



**Report of the
Comptroller and Auditor General of India
on
Economic Sector
for the year ended 31 March 2012**



**Government of Rajasthan
Report No. 3 of the year 2013**

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Preface

1. This Report has been prepared for submission to the Governor under Article 151 of the Constitution.
2. Chapter 1 of this report indicates auditee profile, authority for audit, planning and conduct of audit, organisational structure of the office of the Principal Accountant General (Economic and Revenue Sector Audit) and response of the Departments to the draft paragraphs. Highlights of audit observations included in this report have also brought out in this Chapter.
3. Chapter 2 deals with the findings of performance audit while Chapter 3 covers compliance audit in various departments.
4. The Report covers significant matters arising out of the compliance and performance audits of Economic Sector Departments including Autonomous Bodies. The Reports containing points arising from audit of the financial transactions relating to General and Social Sector Departments, Panchayat Raj Institutions and Urban Local Bodies, Statutory Corporations & Government Companies and Revenue Receipts are presented separately.
5. The cases mentioned in the Report are among those which came to notice in the course of test-audit of accounts during the year 2011-12 as well as those which had come to notice in earlier years but could not be dealt with in previous Reports; matters to the periods subsequent to 2011-12 have also been included, wherever necessary.

Chapter 1

Introduction

Chapter 1

Introduction

1.1 About this Report

This Report of the Comptroller and Auditor General of India (C&AG) relates to matters arising from Performance Audit of selected programmes and activities and Compliance Audit of Economic Sector departments and autonomous bodies.

Compliance audit refers to examination of the transactions relating to expenditure of the audited entities to ascertain whether the provisions of the Constitution of India, applicable laws, rules, regulations and various orders and instructions issued by the competent authorities are being complied with. On the other hand performance audit, besides conducting a compliance audit, also examines whether the objectives of the programme/activity/department are achieved economically and efficiently.

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

This chapter, in addition to explaining the planning and extent of audit, provides a synopsis of the significant deficiencies in implementation of selected schemes, significant audit observations made during the audit of transactions and follow-up on previous Audit Reports. Chapter 2 of this Report contains findings arising out of performance audit of programmes/activities of the selected divisions of Water Resources Department (WRD). Chapter 3 contains observations on compliance audit of the Government departments.

1.2 Profile of Audit Entity

Seven economic sector departments, headed by Additional Chief Secretary/Principal Secretary/Secretaries, who are assisted by Commissioner/Deputy Secretaries and subordinate officers and also their Autonomous Bodies are audited by the Principal Accountant General (Economic and Revenue Sector Audit), Rajasthan (Jaipur).

The comparative position of expenditure incurred by the Government of Rajasthan during 2009-10 to 2011-12 is given in Table 1.

Table 1: Comparative position of expenditure

(₹ in crore)

Particulars	2009-10			2010-11			2011-12		
	Plan	Non-Plan	Total	Plan	Non-Plan	Total	Plan	Non-Plan	Total
Revenue expenditure									
General services	101	15,546	15,647	175	16,562	16,737	422	18,287	18,709
Social services	3,007	13,487	16,494	3,929	13,966	17,895	5,947	15,981	21,928
Economic services	3,179	4,793	7,972	4,649	5,571	10,220	5,780	6,964	12,744
Grants-in-aid	-	19	19	-	21	21	267	6	273
Total	6,287	33,845	40,132	8,753	36,120	44,873	12,416	41,238	53,654
Capital expenditure									
Capital Outlay	5,819	(-) 644 ¹	5,175	5,231	20	5,251	7,103	16	7,119
Loans & Advances disbursed	463	35	498	189	73	262	1,051	58	1,109
Payment of Public Debt			2,945	-	-	3,317	-	-	3,490
Contingency Fund			-	-	-	-	-	-	-
Public Accounts disbursement			1,07,714	-	-	1,16,298	-	-	1,22,320
Total			1,16,332			1,25,128			1,34,038
Grand Total			1,56,464			1,70,001			1,87,692

Source: Audit Report on State Finances for the year 2011-12.

1.3 Authority for Audit

The authority for audit by the Comptroller and Auditor General of India (C&AG) is derived from Articles 149 and 151 of the Constitution of India and the C&AG's (Duties, Powers and Conditions of Service) Act, 1971. The Principal Accountant General (Economic and Revenue Sector Audit), Rajasthan, Jaipur conducted audit of expenditure of Economic Sector Departments and Autonomous Bodies of the Government of Rajasthan under Sections 13², 14³, 15⁴ 17⁵ and 20⁶ of the C&AG's (DPC) Act. The principles and methodology for the performance and compliance audit are prescribed in the manual issued by the C&AG.

1. Minus figure is due to transfer of ₹ 688 crore from Rajasthan State Investment Fund.
2. Audit of (i) all expenditure from the Consolidated Fund of the State, (ii) all transactions relating to Contingency Fund and Public Accounts and (iii) all trading, manufacturing, profit & loss accounts, balance sheets & other subsidiary accounts.
3. Audit of (i) all receipts and expenditure of a body or authority substantially financed by grants or loans from the Consolidated Fund of the State and (ii) all receipts and expenditure of any body or authority where the grants or loans to such body or authority from the Consolidated Fund of the State in a financial year is not less than ₹ 1 crore.
4. Audit of grant or loan given for any specific purpose from the Consolidated Fund of India or State to any authority or body, to scrutinise the procedures by which the sanctioning authority satisfies itself as to the fulfilment of the conditions subject to which such grants or loans were given.
5. Audit of accounts of stores and stock.
6. Audit of accounts of any body or authority on the request of the Governor, on such terms and conditions as may be agreed upon between the C&AG and the State Government.

1.4 Organisational Structure of the Office of the Principal Accountant General (Economic and Revenue Sector Audit), Rajasthan



Under the directions of the C&AG, the office of the Principal Accountant General (Economic and Revenue Sector Audit), Rajasthan, conducts audit of Revenue and Economic Sector Departments including Public Sector Undertakings and

Autonomous bodies through three groups.

1.5 Planning and conduct of audit

The Audit process starts with the assessment of risk exposure of various Government departments/organisations/autonomous bodies and schemes/projects, etc. Risk assessment based on expenditure, criticality/complexity of activities, level of delegated financial powers, assessment of overall internal controls and the concerns of stakeholders. Previous audit findings are also considered in this exercise.

After completion of audit of each unit, Inspection Reports, containing audit findings, are issued to the head of the unit. The units are requested to furnish replies to the audit findings within one month of receipt of the Inspection Report. Whenever replies are received, audit findings are either settled or further compliance is advised. The important audit observations arising out of these Inspection Reports are processed for inclusion in the Audit Reports.

1.6 Significant audit observations

During the last few years, Audit has reported several significant deficiencies in implementation of various programmes/activities as well as the quality of internal controls in selected departments through Performance Audits (PAs) which had impacted the success of programmes and functioning of the departments. Similarly, the deficiencies noticed during compliance audit of the Government departments/organisations were also reported.

