained into the river/sea.

The findings were issued (February 2020) to the Government; the reply of the Government was awaited as of June 2020.

Audit findings

The Sewerage, Hydraulic Engineering and Storm-Water Drain Departments of MCGM carry out the work of laying underground utilities. These utilities are laid as per the maps prepared/approved by these departments and it is expected that the original maps would be well maintained and used by the departments. Audit, however, observed that the original maps were not being maintained adequately.

These departments execute capital works by awarding contracts. As per the contract condition, contractor is required to submit "As-Laid map" to the Sewerage Department and the Hydraulic Engineering Department and "As-Built map" to the Storm-Water Drain Department after completion of capital works.

These departments maintain maps in Reproducible Tracing Film (RTF) format and AutoCAD format which are updated on the basis of 'As-Laid map' or "As-Built map" submitted by contractors on completion of works. MCGM had also initiated mapping the underground utilities in Geographic Information System (GIS) format that would facilitate integration of the same on common platform and be accessible to different departments of MCGM for future planning viz., issuance of no objection certificates for undertaking new capital works, repairs and maintenance of existing lines *etc*.

Scrutiny of the system of mapping for completeness, accuracy and utilisation of maps received from the contractors in these three departments revealed the followings.

2.2.2 Completeness of mapping

a) Sewerage Department

The Sewerage Department comprises of three independent departments *viz.*, Sewerage Project, Sewerage Operations and Mumbai Sewage Disposal Project. The Divisions in the Sewerage Department prepares Network Information (NI) sheets after the completion of works. The NI sheet contains various attributes of the sewer drains laid *viz.,* name of the road, dimension and shape of pipeline, invert level[9], landmark *etc.,* which is forwarded to the Sewerage Utility Management Centre (SUMC) established in the Sewerage Department for maintaining maps in Geographic Information System (GIS). The 'As-Laid' maps' received from the contractor is forwarded to the Planning and Design (P&D) cell in the Sewerage Project Department for updating the maps maintained in RTF format.

Audit observed that the Sewerage Department did not maintain record of the total network of sewer line laid in MCGM area. However, GIS mapping of 2,014 kilometre (km) sewer lines was completed by SUMC as on November 2019. In the absence of record, Audit could not ascertain the extent to which mapping was completed in the Sewerage Department.

[9] The bottom level of the pipe with reference to town hall datum.

Audit further observed that GIS mapping in respect of 757 out of 4,725 NI sheets could not be done by SUMC since the NI sheets lacked vital information such as upstream and downstream node numbers, downstream length, completion date and defect liability period. Though, SUMC returned these NI sheets to the divisions during 2015-16 to 2019-20, no record was available in SUMC to ascertain whether these NI sheets were returned by the divisions. SUMC had a system to record the NI sheets received from the divisions in a register to ensure that the same was finally mapped in GIS. However, they did not have a system to follow-up and obtain the NI sheets duly completed from the divisions to ensure completeness in mapping.

Though, NI sheet of work of providing and laying 400 mm and 350 mm diameter sewerage line in SVP Nagar, MHADA layout, Andheri (West) in K/West ward), was received by SUMC in March 2019, the same was mapped only in December 2019, after it was pointed out in audit. GIS mapping in respect of 958 NI sheets received during April 2017 to November 2019 were also pending in SUMC. Analysis revealed that out of 958 NI sheets, 240 NI sheets (25 *per cent*) were pending from 2017-18, 279 NI sheets (29 *per cent*) from 2018-19 while 439 NI sheets (46 *per cent*) from 2019-20. SUMC attributed delay in mapping to software and network issues, unavailability of staff due to long leave, need to train staff in the specialised software and NI sheets kept on hold for wanting information. The reasons attributed though acceptable for delays in mapping for short duration, the same did not justify delay in mapping since 2017-18.

Scrutiny of records in the test-checked divisions revealed the following systemic deficiencies:

- Penalty was not levied on failure of the contractors to submit RTF maps on completion of works and also there was no system to prepare RTF maps at the risk and cost of the defaulting contractors. Contractor did not submit RTF map on completion of work of providing and laying of sewer lines in Awadhoot Nagar Road, Dahisar (East). However, neither penalty was recovered from the contractor before final payment (April 2016) nor was the RTF map prepared to enable the P&D cell to maintain updated maps of the sewer lines in RTF format. The division also did not prepare NI sheet for the completed work and therefore, the mapping was also not done in GIS. This pointed to weakness in the system of preparing NI sheets in respect of completed contracts.
- The department did not have a system to ensure that NI sheets were prepared for the completed works even if other works in a contract consisting of multiple works were not completed and contract foreclosed. A contract comprising of three works for providing and laying sewer line at three places in H/West ward, was foreclosed in August 2017 pending completion of one work of providing and laying sewer lines along Station Road, Bandra (West), Slaughter House Road up to Badi Masjid. However, NI sheets were not prepared for the two works completed in May 2010 for updation in GIS.

b) Hydraulic Engineering Department

The network of the Hydraulic Engineering Department (HED) consists of water pipelines from lake to water treatment plant (Primary network), from water treatment plant to Reservoir (Secondary network) and from reservoir to various consumers (Tertiary network). 'As-Laid' maps of the water pipelines were required to be submitted by the contractor in RTF format on completion of work. On receipt of RTF maps, the division office forwards the same to the respective ward office.

The ward Office did not use the available maps received for updating the maps. HED had prepared maps in AutoCAD in 1998-99, but the same was not updated thereafter. MCGM appointed (April 2014), a contractor for migration of maps from AutoCAD to GIS platform. As per the contract, migration of 7,500 km of water pipeline, station survey[10] of 2,100 km and alignment testing to capture the latitude and longitude of the water mains of 7,000 km with positional accuracy of up to 50 cm was to be completed by July 2019. The contractor had completed migration of maps from AutoCAD to GIS of 5,132 km (68 *per cent*), station survey of 1,823 km (87 *per cent*) and alignment testing of 1,484 km (21 *per cent*) till July 2019.

HED had not established any in-house mechanism for updation of maps and carrying out the GIS mapping. The HED was dependent on outside agencies for updation of maps. This had an adverse impact since updation of maps was not being done on completion of work on a continuous basis. In the test-checked six completed works, though contractors submitted RTF maps, the same were not updated in GIS due to absence of a system for updation. The HED while accepting the fact stated (July 2019) that a protocol was being created for updation of maps in GIS platform.

Audit, further, observed that while awarding work to the contractor, the water pipeline network was estimated at 7,500 km, however, the details of additions to the water pipeline network subsequently (April 2014) was not available with HED. As a result, Audit could not ascertain the extent to which the mapping was completed in HED. Moreover, there was no system in place for keeping the details/records of work completed and water pipeline network added.

In MCGM, there were 3,28,373 consumers (individual buildings/ establishments) as of December 2019 to whom water was being supplied through water pipeline of less than 100 mm diameter from the nearest roadside water mains. However, the same was not being mapped, thereby exposing these pipelines to greater risk of damage during digging/trenching.

c) Storm-Water Drain Department

The network of Storm-Water Drain Department (SWD) consists of road side open drains, closed drains, box drains, major drains[11] and minor drains[12]. The length of total network was 3,825 km.

SWD had GIS based contour maps[13] in which only major drains of suburban area having a length of 193 km (74 *per cent*) out of the total length of major

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10 Total station survey captures the surface features and measures the vertical and horizontal angle, slope and distance from the instrument used for conducting the survey.

11 Drains which are more than 1.5 metre wide.

12 Drains which are less than 1.5 metre wide.

13 Contour maps consist of contour lines joining places of equal elevation.

drains (262 km) were mapped with an accuracy level of 0.2 m. These were updated up to April 2018 by appointing a private agency. Thus, minor drains, roadside drains, box drains, closed drains and 69 km of major drains totalling 3,632 km (95 *per cent*) out of the total network of 3,825 km were not mapped by SWD. The box and closed drains in city area were last updated in 1991. SWD had invited tender in March 2015 to appoint a consultant for GIS mapping of road side and minor drain. However, MCGM cancelled the tender for carry out the said work departmentally. MCGM again invited e-tender in February 2018 for execution of the work but the same was cancelled (July 2018) and no action was taken thereafter.

The 'As-Built' maps in AutoCAD were being submitted by the contractor to the division office. However, the same were not being used for updating the maps. There was no mechanism/system of updating the maps submitted by the contractors after completion of the works awarded. As a result, SWD was dependent on outside agencies for updation of maps at a later stage due to which the maps were not updated.

In six test-checked works completed during January 2015 to May 2018, Audit noticed that the "As-Built" map in AutoCAD was submitted only in one work. However, SWD did not take action to prepare the "As-Built" map from outside agency at the cost of the defaulting contractor in addition to recovery of penalty as per the tender condition. This indicated lack of proper system in SWD. The SWD while admitting (August 2019) the non-existence of system for updation of existing map assured that the required software would be procured and process of updation would be initiated.

2.2.3 Accuracy of mapping

a) Sewerage Department

The NI Sheets prepared and submitted to SUMC did not contain information on longitude and latitude to indicate the actual location of the manholes/vent shaft. The GIS maps of sewerage network had an accuracy level of up to 5.0 m. To achieve positional accuracy of less than 1.0 m, the Sewerage Department decided (April 2016) to use Rovers (hand held terminals) for inspection of the entire sewerage network to capture the latitude and longitude. The work was carried out departmentally and inspection of 67,365 manholes (out of 72,858 manholes) and all the 3,678 vent shafts was completed and marked in the existing GIS as of December 2019. However, the location of manholes and vent shafts after inspection was not validated in the GIS system with the earlier reference number assigned to the manholes and vent shafts. In the absence of validation of data, GIS mapping having greater accuracy could not be used by the Sewerage Department.

Audit noticed instances of few works had to be abandoned due to obstructions from other underground utilities and damages to sewer drains, a direct result of not using the maps available or using inaccurate maps as discussed below:

(i) The Sewerage Department is the only department which sought No Objection Certificate (NOC) from other departments and outside agencies providing telephone, electricity *etc*., before executing a capital work. If remarks/NOC on the proposed alignment of work is not received from the other departments/agencies within 15 days, the Sewerage Department commences the work. During execution of works involving laying of sewer pipe line in Bandra (West), the Sewerage Department found that the alignment of the proposed sewer line had to cross storm-water drain at three locations and water main of 150 mm and 250 mm diameter, which was not envisaged in the contract. The contract had to be therefore, foreclosed in August 2017 after incurring an expenditure of ₹ 6.11 crore.