1.6.1 Performance Audit of programmes/activities/departments

Chapter 2 of this report contains the performance audit of Water Resources Department. The salient features of the performance audit are discussed below:

1.6.1.1 Performance Audit of Water Resources Department

Rajasthan is the driest State in the country. To address the problems faced by the water sector, the Government of Rajasthan has adopted the State Water Policy in 1999 supported by a long term State Water Plan, which was further

revised in 2010. For optimum utilisation of surface water and to create irrigation potential, the Water Resources Department (WRD) has launched various major, medium and minor irrigation projects (MIPs). As on March 2012, three major, six medium and 159 minor projects were completed and one major, five medium and 43 MIPs were in progress.

A performance audit of the water resources department revealed that the objective of utilising surface water for irrigation through construction of irrigation projects could not be achieved due to long delays in completion of the projects due to non-availability of project site, delay in approval of drawing and design, inadequacy of funds. Instances of wrong calculation of Benefit Cost (BC) ratio to make the projects viable were also noticed. Non/less receipt of water in the dams despite sufficient rainfall indicated defective hydrology. Further, the State Government was deprived of revenue of ₹ 147.50 crore due to non-revision of water rates as per State Water Policy and the grant of ₹ 307.77 crore from the European Commission was also not received due to non setting up of the Water Regulatory Authority and not achieving milestones. Excess expenditure incurred on deposit works were not recovered and unclaimed deposit balances not credited to the consolidated fund of the State. Supervision and administrative inspection system, Monitoring and Internal Control Mechanism were poor and Internal Audit of the department was due since 1994.

(Paragraph 2.1)

1.6.2 Significant audit observations during Compliance Audit

Audit observed significant deficiencies in critical areas, which had impacted the effectiveness of the State Government. Some important findings of compliance audit (three paragraphs) have also been reported in Chapter 3. The major observations relate to the following categories:

1.6.2.1 Non-compliance with rules and regulations

For sound financial administration and control, it is essential that expenditure conforms to financial rules, regulations and orders issued by the competent authority. This helps in maintaining financial discipline, prevent irregularities, misappropriation and frauds. This report contains instance of non-compliance with rules and regulations involving ₹ 4.63 crore as mentioned below:

Executive Engineer, Water Resources Department, Division II, Bhilwara got the repair works done through contractors in violation of provisions/guidelines of Mahatma Gandhi National Rural Employment Guarantee Scheme resulting in unauthorised expenditure of ₹ 4.63 crore apart from non achievement of objective of enhancing livelihood security in rural areas.

(Paragraph 3.1.1)

1.6.2.2 Persistent and pervasive irregularities

An irregularity is considered persistent if it occurs year after year. It is deemed pervasive when prevalent in the entire system. Recurrence of

irregularities, despite being pointed out in earlier audits, is indicative of slackness on the part of the executive and lack of effective monitoring. This in turn encourages willful deviations from observance of rules/regulations and results in weakening of administrative structure. Audit observed the instances of persistent and pervasive irregularities of ₹ 10.67 crore as detailed below:

Proposing and awarding the work of roads passing through the railway/private/forest land without acquisition of land/obtaining prior approval of Forest Department rendering the expenditure of ₹ 10.67 crore unfruitful.

(Paragraph 3.2.1)

1.6.2.3 Failure of oversight/governance

Government has an obligation to improve the quality of life of the people in the area of health, education, development and upgradation of infrastructure, public services *etc.* Audit noticed instances where the funds released by the Government for creating public assets remained unutilised/blocked or proved unfruitful/unproductive due to indecisiveness, lack of administrative oversight or concerted action at various levels. Test-check cases of failure of oversight/governance noticed in audit involved ₹ 2.15 crore as discussed below:

Unjustified cost of the construction of work after award of tender resulted in construction of only 26 resident quarters against 48 planned. Non provision of basic amenities in these 26 quarters for two years rendered the investment of ₹ 2.15 crore unproductive.

(Paragraph 3.3.1)

1.7 Response of the Departments to PAs/Audit Paragraphs

The Finance Department had issued directions to all departments (August 1969) to send their response to the draft audit paragraphs, proposed for inclusion in the Report of the Comptroller and Auditor General of India, within three weeks.

Accordingly, draft paragraphs are forwarded to the Principal Secretaries/Secretaries of the departments concerned, drawing their attention to the audit findings and requesting them to send their response within three weeks. It is brought to their personal attention that in view of likely inclusion of such paragraphs in the Audit Reports of the Comptroller and Auditor General of India, which are placed before State Legislature, it would be desirable to include their comments. They were also advised to have meetings with the Principal Accountant General to discuss the PAs/draft audit paragraphs, proposed for Audit Reports. PAs/draft paragraphs proposed for inclusion in this report were forwarded to the Principal Secretaries/Secretaries concerned.

All the replies furnished by the State Government to draft paragraphs and draft performance audit forwarded to the Principal Secretaries/Secretaries have been appropriately incorporated in the Report.

1.8 Follow-up on Audit Reports

The Finance Department of the State Government decided (December 1996) that Action Taken Notes (ATNs) on all paragraphs/reviews that have appeared in Audit Reports be submitted to the Public Accounts Committee (PAC), duly vetted by Audit, within three months from the date of laying of the Reports in the State Legislature. A review of the outstanding ATNs on paragraphs/performance audits included in the Reports of the Comptroller and Auditor General of India pertaining to various Economic Sector Departments as of December 2012 revealed that no ATNs were pending from the Departments. Two paragraphs pertaining to Economic Sector Departments included in Audit Report (Civil) for the year 2010-11 were pending for discussion in PAC (December 2012).

Chapter 2

Performance Audit

Chapter 2 Performance Audit

This chapter presents performance audit of Water Resources Department.

Water Resources Department

2.1 Performance Audit of Water Resources Department

Executive Summary

Rajasthan is the driest State in the country. To address the problems faced by the water sector the Government of Rajasthan had adopted the State Water Policy in 1999 supported by a long term State Water Plan which was further revised in 2010. For optimum utilisation of surface water and to create irrigation potential, the Water Resources Department has launched various major, medium and minor irrigation projects (MIPs). As on March 2012, three major, six medium and 159 minor projects were completed and one major, five medium and 43 MIPs were in progress. A performance audit of the water resources department during 2009-12 showed the following:

The objective of the State Government of utilising surface water for irrigation through construction of irrigation projects could not be achieved due to long delays in completion of the projects due to non-availability of project site, delay in approval for drawing and design, inadequacy of funds. These delays led to cost overrun of the projects and consequently delaying the benefits to the general public. Instances of wrong calculation of benefit cost ratio to make the projects viable were also noticed. Non/less receipt of water in the dams despite sufficient rainfall indicated defective hydrology which led to unfruitful expenditure of ₹ 20.88 crore on 16 MIPs. Undue benefit of ₹ 2.75 crore was extended to contractor as liquidated damages were not levied.

Further, the State Government was deprived of revenue of ₹ 147.50 crore due to non-revision of water rates as per State Water Policy and the grant of ₹ 307.77 crore from the European Commission was also not received due to non-setting up of the Water Regulatory Authority and achieving milestones. Excess expenditure of ₹ 2.01 crore incurred on deposit works were not recovered and unclaimed deposit balances of ₹ 0.95 crore were not credited to the Consolidated Fund of the State. Irrigation Projects were sanctioned for construction of dams without canals and this resulted in non-achievement of targets of irrigation potential by utilisation of water and unfruitful expenditure of ₹ 6.56 crore incurred on these projects. Supervision and administrative inspection system, Monitoring and Internal Control mechanism were poor and Internal Audit of the department was due since 1994.

2.1.1 Introduction

The Water Resources Department (Irrigation Department upto 2005) was set up in 1949 with the objective of optimum utilisation of surface and inter-state river basin water for the purpose of agriculture and flood control. Out of the total area of 342.52 lakh hectare (ha) of Rajasthan, 257 lakh ha is cultivable land (75 per cent), which is 11 per cent of Country's total cultivable land. To utilise the surface water and to create irrigation potential, the department had taken up a number of major, medium and minor irrigation projects.

2.1.2 Organizational set-up

At State level, Principal Secretary is the Administrative Head of the Water Resources Department (WRD). At Departmental level, the Chief Engineer (CE), WRD is functioning as Additional Secretary for technical matters, assisted by four CE/Additional Chief Engineers (ACEs)¹. Four more CEs² are working for projects/activities. At the field level, there are 102 divisions headed by the Executive Engineers (EEs) and supervised by 28 Superintending Engineers (SEs). The organizational setup of the WRD is given in *Appendix 2.1*.

2.1.3 Audit objective

To assess whether:

- the department had an efficient and effective system of planning,
- the allocation, release and utilisation of funds for the projects/schemes was adequate and the operational control was effective,
- the projects were executed efficiently, effectively and economically,
- the quality control, internal control and monitoring were adequate.

2.1.4 Audit criteria

Audit criteria are derived from the following:

- Public Works Financial and Accounts Rules (PWF&AR),
- Rajasthan General Financial and Accounts Rule (GF&AR),
- Budget Manual of Government of Rajasthan (GOR),
- Departmental Manual and Guidelines of Projects/schemes,
- Orders/guidelines issued by Government of India/GoR/Foreign aided schemes from time to time,
- Rajasthan Farmers' participation in management of Irrigation System Act, 2000,
- Rajasthan Irrigation and Drainage Act, 1954 and Rules 1955.

1. ACE Jaipur, ACE Jodhpur, ACE Udaipur, CE Kota.

2. CE quality control & vigilance Jaipur, CE State Water Resources Planning Department (SWRPD) Jaipur, CE (North) Hanumangarh, CE Narmada Canal Sanchore.

2.1.5 Audit coverage and methodology

The field study for the Performance Audit was conducted during February 2012 to June 2012 covering the period 2009-12. Records were seen in State Government Secretariat, offices of CEs and Zonal offices including Investigation, Design and Research (ID&R) and Quality Control & Vigilance divisions. Out of 102 divisions, 25 divisions³ have been selected by systematic sampling method covering all zones after arranging the expenditure in descending order. In selected divisions, all projects (one major, four medium and 37 minor) were test checked.

The Performance Audit on this topic had appeared in the Report of the Comptroller and Auditor General of India for the year ending March 2001 (Civil) Government of Rajasthan.

The 'Entry Conference' with the Additional Secretary cum CE, WRD was conducted on 22 May 2012, where audit objectives, scope and methodology of performance audit was discussed. The 'Exit Conference' was held on 12 December 2012 with the Additional Secretary cum CE, WRD to discuss the findings on Performance Audit. The reply on performance audit was received in December 2012, which was incorporated suitably.

The Indian Audit and Accounts Department acknowledges the co-operation of the WRD and their officers and staff in providing necessary information and records to audit.

2.1.6 Planning

The Government of Rajasthan adopted the Water Policy in 1999 supported by a long term State Water Plan, which was further revised in 2010. The main objectives of the policy include prioritisation of water development projects, integration of surface and ground water resources, optimum use of inter-state waters, encouraging public-private partnership in development and management of water resources projects, critical appraisal of the ongoing projects, consideration of availability of water before formation of new irrigation schemes. For fulfilment of these objectives, the department had prepared five years Perspective Plan (PP), broken into Annual Plan (AP) on the basis of proposals received from the divisions. However, water resources were not developed as envisaged in the Water Policy and were executed without ensuring the availability of dispute free land, adequacy of funds, viability of projects was also not ensured as detailed in the Performance Audit:

3. EE WR Division Chhabra, Chittorgarh, Dausa, Dungarpur, SKAP canal Division Dungarpur, RWSRP Division Hanumangarh, Division II Hanumangarh, Jaipur, CCP Division Jhalawar, Jodhpur, Karauli, Kota, Merta City, Rawatsar, Mechanical Division Sanchore, NCP Division I Sanchore, Sikar, Suratgarh and Udaipur, Quality Control & vigilance Division Jaipur and Udaipur, MGNREGA Division Hanumangarh, Jhalawar, Jodhpur and Kota

Awarding of work without availability of land resulted cost overrun of ₹ 80.84 crore.

2.1.6.1 Rule 351 of Public Works Financial and Accounts Rules (PWF&AR) lays down that no work should be commenced on land which has not been duly made over by the responsible Civil Officer. Further, Rule 298 (1) *ibid* also stipulates that availability of land is a pre-requisite for planning and designing of a work.

The test check of two MIPs⁴ and one feeder (**Appendix 2.2**) revealed that these works could not be completed within the stipulated period and were still in progress as of March 2012. The main reason for delay in completion of these works was non-availability of legal title of land with the department prior to sanctioning/awarding the works of the projects.

Department initiated action for clearance of forest land/acquisition of private land after sanctioning/awarding the project works which resulted in not only delay in completion of the projects including cost overrun of ₹ 80.84 crore, but also resulted in delaying the benefits of irrigation facilities to farmers.

The EE, B&RC Division, Banswara stated (May 2012) that the procedure for clearance of forest land had taken a long time. The reply was not acceptable as the clear title of the land was a pre-requisite for sanction of the project, whereas the action taken by division was post-sanction violating the rule *ibid*.

Regarding Takli Irrigation cum Water Supply Project, the State Government accepted the facts and stated (December 2012) that land acquisition process was done in phased manner and work executed accordingly. As regards Sudari feeder, the State Government stated (December 2012) that efforts were being made to complete the work.

Unfruitful expenditure of ₹ 24.72 crore on construction of unviable Minor Irrigation Projects.