(ii) During 2016-18, seven instances of damage to sewer pipes were noticed since the Sewerage Department failed to communicate accurate (only tentative alignment of sewer network were furnished) alignment of sewer lines to two organisations.

b) Hydraulic Engineering department

The GIS mapping was done in HED *inter alia* to facilitate positional accuracy of up to 50 cm. However, the required accuracy of mapping was achieved only to the extent of 21 *per cent,* since alignment testing was not completed.

Instances of delay in execution of work and damage to water pipeline due to non-availability of accurate maps were as follows:

- The work of providing and laying of 150 mm underground water mains and connecting it to the underground 600 mm water main near the bridge over Vakola Nalla was delayed by 134 days. In the absence of accurate maps, the contractor was provided only schematic map (map without scale) due to which the contractor could not locate the existing 600 mm water main. The department therefore, had to deviate and connect the new line to another 1,200 mm water main resulting in delay.
- The Division had provided (October 2017) tentative alignment of water network marked on the location plan of one of the organisation executing work since the Division did not have accurate map. The organisation was instructed to ascertain the actual alignment of water pipes. In the absence of proper alignment of water pipes, during excavation, there was damage to the water mains in November 2017, leading to disruption of water supply to residents of Borivali (East) for five days and loss of 5,677 kilolitres of water.

2.2.4 Foreclosed and incomplete works

Audit observed that there was no system of mapping capital works which were foreclosed or works remaining incomplete for long periods of time in all the three selected departments. These works, which are not mapped, run a greater risk of being damaged as its existence is unknown during execution of works departmentally or by outside agencies. The mapping of such works would have facilitated in intimating other departments or outside agencies intending to execute any work, about the existence of underground utilities so that damage to the network so created is avoided.

2.2.5 Non-availability of maps of utilities provided by external agencies

Permission for trenching is sought by external agencies providing utility services such as telecommunication, electricity and piped gas facilities from various departments of MCGM. For this purpose, the external agencies submit alignment maps of the proposed line. MCGM issued guidelines (2015) on trenching activity, which stipulated submission of GIS maps showing the alignment and depth of the laid underground utilities by the agencies in case the utility pipe/cable was laid by the Horizontal Directional Drilling (HDD)/micro trenching method. Audit findings are discussed below:

- Though there was a condition for submission of "As-Laid" maps in case trenching was done by HDD/micro trenching method, no such condition existed for trenching done through open cut method. During 2015-18, three Telecom Companies had laid 427.41 km of cable on eight occasions but the 'As-Laid' maps were not submitted by these agencies. There was no direction in the guidelines on what action was to be taken on GIS maps which are required to be obtained from external agencies who have carried out trenching using HDD/micro trenching method. Further, obtaining GIS maps in respect of works done through HDD/micro trenching method only, without covering works carried out by open cut method did not ensure completeness in mapping.
- The Mumbai Municipal Corporation Act, 1888 did not contain provision stipulating mapping of underground utilities both of the department and external agencies. Though, there was no provision, MCGM was mapping its underground utilities. Audit observed that MCGM requested (October 2018) all the external agencies to provide their utility network on GIS map as the same was required for mapping all the utilities by the Disaster Control Cell of MCGM, but the same was not received till date. Enabling provisions in the Act would have helped MCGM to obtain the maps from the external agencies.
- MCGM launched (December 2017) 'One MCGM'[14], a GIS portal for centralising the GIS data of all departments and accordingly appointed (March 2018) a contractor for integration of data of underground utilities. With the integration of maps under 'One MCGM' the need for obtaining NOC by one department from another department before commencing any work would not be necessary since the same would be system generated. It was noticed that the integration of utility maps with 'One MCGM' application was still pending as mapping had not been completed by individual departments.

2.2.6 Conclusion

The Sewerage Department had in-house cell for updating the maps but the extent to which the mapping was completed could not be ascertained in the absence of record of total sewer lines laid. The Hydraulic Engineering Department and Storm-Water Drain Department did not have updated maps and were dependent on outside agencies for updation of maps. GIS maps having greater accuracy were not utilised by the Sewerage Department and the Hydraulic Engineering Department as the validation of data/alignment testing was not completed. Water supply network with less than 100 mm diameter supplying water to individual buildings/establishments were not being mapped. MCGM did not obtain maps for trenching done by external agencies for providing various underground utilities using open cut method while the

[14] It is a web and mobile based GIS application under which GIS data of all utilities in MCGM would be brought under one umbrella.

GIS maps obtained for trenching done using Horizontal Directional Drilling /micro trenching method was not put to any use.

2.2.7 Recommendations

Government may issue direction to MCGM for:

1. establishing appropriate mechanism to ensure that the updation of maps is done periodically;
2. taking suitable action to ensure that validation of data/alignment testing for ensuring greater accuracy of maps in the Sewerage and the Hydraulic Engineering Department is completed in a time bound manner; and
3. Government may consider enacting suitable legislation empowering MCGM to obtain updated underground utilities maps of external agencies.

Medical Education and Drugs Department

2.3 Strengthening/upgradation of State Government Medical Colleges for starting post graduate courses and creating post graduate seats

2.3.1 Introduction

A centrally sponsored scheme of "Strengthening/Up-grading of State Government Medical Colleges (SUSGMC)" through financial assistance for starting Post Graduate (PG) courses by creating PG seats for new PG courses and increasing PG seats of existing courses was launched by the Ministry of Health and Family Welfare (MoHFW), Government of India (GoI) at the end of the 11th Plan and the scheme had a validity period of entire 12th Plan period (2012-13 to 2016-17), further extended up to March 2019.

To improve the quality of medical education, research and clinical treatment and to mitigate the shortage of specialists in the country, the need was felt to upgrade the PG teaching facilities in GMCs, by recruiting faculty, improving infrastructure and equipment, to increase the intake capacity of the PG students by adding seats in new and existing courses. The scheme funds were directly released to the GMCs by the MoHFW on the basis of recommendations of the Technical Evaluation Committee (TEC) under Directorate of Health Services and after the approval of the Empowered Committee (EC). Before release of funds, the State Government has to sign a Memorandum of Understanding (MoU) with MoHFW. The funds were to be released in two instalments by the MoHFW. The funds were to be shared in the ratio of 75:25 by the GoI and State Government.

Based on the TEC visit to the GMCs between 13.09.2010 and 16.09.2010 and its recommendations MoHFW selected 11 GMCs[15] (11.10.2011 and 26.12.2011), in Maharashtra for implementation of the scheme and approved a total fund of ₹ 345.79 crore with central share (75 *per cent*) of ₹ 259.34 crore and State share (25 *per cent*) of ₹ 86.45 crore. This amount was approved for starting PG courses by creating 116 PG seats in two[16] GMCs and increasing 409 PG seats for 112 existing courses and creating 167 PG seats for 60 new PG courses in remaining nine GMCs by creating new capital assets, upgrading medical equipment and appointment of faculty.

2.3.2 Audit Scope and Methodology

Audit was conducted from May 2019 to October 2019 to assess whether appropriate planning was done for effective and efficient implementation of the scheme, adequate funds were provided, monitoring was effective and envisaged outcomes of the scheme were achieved.

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15 GMC Akola, GMC Ambajogai, GMC Aurangabad, GMC Dhule, GMC Latur, Indira Gandhi GMC Nagpur, GMC Nanded, B.J. GMC Pune, GMC Sangli-Miraj, GMC Solapur, GMC Yavatmal.

16 GMC Akola and GMC Dhule.

For this purpose, records of the Government of Maharashtra (GoM), Directorate of Medical Education and Research (DMER) and 11 GMCs were test checked for the period from 2011-12 to 2018-19.

The findings were issued (February 2020) to Government; the reply of the Government was awaited as of June 2020.

Audit findings

2.3.3 Objective of Scheme not met

Audit examined the records in all the 11 GMCs and found that at the end of March 2019 an amount of ₹ 177.35 crore[17] was spent by the GMCs out of total available grant of ₹ 194.54 crore[18] and only 79 PG seats (11 *per cent*) could be increased/created as against the target of 692 PG seats[19]. Thus, as against the target of increase of 409 seats, only seven seats (1.71 *per cent*) could be increased and against target to create 283 seats, 72 seats (25 *per cent*) could be created. Even after seven years since the launch of the Scheme, including extended period of two years, and after spending more than 91 *per cent* of the funds released, the GMCs could only add 79 (11 *per cent*) PG seats of the 692 seats targeted.

Reasons for non-achievement of target of creation of/increase in PG seats are brought out in succeeding paragraphs.

2.3.3.1 Delay in completion of infrastructure works

Audit observed that in the GMC, Ambajogai ₹ 1.74 crore was transferred in April 2017 to Public Works Department (PWD) for construction of library building to be completed in February 2019. Similarly, GMC Nanded diverted GoI share of ₹ 8.93 crore meant for civil construction work of 12 PG departments in July 2014 to PWD, for construction of GoM funded college and hospital buildings to be completed by August 2015 after obtaining approval from GoM but without approval of MoHFW (as was done in June 2011 in case of Indira Gandhi Government Medical College, Nagpur). But, these works were still incomplete as of December 2019 due to want of revised administrative approval and non-pursuance of matter with PWD by the GMCs. Creation of this infrastructure was crucial for creating 36 PG seats in 12 PG courses in GMC, Nanded.

The DMER replied (January 2020) that the report from the GMC, Nanded would be called for.

2.3.3.2 Non-firming up timeline for procurement of equipment resulted in blocking of funds

The MoU of GoM with MoHFW provided for following the bid/purchase process analogous to the one followed by the GoM and it also provided that timelines should be firmed up keeping in view the requirements of equipment in existing departments. In the GMCs, procurement of equipment was carried

17 GoI share ₹ 112.38 crore and GoM share ₹ 64.97 crore.

18 GoI share ₹ 129.57 crore released directly to 11 GMCs between November 2011 and January 2012 and GoM share ₹ 64.97 crore during 2014-15 and 2018-19.

19 283 seats in new 98 courses;409 additional seats in existing 112 courses.

out through State Level Purchase Committee till 2016-17. Thereafter, GoM directed (July 2017) that from 15 August 2017 onwards medicines, medical equipment and other related items need to be procured only through -Haffkine Bio-Pharmaceutical Corporation Limited (HBPCL), Mumbai, a Government company fully owned by Government of Maharashtra and registered under Companies Act,1956.

Audit observed that 11 GMCs transferred ₹ 35.03 crore to HBPCL for procurement of 200 medical equipment during the period from 2017-18 to 2018-19 without fixing any timelines as required under the MoU. But, only 24 equipment costing ₹ 5.75 crore were received by the seven[20] GMCs. Hence, even after lapse of nearly two years from the date of transfer of funds to HBPCL an amount of ₹ 29.28 crore is lying with the HBPCL without procurement of 176 necessary equipment for all the GMCs.

This has resulted in blocking of ₹ 29.28 crore besides defeating the objective of the scheme to create 283 seats for new PG courses and increase 409 seats for existing PG courses in 11 GMCs.

The DMER accepted the fact and stated (January 2020) that necessary instructions from the GoM would be obtained for time bound process of procurement of equipment. Reply is not acceptable as the MoU specifically provided for firming up timelines for procurement of equipment, which was neither ensured by the DMER nor by the GMCs.

2.3.3.3 Purchase of equipment not specified in original proposal

The scheme guidelines and MoU prescribed for submission of component wise and course wise proposals by all the GMCs to MoHFW for increasing/creating PG seats.

Audit observed that the original proposals were available/partly available with nine[21]GMCs and were not available with the GMCs, Aurangabad and Nanded. In eight[22]out of the nine GMCs where this plan was available/partially available, it was noticed that 131 equipment worth ₹ 21.32 crore were purchased (2014-15 to 2018-19) which were different from the ones incorporated in the originally proposed plans. This had also resulted in non-creation of 138 PG seats in 43 departments of eight GMCs.

The DMER accepted (January 2020) the deviation in procurement of equipment from the original approved proposal. The deviation was attributed to the change in Medical Council of India (MCI) guidelines for equipment required for PG courses. The reply is not tenable since deviation should have been got approved from the MoHFW, which had sanctioned original proposals.

2.3.3.4 No action under faculty component

The original proposals submitted to MoHFW furnished to audit by the eight GMCs[23] only, showed a gap of 157 faculty positions based on MCI norms.

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[20] Akola, Ambajogai, Aurangabad, Dhule, Nagpur, Nanded and Pune.
[21] Akola, Ambajogai, Dhule, Latur, Miraj, Nagpur, Pune, Solapur and Yavatmal.
[22] Akola, Ambajogai, Dhule, Latur, Miraj, Nagpur, Solapur and Yavatmal.
[23] Akola, Ambajogai, Dhule, Latur, Miraj, Pune, Solapur and Yavatmal.

Position of faculties in respect of 11 GMCs as of March 2019 showed shortfall of 236 faculties.

Audit observed that the GMC, Pune spent ₹ 0.53 crore against the released ₹ 0.81 crore on faculty component but no PG seats could be increased. Rest of the GMCs did not spend any amount under the faculty component even after lapse of around eight years from the date of receipt of central share. This resulted in non-approval of the PG courses by the MCI in five[24] GMCs due to non-availability of eligible faculty.

The DMER replied (January 2020) that the GMCs used services of existing faculty hence the amount under faculty remained unutilised. The reply is not acceptable since there was no need to submit the proposal for faculty component by the GMCs to the MoHFW if the existing faculty was sufficient for increasing/creating PG seats. Therefore, 324 seats which depended on the faculty component could not be created/added in 95 courses in 10 GMCs.

2.3.3.5 Diversion of funds sanctioned under faculty component

The MoHFW instructed (October and December 2011) that the funds must be specifically utilised for development of infrastructure, purchase of equipment and recruiting faculty without any diversion.

Audit observed that in six[25] GMCs an amount of ₹ 7.72 crore was spent out of total grant of ₹ 8.57 crore received under the faculty component on other than faculty components resulting in diversion of funds as well as violation of the MoHFW instructions as described in **Appendix 2.3.1**.

The DMER accepted the diversion and stated (January 2020) that the instructions would be issued for adjusting the diverted amount from the next sanctions of the fund. Reply is not acceptable since diversion of funds under faculty component has defeated the objective of creating 218 seats for 63 courses in six colleges.

2.3.3.6 Non-starting of new PG course/non-creation of PG seats due to delay in obtaining MoHFW permission

The Indian Medical Council (IMC) Act, 1956 provides for obtaining permission from MoHFW to start new PG course/increasing PG seats by the GMCs. The GoI sanctioned component wise and course wise grants to the GMCs under the scheme for this purpose.

Audit observed that in three[26] GMCs ₹ 8.64 crore was sanctioned by the GoI under infrastructure and equipment components for creation/increase of 33 seats in 10 PG courses. Further, these GMCs spent ₹ 11.01 crore on these two components thereby fulfilling the criteria for creating/starting PG seats. However, these GMCs did not apply to MoHFW for permission of starting new PG course/increasing PG seats as shown in the **Appendix 2.3.2**.This has resulted into non-creation of 33 PG seats in 10 PG courses even after spending more than the sanctioned amount under infrastructure and equipment components.

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24 Akola, Ambajogai, Dhule, Solapur and Yavatmal.
25 Ambajogai, Aurangabad, Latur, Nanded, Solapur and Yavatmal.
26 Ambajogai, Aurangabad and Yavatmal.

The DMER replied (January 2020) that the explanation would be called from the GMCs and accordingly instructions to apply for getting permission for starting PG course and increasing PG seats would be issued.

2.3.3.7 Diversion of funds

The MoHFW sanctioned (October 2011) total grant of ₹ 18.08 crore to GMC, Miraj of which ₹ 2.50 crore was meant for infrastructure, ₹ 10.58 crore for equipment and ₹ five crore for faculty. First instalment of ₹ 6.68 crore was released (November 2011) to the GMC.

Audit observed that as per sanction order only ₹ 2.50 crore was meant for infrastructure component but the GMC, Miraj transferred (March 2012) entire amount of ₹ 6.68 crore to the Public Works Division (PWD), Miraj. Thus, huge amount of ₹ 4.18 crore meant for equipment and faculty components was diverted to the PWD and the GMC asked (November 2014) the PWD, Miraj to refund the said amount 30 months after its transfer to PWD. However, PWD, Miraj refunded (February 2017) ₹ 4.18 crore to the GMC after retaining it for five years.

This resulted in irregular diversion of funds and defeating the objective of the scheme for improvement in quality of clinical treatment. Since, immediately after receipt of ₹ 4.18 crore from PWD, GMC submitted (February 2017) a proposal to purchase Digital Subtraction Angiography (DSA), a multipurpose equipment useful for Orthopaedics, Medicine and Paediatrics departments which could not be purchased till date. Further, if the GMC had transferred only ₹ 2.50 crore for the infrastructure component to PWD instead of ₹ 6.68 crore, then the DSA machine could have been purchased well before February 2017.

The GMC, Miraj stated (June 2019) that the entire central share amount was transferred to PWD, Miraj as per the directives given in the meeting held on (January 2012) at DMER office. Reply is not acceptable as the sanctioned amount under infrastructure component was ₹ 2.50 crore only.

2.3.3.8 Non-approval of PG course

Audit observed that six[27] GMCs had applied (June 2014 to July 2018) to MoHFW for obtaining permission to increase PG seats/start new PG course in terms of section 10A (2) (a) of the IMC Act, 1956. However, MoHFW did not grant the permission (during academic years 2017-18 to 2019-20) citing reasons of deficiency in faculty, insufficient infrastructure and non-availability of upgraded equipment.

Thus, non-rectification of the deficiencies pointed out by the MoHFW even when four[28] of these GMCs have unspent GoI grant of ₹ 11.84 crore has resulted into non-creation/non-increase of PG seats.

The DMER while accepting the fact stated (January 2020) that efforts would be made to remove the deficiencies.

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[27] Akola, Ambajogai, Dhule, Nagpur, Solapur and Yavatmal.

[28] Akola, Ambajogai, Dhule and Nagpur for ₹ 2.50 crore, ₹ 0.40 crore, ₹ 7.86 crore and ₹ 1.08 crore respectively.

2.3.4 Absence of planning

2.3.4.1 Non-preparation of detailed action plan

The MoU prescribed for drawing up a detailed action plan including modalities for examining the propriety of expenditure (such as estimated value/tendered price of past supply *etc*.) by the DMER/GMCs.

Audit observed that the DMER/GMCs did not prepare any detailed action plan for implementation of the scheme.

The DMER replied that (January 2020) the discussion was regularly held in college council meeting. The reply is not acceptable since they were required to prepare detailed action plan as prescribed. A discussion cannot substitute for a properly approved action plan for a directed and coordinated effort to achieve the scheme objectives.

2.3.4.2 Request for item wise funds not sent

The MoU prescribed for sending request by all the GMCs for release of item wise funds to the MoHFW well in advance, depending on financial plan worked out by them.

It was observed that none of the GMCs sent any request for release of item wise funds. Audit analysis in respect of eight GMCs[29] revealed that had these GMCs worked out financial plan for any single component out of the three *viz*., infrastructure, equipment and faculty, then 157 PG seats could have been created by incurring expenditure of ₹ 33.42 crore as described in **Appendix 2.3.3**. As against this, although these eight GMCs received (November 2011-January 2012) ₹ 87.62 crore of central share, they could spend only ₹ 20.77 crore thereby creating 24 PG seats only.

The DMER replied (January 2020) that there was no need to send the request in advance as the item wise funds were never released by the MoHFW. The reply is not tenable since the MoHFW cannot release item wise funds unless such request is sent by the GMCs well in advance, as prescribed in MoU.

2.3.5 Financial Management

2.3.5.1 Release of funds by the GoM

Position of the GoI grant received *vis-à-vis* release of GoM share and expenditure incurred by the 11 GMCs is as indicated in **Table 2.3.1.**

[29] Akola, Ambajogai, Aurangabad, Miraj, Nagpur, Nanded, Solapur and Yavatmal.