2.1.6.2 Scrutiny of records (March-May 2012) of 16 Minor Irrigation Projects (**Appendix 2.3**) in eight Divisions revealed that these MIPs having storage capacity of 8.35 mcft to 101.11 mcft projected to irrigate 4053.93 ha Culturable Command Area (CCA) were constructed between July 2002 and April 2010. These MIPs were sanctioned as viable on the basis of calculation of good water runoff, catchment area classified as good/average as per Strange's table⁵. However, despite good rainfall, there was non/short receipt of water in the MIPs. Non/short receipt of water in the newly constructed/renovated MIPs resulted not only unfruitful expenditure of ₹ 20.88 crore on constructions of these MIPs but also denial of the intended irrigation facilities to the targeted farmers. The year-wise details of rainfall, expected water receipt and actual water receipt in the MIPs are given in **Appendix 2.3**.

The State Government stated (November 2012) that:

Regarding Amka and Nimbaheri MIPs of Alwar division and Karoi, Fatehpura & Sawaipura of Sikar division, the accepted practice was to adopt run off as per Strange's table which had many limitations as it did not take into account

4. MIPs- BBSC 8 to 20.11 km. Takli irrigation cum water supply project and Sudari feeder.

5. Strange's table- The table developed by Sir W.L. Strange an English Engineer for calculating the yield of MIPs.

the rainfall intensity and the shape of catchment area. The yield calculation of MIPs was based on the rainfall data of nearest rain gauge stations since these stations were not situated adequately in the catchment area, hence, the data of these rain gauge stations do not reflect the data of catchment area exactly. As the rainfall was intermittent and not continuous, thus the down pour did not culminate into run off.

Regarding Barloot MIP (Sirohi), water receipt in the dam depended on the sufficient rainfall, regarding Tai ka Khera (Jhalawar), the State Government stated (November 2012) that rainfall was scanty with less intensity, so dam was filled one time out of eight times which shows 12.5 *per cent* dependability instead of 46.67 *per cent*.

The other divisions stated (March-May 2012) that water receipt in dams depends on the intensity of rain.

The replies of the Government reflect that before sanctioning the MIPs, viability of the project was not ascertained, hydrology was not accurate, rainfall data taken from the rain gauge station situated far from the catchment area were not realistic and the calculation of runoff based on Strange's table was not correct. Hence, the expenditure incurred on construction of dams remained unfruitful.

- Dewanchali minor irrigation project was administratively and financially (A&F) sanctioned (May 2007) by the State Government for ₹ 3.80 crore. The storage capacity of the dam was 34.75 mcft (dead storage 2.50 mcft and live storage 32.25 mcft) and catchment area was good and free. The project was proposed to provide irrigation in 205 ha and average annual rainfall was taken as 640.40 mm at Bamanwas rain gauge station.

The work order for construction of dam was awarded on 30 April 2008 to a contractor for ₹ 3.66 crore with the stipulated date of completion as 8 November 2009. The contractor completed the work (October 2009) after incurring an expenditure of ₹ 3.84 crore.

Scrutiny of records revealed that as per category of catchment area and runoff decided, 69.932 mcft and 50.42 mcft water was to be received in dam at 1,031 mm and 882 mm rainfall during 2010 and 2011 but no water was received in these years which reflected that the hydrology of the dam was not accurate and proper survey and investigation was not conducted before starting construction of the project which resulted in infructuous expenditure of ₹ 3.84 crore on construction of dam. Further, as per instructions of CE, dam and canal work were not taken up simultaneously, dam work was completed in October 2009 but canal work could not be started till date (December 2012) due to non-availability of land.

The State Government stated (December 2012) that due to scarcity of rainfall, water could not be stored in dam and canal work not taken up due to delay in land acquisition process. Reply was not acceptable as due to not conducting the proper survey and investigation and inaccurate hydrology before starting the construction of the project, no water was stored in the year 2010 and 2011.

In 2012, only 11.83 mcft water was stored against its capacity of 34.75 mcft, which rendered the expenditure of ₹ 3.84 crore on construction of dam as infructuous and cultivators of the area were deprived of the benefit of irrigation potential.

Unviable projects sanctioned by calculating wrong BC ratio.

2.1.6.3 According to the norms approved (January 1970) by the State Government, a MIP having minimum Benefit Cost (BC) ratio of 1.5:1 could be sanctioned by the CE with the concurrence of Finance Department.

For areas where no irrigation work taken up during last three plans and for scarcity and backward or hilly areas, the projects whose BC ratio is 1:1 or more than this, but less than 1.5:1, may be sanctioned by the Administrative department with the concurrence of the Finance Department. In case of a project where the BC ratio is below 1:1, it can be sanctioned with the approval of the Cabinet. As per Irrigation Manual, BC ratio is calculated by dividing the estimated annual net benefits by estimated annual cost.

Scrutiny of records of the following divisions revealed that the State Government sanctioned non-viable projects showing them as viable by excluding the interest, depreciation charges and share cost to be borne by Public Health Engineering Department (PHED) from the total cost of the project to bring up the BC ratio within the norms prescribed by the State Government. In case of Bhikha Bhai Sagwara Canal (BBSC), prior approval of Cabinet was not obtained.

Table 1: Details of B.C. ratio worked out by the Department and by Audit

S. No.	Name of Division	Name of Project	A&F Sanction	B.C. ratio calculated by the Department	Items not included in project cost to make the project viable	After inclusion of the amount as given in column '6' B.C. ratio would be as under
1.	EE B&RC Division Mahi Project, Banswara	BBSC RD 8 to 20.11 km	27 December 2004	1.11:1	Interest and depreciation charges were taken as ₹ 2.40 crore and ₹ 23.94 lakh in place of ₹ 2.70 crore and ₹ 27 lakh respectively	0.99:1
2.	EE WRD Division, Kota	Takli Irrigation cum Water Supply Project	July 2006 Revised July 2011	1.51:1	Share cost to be borne by PHED ₹ 12.60 crore	1.16:1

Regarding BBSC project, the State Government stated (December 2012) that BC ratio was calculated as per the standard practice adopted by the Central Water Commission (CWC). The reply was not acceptable as division did not mention the reasons for including the reduced amount for calculating the BC ratio.

Regarding Takli MIP, the State Government stated (December 2012) that the project cost calculated for working out the BC ratio was justified. The reply was not acceptable as the share cost to be borne by PHED was the part of the project cost and BC ratio was to be calculated accordingly.

Construction of dam without canal resulted in infructuous expenditure.

2.1.6.4 The construction of dam and canal should be taken up simultaneously so as to utilise the water stored in dam for irrigation purpose immediately. During scrutiny of records of EE division, Dausa, it revealed that the work of Surajpura Minor Irrigation Project was administratively and financially sanctioned (April 2005) for ₹ 1.73 crore for construction of dam and canal for storage of 36.08 mcft water to create CCA of 221 ha. The work for construction of dam was awarded (29 March 2006) to the contractor 'A' at a cost of ₹ 48.62 lakh with stipulated date of completion as 7 February 2007. The contractor executed the work for ₹ 17.47 lakh only and left the work incomplete. The balance work was awarded to another contractor 'B' for ₹ 38.53 lakh on 28 December 2007. The contractor completed the work in June 2009 after incurring an expenditure of ₹ 29.27 lakh. Further, Canal work awarded to contractor 'C' for ₹ 15.09 lakh on 1 March 2008 but contractor after executing the work of ₹ 3.53 lakh left the work incomplete due to protest from cultivators as land compensation was not paid to them. Thus, due to non-completion of the canal work, the water stored in dam could not be utilized and expenditure of ₹ 53.83 lakh incurred on project remained unfruitful.