Table 2.3.1: Fund received and Expenditure incurred during 2011-19

(₹ in crore)

Year	Opening Balance	Funds received			Expenditure incurred			Closing Balance		
		GoI	GoM share	Total (2+3+4)	GoI grant	GoM share	Total	GoI	GoM share	Total
1	2	3	4	5	6	7	8	9	10	11
2011-12	0.00	129.57	0	129.57	0	0	0	129.57	0	129.57
2012-13	129.57	0	0	129.57	0.14	0	0.14	129.43	0	129.43
2013-14	129.43	0	0	129.43	4.62	0	4.62	124.81	0	124.81
2014-15	124.81	0	1.09	125.90	29.64	1.09	30.73	95.17	0	95.17
2015-16	95.17	0	13.61	108.78	35.31	13.61	48.92	59.86	0	59.86
2016-17	59.86	0	15.19	75.05	29.91	15.19	45.10	29.95	0	29.95
2017-18	29.95	0	19.88	49.83	4.18	19.88	24.06	25.77	0	25.77
2018-19	25.77	0	15.20	40.97	8.58	15.20	23.78	17.19	0	17.19
Total		**129.57**	**64.97**		**112.38**	**64.97**	**177.35**			

It is observed from **Table 2.3.1** that the MoHFW, GoI released (November 2011 and January 2012) first instalment of ₹ 129.57 crore directly to all the GMCs out of which expenditure of ₹ 112.38 crore was incurred as of March 2019 leaving an unspent balance of ₹ 17.19 crore. However, GoM released (between 2014-15 and 2018-19) its share of ₹ 64.97 crore only as against ₹ 86.45 crore due, resulting in short release of its share by ₹ 21.48 crore. Further, GoM released its share in instalments two to three years after receipt of first instalment of GoI share. Though, matching grants were to be provided in the ratio of 75:25 by GoI and GoM, release of grants was not coordinated as such.

Besides, MoHFW released (October 2017-September 2018) last and final instalment of ₹ 103.82 crore to GoM for onward distribution to the eleven GMCs. However, this amount was not disbursed to the GMCs. It was noticed that the four[30] GMCs requested (between July 2016 and March 2019) the GoM and DMER for release of balance amount *i.e.,* the last instalment of GoI share. Due to non-receipt of GoI share GMC, Ambajogai could not purchase MRI machine and GMC, Aurangabad could not complete the infrastructure works. Further, the GoM made a provision of ₹ 49.93 crore under the 'major head - 4210' in the budget for the year 2018-19 but this was also not distributed to the GMCs concerned.

The DMER replied (January 2020) that the Finance Department, GoM had asked for up-to-date details of the scheme such as objectives, target, achievement, share of the GoI/GoM funds received, expenditure incurred, utilisation certificates submitted *etc*. The same had been called (March 2019) for from the respective GMCs.

Thus, delay in release, short release and non-release of funds to the GMCs resulted into non-achievement of targets and objectives of the scheme.

2.3.5.2 Non-disbursal of GoM share allotted under the budget head

The budget head 4210-Capital outlay on Medical and Public Health, 03-Medical Education Training and Research, 105-Allopathy (Centrally Sponsored Scheme), (00) (39)-SUSGMC and starting new PG course and

[30] Ambajogai, Aurangabad, Pune and Yavatmal.

increasing PG seat, 52-Machinery and Equipment, related to purchase of machinery and equipment from the year 2013-14 onwards.

Scrutiny of Civil Budget Estimates and Appropriation Account revealed that the Medical Education and Drugs Department (MEDD) made provision (December 2013) of ₹ 20 crore in the budget for the year 2013-14 as supplementary grant for the purchase of machinery and equipment. However, this amount was not disbursed to the GMCs. It was also noticed that during 2014-15 and 2016-17, grant of ₹ 12.91 crore and ₹ 4.74 crore respectively was surrendered in the month of March of respective years.

The DMER replied (January 2020) that ₹ 20 crore was provided as supplementary grant in fourth quarter and there was insufficient time to spend the same. Hence, it was redistributed and brought to 'nil' in final modified grant. Reply is not acceptable since the appropriation accounts for 2013-14 show a saving of ₹ 20 crore under this head.

2.3.5.3 Non-provisioning of GoM share in the budget

Again, budget head 2210-Medical and Public Health, 01-Urban Health Services-Allopathy, 001-Direction and Administration, (00) (12)-SUSGMC for starting new PG course and increasing PG seat, 01-Grant-in-aid was operated during the period from 2015-16 to 2017-18. Audit observed that no provision was made under this head in the budget during this period. This resulted into non-approval of PG courses in six[31] GMCs as discussed in **paragraph 2.3.3.8**.

Reply from DMER has not been received (January 2020).

2.3.5.4 Loss of interest

The MoU provided for opening of a separate dedicated bank account in Public Sector Bank to keep the funds received from MoHFW by the GMCs. In case of non-creation of stipulated number of PG seats, the EC may ask for return of the funds with interest and the GMCs were required to return the unutilised/misutilised funds along with interest.

Audit observed that there was no uniformity in opening of the bank accounts by all the GMCs. Six[32] GMCs opened current account and five[33] GMCs opened savings account after receipt of GoI grants (first instalment). As, no interest is earned on current account there was loss of interest of ₹ 5.78 crore on the amount of grants kept in current account, presuming the annual interest rate of 4 *per cent* on saving account as of March 2019.

2.3.5.5 Accrued interest on GoI grant lying unutilised

The MoHFW instructed (May 2018) that the accrued interest on central share should be treated as part of central share.

Audit observed that no cognizance of above instruction was taken either by the DMER or GMCs and 10 GMCs kept the central grants in fixed deposit/saving

[31] Akola, Ambajogai, Dhule, Nagpur, Solapur and Yavatmal.
[32] Akola, Aurangabad, Latur, Miraj, Nanded and Solapur.
[33] Ambajogai, Dhule, Nagpur, Pune and Yavatmal.

account for different periods. As of March 2019, these GMCs earned ₹ 22.48 crore as interest on fixed deposit and saving account.

The DMER replied (January 2020) that there was lack of clarity on the issue from GoI, hence interest amount was not utilised. The reply is not acceptable since the GoI clearly instructed (May 2018) to treat the accrued interest as part of central share.

2.3.5.6 Irregular utilisation of funds

The MoHFW instructed (October and December 2011) that the funds must be specifically utilised for development of infrastructure, purchase of equipment and recruiting faculty without any diversion. It was already instructed (March 2011) that the funds should not be utilised on electrical, plumbing and painting works *etc*.

Four GMCs[34]spent ₹ 8.11 crore for construction of library, renovation, repair and electrical works *etc.,* not provided for in the sanction order of the MoHFW. Further, electrical and repair works are not admissible as per the MoHFW instructions and under infrastructure component only work of creation of new capital assets is to be done. Thus, expenditure of ₹ 8.11 crore incurred under the scheme was irregularly utilised on inadmissible items.

The DMER replied (January 2020) that details from the GMCs had been called for and compliance would be submitted thereafter.

2.3.5.7 Irregular excess expenditure

The MoHFW had sanctioned (October-December 2011) component wise grant for infrastructure, equipment and faculty components to create/increase PG seats. The administrative approval to these purchases was accorded by the MEDD/DMER/GMCs as per the delegation of financial powers from time to time. Further, the Administrative Approvals (AA) to these purchases provided for revised AA in cases of excess expenditure than the AA.

Audit observed that in four[35] GMCs 38 equipment were purchased after incurring an expenditure of ₹ 7.44 crore under the scheme against the administrative approval of ₹ 5.14 crore. This resulted in excess expenditure to the extent of ₹ 2.30 crore. Thus, incurring excess expenditure without prior sanction of competent authority was irregular.

The DMER replied (January 2020) that excess expenditure was due to time and cost overrun and excess amount was generally met from savings under the scheme/PLA funds *etc*. Reply is not tenable since details of the source of excess expenditure were not furnished and the revised administrative approvals by the competent authority were not obtained.

[34] Aurangabad, Latur, Miraj and Yavatmal.

[35] Miraj, Nagpur, Pune and Solapur.

2.3.6 Monitoring Mechanism

Monitoring is crucial for tracking the progress of any scheme, programme or a process with a view to detect deviations for early corrective action and learn lessons for future planning. Audit observed the following inadequacies in monitoring of the SUSGMC Scheme.

2.3.6.1 Audit of GoI grants not done

The GoI grant sanction order provided for internal audit/audit of the accounts of the grantee institution by the Ministry/sanctioning authority. It was observed that no such audit was conducted either by the Ministry or by the sanctioning authority as prescribed.

All the GMCs confirmed that no such audit was ever conducted.

2.3.6.2 Submission of Utilisation Certificates

The MoU condition number 8 and Rule 212 of GFR 2005, provided for furnishing of Utilisation Certificates (UCs) by the GMCs duly countersigned by the DMER to MoHFW before 15 March and 15 September every year. It was also provided that second/subsequent instalment would be given to GMCs only after UCs in respect of first/earlier instalment is submitted in time.

Audit observed that none of the GMCs submitted any UCs to MoHFW till December 2015. Further, UCs submitted to MoHFW was without counter signature of the DMER and delay in submission of UCs ranged between 46 and 85 months. It was further observed that as of March 2019, UCs for ₹ 42.69 crore are pending. Due to non-submission of UCs in time, MoHFW had released second and last instalment to GoM during the period from October 2017 to September 2018. Thus, delayed submission of UCs by the GMCs had adversely affected the availability of funds with the GMCs for infrastructure works, purchase of equipment and appointment of faculty. This finally led to non-creation/increase of PG seats.

The DMER accepted the fact and stated (January 2020) that the instructions were issued to the GMCs to properly submit the UCs.

2.3.6.3 Physical verification of progress

The guideline issued by MoHFW prescribed for physical verification of the progress made by the GMCs by the GoM/GoI to monitor the scheme. Audit observed that no such physical verification was ever carried out by the MEDD (GoM)/GoI during the period from 2011-12 to 2018-19. This indicates that no monitoring mechanism was in existence to keep watch over the progress made by the GMCs for effective implementation of the scheme.

The DMER accepted (January 2020) the audit observation.

2.3.6.4 Non-submission of quarterly progress report by GMCs

The grant sanction order (October 2011) specifies that quarterly progress report of the activity carried out by the GMCs should be submitted to MoHFW.

Audit observed that none of the GMCs submitted any quarterly progress report of the activities to MoHFW during the period from 2011-12 to 2018-19.

The DMER accepted (January 2020) the audit observation and issued instructions to the GMCs for submission of progress report.

2.3.6.5 Gap Analysis Report and proposal under Phase-II

MoHFW has launched (April 2018) Phase-II of the SUSGMC scheme for creating new PG medical seats during the period from 2018-19 to 2020-21. The MoHFW instructed (June and October 2018) GoM to conduct the Gap Analysis and furnish the details of proposal showing component wise requirement of funds. Accordingly, DMER instructed (November 2018 and May 2019) the GMCs for submission of proposals for starting of new PG courses.

Audit observed that six[36] GMCs did not initiate any action to prepare Gap Analysis Report and to submit proposals and two[37] GMCs formed (May 2019) a committee for this purpose and remaining three[38] GMCs submitted (December 2018 to May 2019) Gap Analysis Report and proposals to DMER. Thus, the detailed proposals showing component wise requirement of funds are still to be submitted to MoHFW by the GoM under Phase-II of SUSGMC scheme.

The DMER replied (January 2020) that detailed proposal would be submitted after receipt of the same from all the GMCs.

2.3.7 Conclusion

In the absence of direction and monitoring by the DMER and GoM, although proposals were sent to GoI but detailed plans for getting funds and prioritising expenditure were not prepared. There was absence of budgetary and expenditure controls. Though, matching grants were to be provided in the ratio of 75:25 by GOI and GoM, release of grants was not coordinated as such. No report of physical progress and achievement of set targets was ever prepared and submitted by the GoM, as prescribed. Even after seven years since the launch of the Scheme, including extended period of two years, and after spending more than 91 *per cent* of the funds released, the GMCs could only add 79 (11 *per cent*) PG seats of the 692 seats targeted. Due to poor implementation of the Scheme, the objectives of upgrading the PG teaching facilities, increasing the intake capacity of the PG students, introducing new and higher courses, mitigating the shortage of specialists in the country, rectifying the deficiencies pointed out by MCI so as to protect colleges from derecognition of the existing courses and improving the quality of medical education, research and clinical treatment could not be achieved.

There was lack of monitoring and evaluation of the scheme by the GoM. Therefore, GoM/GMC need to conduct a Gap Analysis as required and detailed proposals prepared for better implementation and achieving the intended objective atleast in the second phase of SUSGMC.

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[36] Akola, Nagpur, Dhule, Nanded, Solapur and Yavatmal.
[37] Ambajogai and Aurangabad.
[38] Latur, Miraj and Pune.

2.3.8 Recommendations

1. Government may direct DMER to expedite the purchase of equipment and process of procurement of equipment, execution of infrastructure works and recruitment of faculty be well coordinated to avoid non-approval/rejection of PG courses/seats by the MOHFW;
2. Government may direct DMER to draw up a detailed action plan with component wise proposals for requirement of funds and submit to MoHFW since phase II of the scheme has started;
3. Government may ensure timely release of funds to GMC to create necessary infrastructure, equipment and faculty to increase/create PG seats. Government may also ensure necessary budgetary controls for proper utilisation of funds by the GMC; and
4. Government may direct DMER to ensure timely submission of utilisation certificate, monitoring and internal control mechanism be strengthened at all levels to achieve the objectives of the Scheme.

Urban Development Department

Municipal Corporation of Greater Mumbai

2.4 Non-recovery of premium as per the lease agreement

Failure of Municipal Corporation of Greater Mumbai to monitor compliance to the lease agreement by obtaining periodical information/financial statements from a Sports Club resulted in non-recovery of premium of ₹ 20.55 crore from non-sports activities.

The Municipal Corporation of Greater Mumbai (MCGM) executed (May 1993) an agreement for lease of land admeasuring 70,376 square meter situated at Worli, Mumbai to Sports Club for 99 years. The land was leased for sports facilities such as stadium, swimming pool, badminton hall and club house.

As per the terms and conditions of the agreement, the Sports Club should not assign or transfer the premises or any part thereof without the prior written consent of MCGM. Permission was also required to be obtained from MCGM for using the stadium for any purpose other than sports activities. Further, as per the prevailing policy of MCGM, premium at the rate of 33 *per cent* of the amount recovered by the Sports Club for holding any non-sports activities, was required to be paid to MCGM.

Scrutiny (November 2018 and November 2019) of the records of MCGM revealed the following:

(i) The Sports Club without obtaining the prior permission from MCGM, entered (November 2014) into an agreement with firm "A" for the operation and management of the arena and other specified areas, covering an area of 17,951 square meter, in the stadium at an annual management fee of ₹ 17.73 crore with escalation of 12 *per cent* per annum. The firm "A", in turn, transferred (January 2015) rights, obligations and liabilities granted under the said agreement in favour of its subsidiary firm "B". During 2014-18, the Sports Club had earned a revenue of ₹ 63.56 crore as management fees. However, the premium of ₹ 20.55 crore[39], being 33 *per cent* of the management fees earned by the Sports Club was not paid by them to MCGM as the Sports Club signed this agreement without obtaining the prior permission from MCGM, which was in violation of the extant rule/policy.

Further, as per the agreement executed between firm "A" and the Sports Club, the arena and specified area was to be utilised by firm "A" for 285 days in a year and balance 80 days by the Sports Club. Based on the information obtained from the Sports Club, Audit noticed that during 2013-19 (up to July 2018), the Sports Club/firm "B" had organised 323 events, of which 315 (98 *per cent*) events were non-sports events such as fashion week, award shows, femina beauty concerts, garba, musical concerts, religious functions and wedding functions. Thus, majority of events organised were non-sports events and the Sports Club had not obtained prior approval of MCGM in breach of the lease agreement.

Audit further observed that though the Sports Club had remitted premium of ₹ 1.26 crore for 70 non-sports events, MCGM did not counter-check the amount remitted by the Sports Club with the financial statements duly certified by Chartered Accountant nor did obtain periodical information of events or annual statements of accounts from the Sports Club.

(ii) During the inspection done by MCGM in 2018, it was noticed that the Sports Club had carried out unauthorised construction and change of use, contrary to the approved building plans of the premises. Some of the unauthorised construction and change of use noticed were as follows:

- Sports hall, seminar room and lecture hall were being used as banquet hall and card room.
- Equipment room at podium floor (foyer level) was being used as 200 seated multiplex movie hall.
- Equipment store was converted to kitchen for stadium. and;
- Construction of rooms on terrace.

MCGM also intimated (November 2019) the Sports Club about the possibility of mass casualty, which could happen due to fire incident or stampede in view of the unauthorised construction, change in use and various events being held without prior permission from fire, estates, building and factory departments of MCGM. Against a notice issued by MCGM in December 2018, directing the Sports Club to remove unauthorised construction and stop change of use,

[39] Management fees received by a Sports Club for both sports and non-sports events. Therefore, the premium at the rate of 33 *per cent* on management fees was calculated proportionately (₹ 62.29 crore) for non-sports events.

the Sports Club filed an appeal with the Urban Development Department (UDD), Government of Maharashtra, which granted (December 2018) stay on demolition and prosecution action against the Sports Club. However, no hearing in the case has been done by the UDD till date (November 2019). Thus, the unauthorised construction and change in use continued at the Sports Club without remedy, thereby risking the life of public attending the events.

MCGM stated (November 2019) that the Sports Club has been instructed to submit the agreements executed with the third parties and pay the share of revenue received from third parties along with 18 *per cent* interest. They further stated that notices were issued (April to December 2018) to the Sports Club against unauthorised construction but on appeal by the Sports Club a stay on demolition was granted by the UDD in December 2018.

Thus, the failure of MCGM to obtain information/financial statements from the Sports Club to ascertain the non-sports revenue/management fees and demand premium, resulted in non-recovery of premium of ₹ 20.55 crore. Besides, non-sports events are being held by the Sports Club without the permission of MCGM. The delay in vacating the stay has resulted in continued use of unauthorised construction and change in use risking public life. MCGM should establish a system to obtain periodical information/financial statements from all the leases to ensure that the leased land is used only for the intended purpose and the revenue due to MCGM is recovered in time, besides strengthening the internal control mechanism.

The matter was referred to the Government in January 2020; their reply was awaited as of June 2020.

Urban Development Department

2.5 Loss of revenue due to non-recovery of development charges at enhanced rate

Failure of Urban Development Department (UDD) to issue timely notification declaring a rail metro project as Vital Urban Transport Project undertaken by Pune Municipal Corporation and non-recovery of development charges at the enhanced rate by Thane Municipal Corporation even after issue of notification by UDD resulted in loss of ₹ 513.15 crore.

Development charges are levied by the Planning Authority (Authority) within its jurisdiction, on use or change or development of any land or building at rates specified under Section 124B of the Maharashtra Regional and Town Planning Act, 1966 (MRTP Act).

The Urban Development Department (UDD), Government of Maharashtra amended (August 2015) the provisions of Section 124B of MRTP Act and inserted sub-section 2-1A under section 124B. As per sub-section 2-1A, the development charges levied and collected under the provisions of section 124B were required to be increased by one hundred *per cent* where the State Government declared its intention to undertake one or more "Vital Urban Transport Project" (VUTP). VUTP projects means project related to mass rapid transport system such as metro rail, monorail, bus rapid transport system and includes freeways and sea links.

Scrutiny of the records of Thane Municipal Corporation (June 2019) and Pune Municipal Corporation (August 2018) revealed the following:

(i) UDD issued notification (1 March 2017) under sub-section 2-1A of section 124B of MRTP Act declaring its intention to undertake metro rail projects under the jurisdiction of Thane Municipal Corporation (TMC) and Municipal Corporation of Greater Mumbai (MCGM) as VUTP. Though, MCGM commenced recovery of development charges at enhanced rate, TMC continued the recovery at old rate till August 2019. This resulted in loss of revenue of ₹ 308.12 crore[40] for the period March 2017 to May 2019.

The TMC stated (September 2019) that the development charges at enhanced rate was not recovered inadvertently and added that recovery at enhanced rate has been commenced from September 2019.

The non-commencement of recovery of development charges by TMC even after issue of notification by the State Government indicated weak internal control in TMC.