The State Government accepted the fact and stated (December 2012) that canal could be completed after acquisition of land.

- The State Government accorded (December 2007) administrative and financial sanction for the Khoh Minor Irrigation Project at a cost of ₹ 14.68 crore with the condition that hydrology and design of the project will be got approved from Investigation, Drawing and Research (ID&R) Jaipur, adequate funds will be provided and forest clearance will be taken up before starting the construction of project. The project was sanctioned by adopting the hydrology on the basis of 30 years rainfall data. The work of construction of earthen bund, sluice and bye wash was awarded to the contractor for ₹ 6.28 crore on 22 August 2008 fixing the stipulated date of completion as 8 September 2010. Work was in progress and an amount of ₹ 6.02 crore has been incurred upto March 2012.

In the meeting held on 28 July 2010 under the Chairmanship of Minister of WRD, it was decided to review the hydrology of all the projects on the basis of 10 years rainfall data. In this case, revised hydrology has not yet been approved by ID&R wing (March 2012) which delayed the completion of project. Further, the canal work was also not taken up due to land dispute raised by cultivators (March 2012). Due to non-completion of dam and canal, benefit of irrigation potential in 785 ha could not be achieved.

The State Government stated (December 2012) that the alignment of canals had been finalised and it will be got approved from the competent authority in a short period and the main reason of delay was demand of land for land by the cultivators of the area. Reply was not acceptable as due to delay in

State Government
deprived of release
of EC grant
₹ 308 crore.

approval of revised hydrology by ID&R wing and without ascertaining the availability of land, the construction of dam and canal could not be completed.

2.1.6.5 State Partnership Programme (SPP) was a Multi sector policy support programme which was financed by the European Commission (EC). The programme was introduced in 2006 as per State Water Policy. For implementation of programme an agreement was signed between GoR and European Commission on 14 August 2006 and a grant of ₹ 450 crore (Euro 80 million) was sanctioned by the European Commission, which was to be utilised during six years i.e. from 2006-07 to 2011-12 for Drinking water, Irrigation, Ground water, Watershed and Soil conservation. The SPP was to be executed through Sector Budget Support (SBS) arrangement with the State Government with tranche releases linked to the annual state budget. EC funds were to flow on the basis of agreed tranche release criteria and milestones. EC funds were to be transferred to the Ministry of Finance, GoI, who was to further transfer the funds to the state treasury as grant. The Department of Finance in the GoR was to create a separate budget line in the main budget for EC funds under the SPP.

The SPP was to be implemented by CE, State Water Resources Planning Department (SWRPD) supported by an Inter-Sectoral Coordination Committee (ISCC) at State level and through existing Panchayati Raj Institutions (PRI) at district level and below. A broad based SPP Steering Committee (PSC) was to be established with the responsibility for policy guidance and coordination. The PSC was to meet at least twice a year to review the overall progress and performance based on the results frame work, tranche release milestones and the findings of the joint review missions. The PSC and the EC was to jointly conduct a mid year and annual review meeting every year.

During scrutiny of records of ACE, SWRPD, it was observed that out of ₹ 450 crore, grant of ₹ 142.23 crore was released during 2006-07 to 2010-11 which was 32 *per cent* only and the balance grant of ₹ 307.77 crore was not released due to non-fulfilment of tranche release criteria and non-achievement of milestones. Further, only ₹ 96.24 crore (68 *per cent*) was utilised by line departments⁶ on various activities i.e. drinking water, irrigation, ground water, watershed and soil conservation against allotted grant of ₹ 142.23 crore up to 2011-12. WRD utilised an amount of ₹ 29.47 crore on benchmarking of all major, medium and minor irrigation projects, erection/repair of gauge, updation of basin level water resources centre, water resources consultancy through Non-Government Organisations *etc.* Year wise details of amount

6. PHED, Ground Water Department, WRD, Watershed & soil conservation and Panchayati Raj Institutions.

received and utilised is given in table 2 below:

Table 2: Details of Grant received and utilised

(₹ in crore)

S.No	Year	Tranche	Amount Receivable	Amount Received	Utilised/ Expenditure
1.	2006-07	First fixed	73.12	29.28	8.35
2.	2007-08	Second fixed		34.48	14.34
3.	2008-09	-	84.38	-	21.99
4.	2009-10	Second variable	112.50	13.76	1.90
5.	2010-11	Third fixed	101.25	47.93	13.71
6.	2010-11	Third variable		16.78	-
7.	2011-12	-	42.19	-	35.95
8.	TA. Review, Evaluation, Audit		36.56	-	-
Total			450.00	142.23	96.24

Source: As per information provided by the department.

The Department stated (April 2012) that grant of ₹ 142.23 crore was only received, rest of the grant was not received due to partial fulfillment of third variable and non-fulfillment of fourth fixed tranche i.e. non-constitution of Water Regulatory Authority (WRA) and non-achieving of milestone of Mid Term Expenditure Frame work (MTEF). For constitution of WRA and regarding MTEF the matter was under consideration with GoR. Reply was not acceptable as department has not taken adequate and timely action for fulfillment of the condition laid down by the European commission which deprived the State Government from the benefit of grant.

2.1.7 Execution

Work executed without A&F sanction.

2.1.7.1 Rule 285 (b) of PWF&AR prohibits execution of works without administrative and financial sanction. Scrutiny of the records of EE, WRD, Suratgarh revealed that tenders were invited on 29 July 2008 for earth work excavation for deepening of main drain for dewatering of water logged area of Badopal, Jakhravanwali and Bherusari in the reaches RD 0 to 25, RD 38 to 57 and RD 78 to 91 at an estimated cost of ₹ 1.10 crore without obtaining administrative and financial sanction. The technical sanction of ₹ 1.76 crore for the work was issued on 18 August 2008 by the Chief Engineer (North), Hanumangarh and the work order amounting to ₹ 1.41 crore was issued to contractor on 13 October 2008 with stipulated date of completion as 22 April 2009. The work was completed (October 2009) after incurring expenditure of ₹ 1.42 crore, however, the A&F sanction was still not obtained (July 2012).

The State Government stated (December 2012) that the work of construction of drain for dewatering of water lodged area of Badopol, Jakhravanwali and Bherusari was sanctioned on February 2008. There was saving in work, hence, this amount was utilised for deepening of main drain and by including the

amount of other items to be executed under this scheme, a revised sanction of ₹ 8.70 crore has been sent to State Government in March 2009 for approval. The reply was not acceptable as the work of deepening was different from the work of dewatering of water logged area for which fresh A&F sanction was to be obtained.