(ii) UDD granted (September 2012 and October 2013) sanction to declare metro rail projects under the jurisdiction of Pune Municipal Corporation (PMC) and Pimpri-Chinchwad Municipal Corporation (PCMC) as VUTP. However, UDD issued notification under sub-section 2-1A of section 124B of MRTP Act declaring its intention to undertake the said projects as VUTP only on 10 May 2018 *i.e.*, after a delay of 32 months from the date of amendment to section 124B of the MRTP Act in August 2015. Due to delay in issue of notification by UDD, recovery of development charges at enhanced rate could not be effected by PMC. However, even before the issue of notification by the UDD in May 2018, PMC, after passing a resolution in its meeting held in June 2017, commenced the recovery at enhanced rate from August 2017. UDD, based on a complaint received, directed PMC to recover development charges at the enhanced rate only from the date of issue of notification *i.e.*, May 2018. Thus, the delay in issue of notification resulted in loss of revenue of ₹ 205.03 crore[41] for the period August 2015 to July 2017. Audit further noticed that PCMC also commenced recovery of development charges at enhanced rate from August 2015.

The PMC stated (October 2019) that the recovery would be made at the time of issue of occupancy certificate, plinth verification and revised sanction.

Reply is not acceptable as UDD had categorically stated that recovery at enhanced rate should be done only after issue of notification *i.e.*, May 2018. UDD also did not ensure that notifications for the VUTPs were issued

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[40] ₹ 616.24 crore as per enhanced rate (-) ₹ 308.12 crore already recovered at old rate.

[41] ₹ 410.06 crore as per enhanced rate (-) ₹ 205.03 crore already recovered at old rate.

promptly under sub-section 2-1A of section 124B subsequent to amendment in the MRTP Act to avoid any loss due to non-recovery of development charges at enhanced rate.

Thus, the failure of UDD to issue timely notification as per sub-section 2-1A of section 124B of the MRTP Act in respect of the metro rail project undertaken by PMC as VUTP and non-recovery of enhanced development charges by TMC resulted in loss of ₹ 513.15 crore[42]. As development charges at enhanced rate were required to be used specifically for financing VUTP, the non-recovery of development charges at enhanced rate would undermine the financing of VUTPs.

UDD should issue timely notifications declaring its intention to undertake one or more VUTP and Planning Authority like Municipal Corporations should invariably collect enhanced development charges. UDD should also have a monitoring mechanism to review and ensure that the development charges are recovered at enhanced rate.

The matter was referred to the Government in January 2020; their reply was awaited as of June 2020.

Housing Department

Maharashtra Housing and Area Development Authority

2.6 Loss on purchase of land

Payment at higher rate applicable to non-affected area, for a portion of land affected by utilities where no development was possible, resulted in loss of ₹ 5.37 crore.

The Pune Housing and Area Development Board (Board), a regional unit of the Maharashtra Housing and Area Development Authority (Authority), submitted (June 2016) a proposal to the Authority for purchase of private land at Jambul, Taluka Maval, District Pune measuring 1,23,230 square metre under section 52[43] of the Maharashtra Housing and Area Development (MHAD) Act, 1976. The proposed land had underground gas line and petroleum pipeline as well as 110 KV overhead high-tension power lines, on which no development works such as construction of building or structure, water tank, plantation and swimming pool was allowed.

During negotiations (October 2015) by the Rate Fixation Committee (RFC) of the Authority, the owner of the land offered to sell the land at the rate of ₹ 600

[42] TMC: ₹ 308.12 crore plus PMC: ₹ 205.03 crore = ₹ 513.15 crore.

[43] Section 52 of MHAD Act empowers the Authority to purchase, lease or exchange any land for any purpose.

per square feet for the entire plot of land. However, no decision was taken by the RFC. In the subsequent negotiations (June 2016), the owner offered a rate of ₹ 600 per square feet for non-affected area of land and ready reckoner rate for the area affected by utilities as per the land records (7/12 extract) of the Revenue Department which was accepted by RFC. Authority approved (July 2016) the proposal of the Board to purchase the land at the rate of ₹ 600 per square feet (₹ 6,456 per square metre) for the non-affected area and ₹ 120 per square feet (₹ 1,291.20 per square metre) for affected area as per 7/12 extract or the actual measurement. The Authority also approved 90 *per cent* payment at the time of execution of the sale deed and balance 10 *per cent* after measurement of land. Accordingly, sale deed between the land owner and Authority was executed and registered on 30 September 2016 at a cost of ₹ 73.64 crore as shown in **Table 2.6.1.**

Table 2.6.1: Particulars of area of land and rate approved

Particulars	Area in square metre	Approved rate per square metre	Total amount (₹ in crore)
A. Non-affected area of land			
(i)Area of land without encroachment	106158	6456.00	68.54
(ii)Area of land under encroachment	6300		4.07
Total of (i) and (ii)	**112458**		**72.61**
B. Affected area of land :Due to gas line, petroleum pipeline and overhead high tension power lines	7985	1291.20	1.03
Total (A+B)	**120443**		**73.64**
Source: Sale deed of 30 September 2016 executed between Authority and Land owner			

On joint measurement (February 2017) of land with the Revenue Department, the land was measured at 1,15,725.55 square metre (non-affected land: 1,07,739.55 square metre and affected land: 7,985 square metre), excluding encroached land. Authority paid (September 2016 and March 2017) ₹ 70.59 crore to the land owner for 1,15,725.55 square metre land in two instalments. The balance amount of ₹ 3.05 crore was not paid as land measuring 6,300 square metre was not handed over by the land owner to the Board free of encroachment (June 2019).

Audit scrutinised (June 2019) the records of the Board and observed that the No Objection Certificates issued on 24 March 2015, 28 May 2015 and 18 March 2016 by the utility providers stipulated that no development could be carried out at a distance of 30 metre, 18 metre and 22 metre around the underground gas line, petroleum pipeline and overhead high-tension power lines respectively. Accordingly, this area was also to be considered as affected. Considering this, the Board had correctly worked out (September 2016) the affected area of land in which no development activities could be carried out as 18,386[44] square metre.

However, RFC did not take this into consideration while working out the affected area though the details were available with the Board. RFC considered the area affected by utilities as 7,985 square metre without

44 Gas and Petroleum pipe line: 13,311 square metre *plus* overhead high tension power line: 5,075 square metre.

reckoning the stipulation imposed by the utility providers and the consequent affected area worked out by the Board. Thus, the decision to purchase the affected land of 10,401[45] square metre at the rate of ₹ 6,456 per square metre instead of at the rate of ₹ 1,291.20 per square metre was not judicious, resulting in a loss of ₹ 5.37 crore[46].

Board stated (July 2019) that the land affected by utilities measuring 7,985 square metre was considered as per the Authority's decision. The reply was silent on the reasons for not considering the affected area as stipulated by the utility providers.

The matter was referred to the Government in October 2019; their reply was awaited as of June 2020.

Housing Department

Maharashtra Housing and Area Development Authority

2.7 Undue benefit to a developer

Grant of No Objection Certificate (NOC) by Mumbai Building Repairs and Reconstruction Board for the entire sale component of a sale building despite non-fulfilment of the NOC condition, resulted in undue benefit of ₹ 32.12 crore to a developer.

Redevelopment of category "A" cessed buildings[47] situated in the island city of Mumbai may be undertaken as per the provisions of Regulation 33(7) of the Development Control Regulations for Greater Mumbai, 1991 (DCR, 1991) and Section 103-I of the Maharashtra Housing and Area Development (MHAD) Act, 1976. Under these provisions, the developer is required to rehabilitate each occupier in the old building with the carpet area occupied by him subject to minimum of 20.90 square metre (225 square feet) and maximum carpet area of up to 70 square metre (753 square feet). The Floor Space Index (FSI)[48] for rehabilitation allowed was 2.5 of the gross plot area or the FSI required for rehabilitation of existing occupier plus 50 *per cent* incentive FSI, whichever is more. The incentive FSI was to be used by the developer for constructing building for sale (sale component). The surplus area (difference between FSI availed while reconstructing the building and the

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45 Total affected area: 18,386 square metre less affected area:7,985 square metre considered by the Board.

46 Rate for non-affected area: ₹ 6,456 per square metre *less* rate for affected area: ₹ 1291.20 per square metre = ₹5,164.80 per square metre. Therefore, the loss on 10,401 square metre at the rate of ₹ 5,164.80 per square metre worked out to ₹ 5,37,19,085 *i.e.,* ₹ 5.37 crore.

47 Building that was built before the first day of September 1940 is classified as category "A" cessed building.

48 FSI is the ratio of allowed built-up area to the plot area.

FSI utilised in the construction of the old building) was also required to be surrendered to Mumbai Building Repairs and Reconstruction Board (MBR&RB), a unit of Maharashtra Housing and Area Development Authority (Authority), to the extent specified in the Schedule III of MHAD Act, 1976.

Audit scrutinised (January 2019) the records of the MBR&RB and observed that MBR&RB had issued (November 2016), No Objection Certificate (NOC) to a developer for redevelopment of cessed building property at Chinchpokali, Mumbai under Regulation 33(7) of DCR, 1991, with FSI 2.5 for rehabilitation of 199 tenants. As per the plan approved (March 2007) by the Municipal Corporation of Greater Mumbai (MCGM), four buildings (three for rehabilitation; one for sale) were to be constructed.

The Urban Development Department (UDD), Government of Maharashtra vide amendment (May 2011) to DCR 33(7) increased the minimum carpet area to be provided to the tenants in the cessed building from 20.90 square metre to 27.88 square metre (300 square feet) and increased FSI from 2.5 to three. In October 2013, UDD deleted the condition in the amendment that the revised FSI was not applicable to the work completed up to plinth level. In view of the amendment, the developer applied (April 2014) for revised NOC considering FSI as three. The developer also revised/amended the building plan under which five buildings (three of rehabilitation; one for sale; one composite[49] building) were to be constructed. The revised/amended plan was approved by MCGM in November 2016.

Meanwhile, Housing Department, Government of Maharashtra, sanctioned (April 2014) the proposal of MBR&RB, for granting revised NOC with the condition that area of free of FSI and fungible area[50] should not be included in the carpet area of rehabilitation tenants. Accordingly, MBR&RB sanctioned (April 2014) revised NOC with FSI as three. As per the revised NOC, full occupation certificate for the sale building was not to be granted to the developer under any circumstances till all the occupants of old cessed buildings were rehoused and surplus area (3,595.65 square metre) was surrendered to MBR&RB.

The developer completed the construction of three rehabilitation buildings and one sale building having built up area of 10,782.61 square metre, out of the five buildings to be constructed. The developer also surrendered (June 2017) surplus area of 1,220.59 square metre, out of 3,596.65 square metre to be surrendered, to MBR&RB. The MBR&RB issued (April 2017) NOC for rehabilitation buildings and also for sale building to the developer for obtaining occupancy certificate (OC) from MCGM. MCGM issued (April 2017) full and final OC for three rehabilitation buildings and one sale building.