Splitting of works/tenders in contrary to the provision of PWF&AR.

2.1.7.2 Rule 291 of PWF&AR envisages that the splitting of work/tenders for the purpose of keeping tenders in their own competency by subordinate officers is an irregularity. Further, Rule 292 *ibid* envisages the necessity for not avoiding approval or sanction of higher authority to a project which consists of such a group of works by the fact that the cost of each particular work in the project is within the powers of approval or sanction of a particular authority.

During the review of records of B&RC Division, Mahi Project, Banswara and EE, BBSC, Sagwara it was observed that the State Government accorded sanction of ₹ 26.16 crore and ₹ 30.94 crore for Minor Irrigation Scheme (MIS) I and II on 27 December 2004 and 26 April 2005 respectively. Sanction of MIS-I and MIS-II was split into separate works to keep the tenders in the competence of the CE, SE, EEs; and the works were awarded to different contractors during the years 2005-06 to 2010-11 without obtaining the sanction from the Competent Authority.

The EE, B&RC Division, Banswara stated (May 2012) that in MIS-I, separate technical estimates/abstracts were prepared for separate works. Therefore, one tender could not be invited for these separate estimates/abstracts. EE BBSC Sagwara stated (May 2012) that a construction programme is submitted to CE in the first week of April every year and works are executed accordingly, hence, it was in the knowledge of CE. The replies were not acceptable as in both the cases the action of the department for not preparing the consolidated estimate for MIS-I and MIS-II and splitting the sanction into separate works was in contravention of rules *ibid*.

Delay in accepting tender led to blockage of funds of ₹ 79.44 lakh.

2.1.7.3 As per Appendix- XI of agreement executed with the contractor, the time period prescribed for sanction of tender from the date of opening of financial bid for various stages officers was fixed as 20 days (EE), 30 days (SE), 40 days (ACE), 50 days (CE), 60 days (Administrative Department), 70 days (Finance Committee/Board Empowered Committee/Empowered Board).

Work order for construction of Agaria feeder to divert the surplus water of Vanka Tank to Agaria Tank in Rajsamand district was awarded to contractor 'A' for ₹ 1.12 crore on 28 September 2007. The stipulated dates of commencement and completion were 8 October 2007 and 7 June 2008 respectively. The contractor executed the work of ₹ 79.44 lakh upto the stipulated date of completion and then left the work incomplete for which action under clause 2 & 3 (c) of the agreement was taken against the contractor by EE (June 2009), thereafter, fresh tenders for the balance work were invited and work order for 51.90 lakh was issued (May 2010) to contractor 'B' but the contractor neither executed the agreement nor started the work within the prescribed period for which earnest money ₹ 4.28 lakh

deposited by him was forfeited. Again, fresh NIT was called on 28 June 2010 but department could not take decision for accepting the lowest tender of contractor 'C' upto the mutually extended validity period i.e. 31 December 2010, thereafter the contractor refused to extend the validity period required by the department upto 28 February 2011. Tenders were again invited on 18 March 2011, 11 May 2011, 22 July 2011 and 14 September 2011 but no response was received.

Due to inaction on the part of authorities for accepting the tender of contractor 'C' within the prescribed/extended period, the work of the feeder remained incomplete and amount of ₹ 79.44 lakh incurred upto 7 June 2008 remained blocked till date (March 2012).

EE, WRD, Rajsamand stated (May 2012) that tenders were submitted to higher authority for acceptance, but CE, WRD did not take the decision in this regard within the prescribed time.

Delay in execution of work resulted deprival of benefit of irrigation.

2.1.7.4 The A&F sanction for construction of main dam and canal of Prithvipura MIP was accorded by Deputy Secretary and TA to CE Irrigation Rajasthan, Jaipur for ₹ 1.47 crore on 19 November 2005. The Technical Sanction of ₹ 1.04 crore was accorded by EE and Technical Assistant (TA) to SE, Irrigation Circle Jhalawar on 19 June 2006. The proposed and actual irrigated area was 110 ha.

The work order of ₹ 1.11 crore was issued to contractor 'A' for construction of Dam on 23 June 2006 with stipulated date of commencement and completion as 3 July 2006 and 2 July 2007 respectively. Work of ₹ 46.83 lakh only was executed by the contractor upto stipulated date of completion. Due to non execution of rest of the work by the contractor, final notice was issued to him on 3 October 2008 and action under clause 2 & 3 (c) of agreement was taken against the contractor by SE, WR, Circle, Jhalawar on 3 June 2010 (after expiry of more than 35 months from the stipulated date of completion). The work order of balance work ₹ 74.41 lakh was issued to the contractor 'B' on 29 October 2010 and work of ₹ 19.62 lakh was executed by the contractor. This contractor also left the work incomplete. The SE, WR, Jhalawar has taken action under clause 2 and 3 (c) on 30 August 2011. Thereafter, fresh NIT was called for (21 September 2011) and work order of balance work of ₹ 73.16 lakh was issued to the contractor 'C' and the contractor had completed the work on 20 April 2012 after incurring an expenditure of ₹ 34.11 lakh.

Thus, the work was delayed for more than four and half years due to delay in taking action under clause 2 and 3 (c) of the agreement by the department against the contractor.

The State Government stated (November 2012) that the delay of more than four and half year occurred on account of non-execution of work by previous contractors which was beyond the control of the department. The reply was not acceptable as delay in imposition of compensation and recovery of risk and cost from the contractor shows the slackness and lack of monitoring of department.

**Non-recovery/
levy of
compensation.**

2.1.7.5 Under clause 2 and 3 (c) of the agreement executed with the contractor, the contractor was liable to pay compensation for not maintaining the *prorata* progress of the work and to bear the extra cost incurred on completion of balance work by another contractor.

Scrutiny of records of five divisions⁷, revealed that in the six cases (**Appendix 2.4**), compensation amounting to ₹ 12.04 crore was not levied/short levied on the contractors for not maintaining the *prorata* progress of the work and non recovery of extra cost incurred on execution of balance work by another contractor under clause 3 (c) of the agreement.

The State Government stated (December 2012) that regarding Madri Dam, action for recovery under Public Demand Recovery (PDR) Act has been initiated. Regarding Akodara Dam, the time extension has been sanctioned upto 6 June 2012 without compensation. On the other hand, State Government has taken action under clause 2 & 3 of agreement against contractor. The reply was not acceptable due to contradictory statement given by the department. Regarding Potoliya, Usrol, Rajpuriya MIPs and Lodisar Dam, the Government stated that efforts are being made to recover the amount. Regarding supply, laying, jointing and commissioning of distribution network of HDPE pipeline, the Government stated that department has deducted ₹ 81.38 lakh out of the amount of ₹ 1.11 crore.

**Undue benefit to
the contractor of
₹ 2.75 crore by
taking delay on
the part of the
department.**

- The State Government sanctioned (July 2006) Gagrini Minor Irrigation Project for ₹ 80.12 crore. Work was awarded ₹ 31.60 crore to a contractor for construction of Earthen Dam, spillway overflow and non-overflow on 25 September 2007. The stipulated date of commencement and completion were fixed as 5 October 2007 and 4 October 2011 respectively including rainy season. As per hindrance register maintained at project site, work was obstructed for 485 days upto the stipulated date of completion. Out of which, 470 days delay was on the part of the contractor and 15 days on the part of the department. Due to non-maintaining the *prorata* progress of the work during the period, compensation under clause 2 of the agreement amounting to ₹ 2.75 crore was leviable on the contractor. The contractor completed the work of ₹ 14.02 crore (44 *per cent*) only up to the stipulated date of completion for which compensation amounting to ₹ 35.92 lakh was deducted by the department from the running bills of the contractor (up to 32nd running bill). Chief Engineer, WRD, Kota proposed time extension upto 31 May 2013 by attributing the delay on the part of the department and the Deputy Secretary and TA to CE sanctioned the time extension upto 31 January 2013 and refunded (28 March 2012) the amount of compensation of ₹ 35.92 lakh already deducted from the contractors bills. Despite the delay attributable to the contractor as per hindrance register and notices under clause 2 and 3 issued by the CE, WRD, the time extension was sanctioned without compensation, which resulted in loss of revenue of ₹ 2.75 crore to the State Government and undue benefit to the contractor.

7. EE, WRD Division Chittorgarh, Dausa, Dungarpur, NCP Division-I, Santhore and Udaipur.

The State Government stated (December 2012) that as per hindrance register, delay on the part of contractor was due to hindrance created by the cultivators. They were demanding the rehabilitation, compensation and unforeseen changes in drawing and design of foundation level of spillway. The reply was not acceptable as hindrance register clearly indicates that delay on the part of contractor was mainly due to non-availability of machine, diesel, machine breakdown and rainy season. Further, there was no provision for waiver of compensation on the ground stated by the State Government.

2.1.7.6 Lhasi Medium Irrigation Project was administratively and financially sanctioned (May 2007) by the State Government for ₹ 44.73 crore and revised sanction issued on 21 December 2010 for ₹ 106.95 crore. The technical estimate was approved by CE, WRD, Kota on 15 October 2007 for ₹ 20.57 crore which was also revised to ₹ 47.64 crore on 21 September 2011. After the geological investigation and approval of drawing and design of spillway from ID&R wing, the project was technically approved and work order of the project was issued for ₹ 24.14 crore on 19 January 2008 to a contractor with the date of completion as 28 January 2011. During excavation, hard rock was not found and the matter for preparation of revised drawing and design of spillway was sent to the CWC on 9 May 2008. Due to drawing and design of spillway received from CWC in batches, the work was held up from 8 June 2009 to 23 December 2010 and 10 January 2011 to 10 June 2011 which caused delay of 716 days in completion of work. The CE, WRD Kota, has recommended time extension up to 9 July 2015 without compensation to State Government (21 September 2011). The delay in completion of work resulted unfruitful expenditure of ₹ 75.46 crore and deprival of benefits to the beneficiaries.

The State Government stated (December 2012) that effective geological investigation was done before approval of drawing & design. Geological investigation is always carried out in small area which is assumed to be representative of the larger area. The reply was not acceptable as detailed survey and soil test was not conducted before execution of work.

2.1.8 Irrigation Potential

The irrigation potential created by construction of various major (excluding IGNP), medium and minor irrigation projects during the review period i.e. 2009-12 were 1.06 lakh ha against the target of 1.18 lakh ha fixed is as per details given in table 3 below:

Table 3: Details of targets and achievements of irrigation potential created during 2009-12
(in hectare)

Year	Major		Medium		Minor		Total	
	Target	Achievement	Target	Achievement	Target	Achievement	Target	Achievement
2009-10	42,000	42,000	4,000	4,010	1,500	2,994	47,500	49,004
2010-11	30,000	30,000	0	510	3,000	5,396	33,000	35,906
2011-12	30,000	11,000	3,000	2,283	4,647	7,506	37,647	20,789
Total	1,02,000	83,000	7,000	6,803	9,147	15,896	1,18,147	1,05,699

Source: Information made available by the department

Information regarding irrigation potential utilisation was not maintained by CE Office.

2.1.9 Monitoring

The CE, Rajasthan, Jaipur with the assistance of SE and Joint Director (Statistics) is required to monitor all the activities of the department including construction activities of all the major, medium and minor irrigation projects.

2.1.9.1 Administrative Inspection

Para 3.4.9 and 3.5.5 of Manual of Water Resource provides that SE and EE would inspect all important and major construction works. Principal Secretary, WRD issued circular (May 2009) fixing the norms⁸ for inspection of work and stay out side headquarter at night as per details given in table 4 below:

Table 4: Details of target and achievement of inspection and night halt during April 2011 to December 2011.

Designation	No. of post	Inspection			Night halt		
		Total target to be achieved	Achievement	Percent of achievement	Total target to be achieved	Achievement	Percent of achievement
CE & ACE	6	273	242	88.64	180	131	72.78
SE	19	1,292	889	68.81	855	296	34.62
EE	53	3,816	3,237	84.83	3,021	1,310	43.36

Source: Information made available by department.

Information provided by the department revealed that during April 2011 to December 2011 in four zones, the target for inspection and night halt were achieved by the CE to EEs to the extent of 68.81 to 88.64 *per cent* and 34.62 to 72.78 *per cent* respectively. Further, it was also observed that neither inspection notes were issued by these authorities nor any compliance report was received by three zones (Jaipur, Kota and Hanumangarh). Information and register regarding inspection for the year 2009-10, 2010-11, December 2011 to March 2012 were not provided to audit.

- During review of records of EE, RWSRP Division, Hanumangarh, it was noticed that a work order for rehabilitation of Morzanda distributory, Dholipal and Behrampur Minor of Bhakhra Canal system (BK-12) was awarded to a contractor on 12 May 2006 for ₹ 15.29 crore. The work was to be completed by the contractor by 11 May 2008, but due to 234 days delay in cutting of trees at Behrampur Minor, 174 days delay in land acquisition in the reach RD 13.350 to 13.705 km and 191 days delay in revision of canal capacity, the work was delayed by a total of 673 days and actually completed

8. Norms for the inspection of work CE-30, ACE-90, SE-90, EE-96 and for the night halt CE-20, ACE-60, SE-60 and EE-75

by the contractor in March 2010. It was noticed that the main reason for delay in work was divisional officer's slackness or the monitoring failure. The State Government issued directions (December 2010) to CE WRD (North), Hanumangarh to fix responsibility for delay in work and slackness of officers but action has not yet been taken against the officers till date (March 2012). Total payment of ₹ 14.79 crore up to 36th running bill and price escalation of ₹ 2.55 crore had been made to the contractor. No hindrance register was maintained by the department. The delay of 673 days resulted in avoidable payment of ₹ 71.19 lakh to contractor on account of price escalation after stipulated date of completion. Thus, due to monitoring failure on the part of department, completion of work delayed and price escalation was also paid to the contractor which could have been avoided.