Audit observed that out of 199 cessed tenants to be rehabilitated, only 95 cessed tenants were re-housed while remaining tenants were not re-housed as they had filed writ petition in the Bombay High Court on the ground that the tenements constructed were not free of FSI and fungible area. Besides, the

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49 Comprised of rehabilitation, sale and surplus area.

50 Fungible area is the additional floor area developed by the builder over and above the admissible floor space index.

developer also surrendered only part of the total surplus area instead of the total surplus area. Thus, though the developer had not fulfilled the condition of the revised NOC, MBR&RB issued NOC for the entire sale building having built-up area of 10,782.61 square metre. Even after considering the actual constructed area of 8,473.73 square metre for rehabilitation and surplus area, the excess release to the developer worked out to 2,308.88 square metre (10,782.61 less 8,473.73).

Thus, the grant of NOC for the entire sale component without restricting it to the rehabilitation and surplus area actually constructed by the developer resulted in undue benefit of ₹ 32.12 crore[51] to the developer.

The matter was referred to the Government in August 2019; their reply was awaited as of June 2020.

Tribal Development Department

2.8 Idle expenditure

Non-construction of Government Tribal Hostel Building as per type plan resulted in idle expenditure of ₹ 1.65 crore and avoidable payment of hostel rent of ₹ 13.50 lakh besides depriving tribal students from availing proper Government hostel building facilities.

The Tribal Development Department (TDD), Government of Maharashtra issued (January 2007) the parameters/norms for construction of hostel building, which envisaged construction of ground plus two floors[52] of hostel building accommodating 125 students in order to provide better facilities for education to tribal students. The TDD gave Administrative Approval (AA) of ₹ 1.72 crore each (October 2010) to construct hostel buildings for boys and girls accommodating 125 students each in Tumsar taluka of Bhandara district under Integrated Tribal Development Project (ITDP), Bhandara. The ITDP, Bhandara is required to prepare the proposal for construction of new hostel building after carrying out the survey and in case of ongoing construction works they are required to review the progress of the work as prescribed (November 1993) by the TDD. Thus, the ITDP, Bhandara should ensure the construction of the hostel according to type plan.

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[51] 2,308.88 square metre @ ₹ 1,39,100 per square metre as per Ready Reckoner rate of 2017-18 = ₹ 32,11,65,208 *i.e.*, ₹ 32.12 crore.

[52] Ground floor provision of Entrance/Waiting Room, Warden Residence room, Gymnasium, Entertainment hall, Dining hall, Sick room, Kitchen/Pantry. First floor provision of two Dormitories halls having eight student accommodation capacities, 12 rooms having capacity of 4 students in each room, library, study room, reading room, store room *etc*. Second floor provision of 21 rooms having capacity of 4 students in each room and the provision of two Toilet Block and bathrooms.

During scrutiny of the records of the ITDP, Bhandara (December 2018) it was observed that the Public Works Circle, Nagpur accorded the technical sanction (October 2012) only to the ground floor for girls hostel for ₹ 1.52 crore and ground plus first floor for boys hostel for ₹ 1.46 crore respectively instead of ground plus two floors in each building as per the norms of the TDD. This was attributed (July 2015) to the site being uneven and 2.5 meters below the level of the adjacent State highway which required additional work of refilling and levelling of the site. The AA cost was inadequate to cover this additional work.

Accordingly, the work order was issued (April 2013) by the Public Works Division (PWD), Bhandara for construction of the ground floor of girls hostel and ground plus first floor of boys hostel including the work of refilling and levelling of the site, instead of the ground plus two floors as prescribed by the TDD. This was in complete violation of the type plan and without obtaining revised AA from competent authority. The ITDP, Bhandara did not make any efforts to get the revised AA either by conducting survey or by review of the progress of work as prescribed by the TDD till September 2015.

Both the Hostels were completed (November 2016) and the ITDP, Bhandara was asked (December 2016) by the PWD to take possession of the buildings by handing over a signed receipt for the same to PWD. The ITDP, Bhandara took possession of these buildings (2017-18) without handing over signed receipt to PWD and accommodated 94 girl students in boys' hostel building which has intake capacity of 64 students only. Further, the hostel building constructed for girls was kept vacant since its completion (November 2016) as shown in the following photographs taken at the time of joint physical verification (February 2019).

	
Inside view of the vacant girls hostel building.	94 girls accommodated in the boys hostel building having intake capacity of 64 only.

The boys were not admitted in the newly constructed hostel building since 2016 as the hostel building was not constructed according to the type plan. Meanwhile, PWD, Bhandara sent (September 2015) revised estimates for ₹ 4.99 crore and ₹ 3.99 crore respectively for boys and girls hostel as per type plan *i.e.*, for ground plus two floors in each building to the ITDP to obtain the revised AA. The ITDP, Bhandra in turn, sent (September 2015, June 2016 and December 2016) it to the Regional Office Tribal Development, Nagpur for obtaining the revised AA from GoM.

The Regional Office Tribal Development, Nagpur replied (February 2019) that the matter was referred (March 2018) to the Public Works Circle, Nagpur for detailed study. The revised AA was awaited.

Thus, the tribal boys numbering between 77 and 125 during 2015-2019 had to be accommodated in a rented hostel building on which an amount of

₹ 13.50 lakh towards rent for the period 2016-2019 was paid. Non-construction of the hostels as per the prescribed Type plan resulted in overcrowding in the rented building for boys as well as the newly constructed boys hostel building where the girls were accommodated.

This has resulted in an idle expenditure of ₹ 1.65 crore on construction of hostel building for girls and avoidable payment of hostel rent of ₹ 13.50 lakh besides depriving tribal students from availing proper Government hostel building facilities.

The matter was referred to the Government in April 2019; their reply was awaited as of June 2020.

Tribal Development Department

2.9 Blocking of funds under the scheme of supply of Oil pumps and HDPE pipes to Tribal farmers

Failure of Tribal Development Department to purchase and distribute Oil pumps and HDPE pipes resulted in blocking of fund of ₹ 54.58 crore and deprival of benefit of irrigation facility to tribal farmers.

The Tribal Development Department (TDD), Government of Maharashtra (GoM) is implementing (1977) a scheme of providing Oil pumps/Electrical pumps on 100 *per cent* subsidy to tribal farmers. The detailed instructions were also issued by the TDD from time to time for implementation of the scheme. The objective of the scheme was economic development of the tribal farmers by bringing the maximum possible land area under irrigation through optimum utilisation of available resources and energy with the intention of their agriculture development. Accordingly, the Maharashtra State Co-operative Tribal Development Corporation (MSCTDC), Nashik was entrusted with the job of Oil pumps procurement and their distribution to the tribal farmers selected by Integrated Tribal Development Projects (ITDPs). Similarly, the High Density Poly Ethylene (HDPE) pipes were also to be procured and distributed to these farmers through MSCTDC in terms of GoM instructions (February 2013) for the supply HDPE pipes.

Scrutiny of the records of the ITDP, Pandharakwada (September 2017) and further information made available (March 2019) by the MSCTDC, Nashik in respect of the 29 ITDPs in entire State revealed that 16,226 beneficiaries were selected for supply of oil pumps[53] and 18,588 were selected for supply of HDPE pipes during the period from 2014-15 to 2016-17, under Tribal Sub Plan (TSP) and Other TSP (OTSP). An amount of ₹ 54.58 crore was deposited

[53] Except for the year 2014-15.

with the MSCTDC, Nashik during the period from 2014-15 to 2016-17 by the 29 ITDPs.

In above context audit observed as follows:

E-tendering process for procurement of HDPE pipes for the year 2014-15 was taken up (June 2015) by the MSCTDC but it was cancelled (August 2015) by the TDD due to objections raised by some bidders. This process was again taken up (March 2016) but the same was also cancelled (October 2016) by MSCTDC citing the reason of technical difficulties.

Similarly, MSCTDC decided (October 2016) to procure Oil pumps for the year 2015-16 through e-tendering but the same could not materialise due to GoM decision (December 2016) of depositing the cost of these items into the bank account of the beneficiaries.

Based on the GoM decision (December 2016), MSCTDC, Nashik requested TDD to implement the scheme through the ITDPs. TDD directed (August 2017) MSCTDC to surrender the unspent amount of ₹ 54.58 crore to the Government account. But, TDD failed to intimate (March 2019) the head of account for depositing the same and the amount is still lying with the MSCTDC.

Again, TDD decided (December 2017) to implement the scheme through the Agricultural Department under the "Birsa Munda Krishi Kranti Yojana". Accordingly, TDD issued a circular (January 2018) to all the ITDPs and MSCTDC to transfer the total fund received for purchase of Oil pumps and HDPE pipes along with list of beneficiaries to the District Superintendent Agriculture Offices (DSAOs) of the Agriculture Department. MSCTDC, Nasik transferred (January 2018) the funds to the regional MSCTDC offices for onward transfer to the DSAOs. But, the DSAOs refused to receive the amount except six[54] who received ₹ 13.26 crore, as the GoM instructions were regarding implementation of the scheme by the Agriculture Department from 30 December 2017 onwards and prior period scheme was to be implemented by the ITDPs only.

It was again decided (November 2018) by the TDD to transfer the cost of Oil pumps and HDPE pipes directly into bank accounts of the beneficiaries. Accordingly, TDD directed (February 2019) MSCTDC, to take back the amount transferred to the DSAOs but no action has been taken till date.

Thus, the MSCTDC, neither purchased the items nor surrendered the unspent amount of ₹ 54.58 crore to the government account till March 2019, in spite of the Government instructions (October 2017) to that effect. This indicated complete lack of coordination between various departments, agencies *etc*., of the GoM in implementation of the scheme.

The ITDP, Pandharakwada attributed (August 2018) this to inordinate delay in taking action/decision on the part of MSCTDC. The MSCTDC stated (March 2019) that the matter was pending with GoM for appropriate decision.

Hence, failure of the TDD, GoM to take appropriate decision to purchase and distribute the Oil pumps and HDPE pipes to identified tribal farmers had

[54] Bhandara, Chandrapur, Gadchiroli, Junnar, Nandurbar and Yavatmal.

resulted in blocking of fund of ₹ 54.58 crore for more than five years with MSCTDC, besides depriving the tribal farmers of reaping the benefits of irrigation facility.

The matter was referred to the Government in May 2019; their reply was awaited as of June 2020.

Social Justice and Special Assistance Department

2.10 Irregular construction

Failure to comply with the Government directives by Social Justice & Special Assistance Department resulted in irregular construction of Memorial and Museum for personal belongings of Dr. B.R. Ambedkar on private land at Chincholi, Nagpur for ₹ 22.15 crore.

Under the Vidarbha Development Programme 2009-10, Social Justice and Special Assistance Department (SJSAD), Government of Maharashtra (GoM) decided (March 2011) to construct Memorial Museum, Meditation and Socio-culture Training centre for personal belongings of Dr. B.R. Ambedkar on a private land owned by Non-Government Organisation (NGO) at Chincholi in Nagpur. The administrative approval was accorded (March 2011) by SJSAD for ₹ five crore and subsequently revised (March 2012) to ₹ 40.76 crore.

GoM declared (March 2011) Nagpur Improvement Trust (NIT) as nodal agency for execution of the said work. The GoM directed (March 2011) the Regional Social Welfare Office, Nagpur (Regional Office) to execute a tripartite Memorandum of Understanding (MoU) among NIT, the Social Welfare Department, Nagpur and the NGO (land owner). These directions stipulated that the NGO should first transfer the land to SJSAD and thereafter NIT should start the proposed project construction work. After completion of the work, NIT should hand over the said project to SJSAD. Further, Maharashtra Public Works Manual ((MPWM) provides that no works should commence on the land which is not duly handed over by the responsible civil officer/person concerned.

During scrutiny of records of the Regional Office, Audit observed (February 2019) that a tripartite MoU was signed (August 2012) between NIT, NGO and Social Welfare Department, Nagpur Further, an agreement was also executed (January 2013) between the NGO and Social Welfare Department, Nagpur for execution of the project stating that the land at Mouza, Chincholi was being transferred to the Social Welfare Department for development work. The SJSAD released ₹ 33 crore (₹ five crore – May 2011, ₹ five crore – April 2012 and ₹ 23 crore – March 2017) to NIT (March 2019). The Social Welfare Department, Nagpur asked (January 2013) NIT to start construction work on the said land at Chincholi, Nagpur. However, it was noticed (February 2019) that neither the Social Welfare Department, Nagpur had taken any efforts towards transferring the land nor the NGO transferred it to SJSAD. NIT issued (June 2016) the work order and an expenditure of ₹ 22.15 crore was incurred (March 2019) on the work.

Meanwhile, GoM issued (December 2015) Rules governing the allotment of grants to the Non-Government Organisations (NGOs) for construction of memorial of great persons of the Scheduled Caste and Nav-Bouddha community and development of their historically important places. These Rules (Annexure C) stipulated that the agreement with these NGOs should contain a clause of recovery of grant amount in one lump along with interest rate applicable to long-term deposits of the nationalised bank for breach of terms and conditions. But, the Social Welfare Department, Nagpur failed to incorporate the said clause in the MoU/agreement with the NGO before issue of the work order by the NIT.

The NGO showed (July 2017) his inability to transfer the land to SJSAD.

Thus, without ensuring that the land was transferred to SJSAD, the Social Welfare Department, Nagpur asked NIT to start the work which had already spent (March 2019) ₹ 22.15 crore on the project constructed on the private land. This violated the GoM instructions, the tripartite MoU and the agreement resulting in irregular expenditure of ₹ 22.15 crore on the construction work carried out on a private land.

The Regional Social Welfare Office, Nagpur replied (February 2019) that the GoM would be requested to delete the condition of transfer of land to the SJSAD.

The reply is not acceptable since the expenditure out of government funds is always done for the public purpose and in the instant case no public purpose would be served if the title of the land is not in the name of the SJSAD. This may also result in the idling of the entire expenditure as the NGO by refusing to transfer the land had breached the MoU and agreement conditions. Besides, SJSAD failed to include the clause of recovery of the grant amount in one lump along with interest rate applicable to long term deposits of the nationalised banks in case of breach of MoU conditions by the NGO.

The matter was referred to the Government in April 2019; their reply was awaited as of June 2020.

Public Health Department

2.11 Idle expenditure on establishment of Trauma Care Centre

Trauma Care Centre at Vaijapur, District Aurangabad was not operational since last six years for want of electric supply resulting in idle expenditure of ₹ 1.66 crore.

Accidental trauma is a leading cause of mortality in India. If basic life support, first aid and replacement of fluids[55] can be arranged within the first hour of the injury (the golden hour), lives of many of the victims can be saved. In view of the above, the Public Health Department (PHD), Government of Maharashtra (GoM) decided (March 2007) to establish a Level III[56] Trauma Care Centre (TCC) having 10 beds[57] in the premises of Sub-District Hospital (SDH), Vaijapur, District Aurangabad, near National Highway-8.

The administrative approval was accorded (August 2010) and the technical sanction to the work was granted (May 2011) by Public Works Circle, Aurangabad for construction of the TCC. The Public Works Department (PWD) issued (August 2011) work order, completed the work after incurring an expenditure of ₹ 1.66 crore and handed over (August 2013) the TCC to SDH, Vaijapur (SDH).

During scrutiny of records of SDH, Vaijapur audit observed (August 2017) that after taking over possession of TCC, the SDH requested (May 2014) Maharashtra State Electricity Distribution Company Ltd. (MSEDCL) to submit the estimate for work of Express Feeder Line (EFL) considering the need of uninterrupted electric power supply to operate the lift and blood bank of the TCC. The SDH submitted (May 2014) an estimate of ₹ 75 lakh to the District Hospital, Aurangabad. But, the District Hospital, Aurangabad requested (September 2014) Directorate of Health Services, Mumbai (DHS) for the fund of ₹ 32 lakh only. The SDH again requested (June 2015) the District Hospital, Aurangabad for the fund of ₹ 77.22 lakh and the District Hospital, Aurangabad asked (June 2015) the SDH to submit the detailed estimate for the same which has not been submitted till date. This indicates lack of clarity between the District Hospital, Aurangabad and SDH with regard to the estimated expenditure on EFL.

Meanwhile, the MSEDCL refused (June 2015) to provide EFL/HT connection as the SDH and TCC are situated in the same premises and more than one HT connection cannot be provided for a single premises. The SDH was asked to apply for load enhancement and the application for load enhancement was accordingly made (August 2015) by the SDH. The MSEDCL accorded (December 2016) technical sanction for the above load enhancement for ₹ 2.64 lakh. But, the work could not be done as the said amount is yet to be paid by SDH.

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[55] Fluid replacement or fluid resuscitation is the medical practice of replenishing bodily fluid lost through sweating, bleeding, fluid shifts or other pathologic processes.

[56] Level III TCC would provide initial evaluation and stabilise accident victims.

[57] Five Intensive Care Units and Five General Trauma Beds.

The DHS, Mumbai had appointed a total staff of eight consisting of Doctors, Nurses *etc*., against the sanctioned strength of 15 for the TCC between August 2007 and December 2008. But, due to non-functioning of TCC, these persons were diverted to SDH.

During the period from 2013 to 2019, SDH Vaijapur had received 521 accidental cases and 114 head injury cases, which could not receive the benefit of TCC facility.

From the above it is clear that no efforts were made by either the SDH or the District Hospital, Aurangabad to deposit the fund of ₹ 2.64 lakh as demanded by the MSEDCL for load enhancement. Instead, the matter is being constantly pursued with the MSEDCL for providing EFL which had already been refused.

On this being pointed out, the SDH stated (May 2019) that for want of EFL, distribution point and the electric meter TCC is not functioning. The District Hospital, Aurangabad attributed (May 2019) this to non-submission of the detailed estimates for installation of EFL, distribution point and the electric meter by the SDH.

Thus, due to lack of clarity and coordination among the various Government departments and agencies desired electric supply was not provided to the TCC. This has resulted in idle expenditure of ₹ 1.16 crore on construction of TCC, besides depriving beneficiaries of intended benefits since last six years.

The matter was referred to the Government in June 2019; their reply was awaited as of June 2020.

Higher and Technical Education Department

2.12 Irregular release of excess amount of grant-in-aid to the non-government technical institutes

Non-adjustment of excess grant released during previous years by Higher and Technical Education Office, Amravati resulted in irregular release of excess grant-in-aid of ₹ 1.34 crore in violation of the prescribed Rules.

The Government of Maharashtra (GoM) issued (May 1978) directions approving the Rules for assessment and payment of grant-in-aid to Non-Government Engineering, Technical and Technological Colleges and Polytechnics in the State. These Rules stipulate payment of the maintenance grants to the grantee institutions at the rate of 90 *per cent* of the total admissible expenditure or the deficit (admissible expenditure minus receipts) whichever is less, on the budget estimates of the institutions for the year, provided the excess or shortfall, if any, shall be adjusted in the following year, on the basis of actual audited expenditure.

Scrutiny of the records (May 2019) of the office of the Higher and Technical Education, Amravati (HTE) revealed that the HTE had carried out the assessment of grants released by the Directorate of Technical Education (DTE), Mumbai with reference to the expenditure incurred by two educational institutions at Amravati and Akola for the period from 2009-10 to 2017-18 and 2009-10 to 2016-17 respectively. The HTE in its assessment orders for both the institutes had pointed out excess release of grants amounting to ₹ 1.34 crore (₹ 99.60 lakh+₹ 33.93 lakh) as detailed in the **Appendix 2.12.1.** But, the DTE, Mumbai had been releasing the grant-in-aid to both the institutes without adjusting the excess release being pointed out by the HTE.

Thus, non-adjustment of excess grant released during previous years, tantamounts to irregular release of excess grant-in-aid of ₹ 1.34 crore in violation of the prescribed rules.

On this being pointed out by audit, the HTE stated (July 2019) that every year the matter of excess release of grant to the aforesaid institutions was reported to the DTE being grant releasing authority. The DTE, Mumbai stated (August 2019) that the HTE who is the drawing and Disbursing Officer for distributing the grant to the institutes had been instructed (June 2016) to adjust the excess grant paid previously before disbursing the grant for the current year.

Thus, the HTE had irregularly released excess grant in violation of the Rules to the private technical institutions.

The matter was referred to the Government in July 2019; their reply was awaited as of June 2020.