The State Government stated (December 2012) that matter for taking action for fixing of the responsibility is pending with the department.

Material used was not as per specification.

- During review of Material Testing Register of BBSC (reach RD 21.070 to 21.100 km) maintained by the Dam Division, it was observed that sand and aggregates were not found as per norms as per details given in table 5 below:

Table 5: Details of norms and results of materials used in construction

Date	Location	Material	Results	Norms
15 February 2011	21070 to 21100 m	sand	Fm 3.20	2.20 to 3.00
20 February 2011	-do-	-do-	Fm 3.11	-do-
24 February 2011	-do-	-do-	Fm 3.12	-do-
16 May 2011	21070 m	-do-	Fm 3.33	-do-
23 May 2011	21040 m	Aggregate 4.75 mm	81	90-100
		sand	Fm 3.32	2.20 to 3.00
	Pier No. 11 R side	M-20 300 micron	6	8-30
21 June 2011	Pier 9	10 mm	19-23	25-55

- Daily Cement Consumption Register***

Improper maintenance of registers.

During checking of the register of Rohini Minor Irrigation Project, it was observed that instead of maintaining register in the prescribed Proforma "Form RPWA 35 A" as per the provisions of the PWF&AR, a simple register was being used. In the register, spaces were found left blank between two entries. Further, quantity of cement bags (340, 360 and 340 bags) received on 26 March 2012, 28 March 2012 and 29 March 2012 respectively were entered in pencil, invoice/GR number for reference were not found entered, closing balance on these dates was not worked out. This indicated improper maintenance of the cement register and, thus, actual cement consumption in the work could not be verified.

The EE, WRD accepted (April 2012) that entry in cement register was made in pencil due to non-receipt of invoice. Instructions regarding proper maintenance of cement register were being issued.

- **Site Register**

The work contract provides that a qualified site engineer will be posted at the site by the contractor who will monitor quality of the works under execution and ensure compliance of the observations made by inspecting officers. During review of the site register of Rohini MIP, it was observed that compliance reports on objections raised by the engineers relating to quality of work at site on 12 occasions were not entered in the register. No qualified site engineer was appointed by the contractor at the dam. In the absence of a qualified site engineer and without ensuring timely and proper compliance of objections raised by inspecting officers possibility of using substandard material and carrying out substandard quality work at the dam can not be ruled out.

The EE stated (April 2012) that compliance of directions issued time to time have been ensured. Accordingly, work was executed and instructions are being issued for compliance. The reply was not acceptable as a qualified site engineer was not appointed by the contractor and terms of the contract were violated, besides, quality of work remained un-monitored.

2.1.9.2 Internal Audit

Rule 16 (ii) of the PWF&AR provides that to ensure sound financial organisation of the department, the Financial Advisor through subordinate officers and internal check parties will carry out internal audit by frequent inspection of zonal to sub divisional offices.

Review of records of the divisions and information provided by the department, revealed that only one audit party consisting of two members (an Assistant Accounts Officer and a Junior Accountant) was sanctioned for carrying out internal audit of the entire department and its units. As the staff was insufficient, Internal audit of the department and its units was pending since 1994. No prescribed norms were also found for internal audit.

Internal audit loses its effectiveness if deficiencies pointed out are not attended to promptly. As on March 2012, 905 paras and 116 Inspection Reports (IRs) were outstanding as detailed in table 6 below:

Table 6: Position of outstanding IRs and Paras

S.No	Name of Zone	Number of Inspection Reports	Number of Paras	Oldest IRs	Paras
1	Jaipur	45	363	1 (4/83)	3
2	Jodhpur	22	141	1(4/93)	02
3	Kota	22	119	6(4/93)	24
4	Udaipur	27	282	2(4/83)	20
	Total	116	905	10	49

Source: Information provided by the department.

2.1.9.3 Response to Audit

The Principal Accountant General (E&RSA) conducts audit of the Water Resources Department (WRD) and its subordinate offices and the irregularities are reported through Inspection Report (IRs). As on March 2012, 495 IRs and 1,843 paragraphs were pending for compliance as detailed in table 7 below:

Table 7: Closing balance of outstanding IRs/paras of WRD as on 31 March 2012

Year	Opening Balance		Addition		Closing Balance	
	IRs	Paras	IRs	Paras	IRs	Paras
2009-10	378	1,135	57	273	435	1,408
2010-11	435	1,408	45	297	480	1,705
2011-12	480	1,705	15	138	495	1,843

This shows the lack of seriousness on the part of department to make the compliance and settle the outstanding audit paras.

2.1.10 Financial management

2.1.10.1 The original budget allocation during 2009-12 under Revenue head 2700 to 2702 was of ₹ 3,945.07 crore whereas under Capital head 4700 to 4702 and 4711 it was ₹ 2,588.80 crore, against which an expenditure of ₹ 3,873.35 crore and ₹ 2,050.07 crore respectively was incurred (*Appendix 2.5*). Review of budget allotment and expenditure revealed following irregularities:

- As per para 52 and 53(2) of Rajasthan Budget Manual, the preparation of budget requires that estimation should be as accurate as possible and the provision included should be based upon what is expected to be actually paid under proper sanction during the year.

Scrutiny of budget allotment and expenditure revealed that under Capital head, saving ranged between 10.23 *per cent* and 56.60 *per cent* against the budget provision made during the years 2009-10 to 2011-12 due to less expenditure on works.

The State Government stated (December 2012) that non-utilisation of allotted budget was due to slow progress of work on account of local problems, non-acquisition of land and forest clearance. The reply was not acceptable as the budget estimates prepared were not based on actual expenditure to be incurred under proper sanction during the year.

- Analysis of expenditure revealed that “revenue expenditure” had been more than “capital expenditure” ranging from 55.79 *per cent* to 139.04 *per cent* during the years 2009-10 to 2011-12.

The State Government stated (December 2012) that the heavy expenditure under the Revenue head was due to revision of pay scales as per the Sixth Pay

Commission and expenditure under capital head depends upon work in hand and progress thereof by working agency. The reply was not acceptable as the budget estimates were not based on realistic grounds and were prepared without estimation of expenditure to be incurred during the year.

- Contrary to the provisions for furnishing the statement of excess/saving to the Finance Department by 1st February, the CE submitted it on last working day of each financial year. It was observed that all the re-appropriation orders were issued on the last day of the financial year in contravention of the Budget Manual.

Rush of expenditure in March.

2.1.10.2 As per para 139 of Rajasthan Budget Manual, expenditure should be evenly managed and rush to spend money, particularly in closing month of financial year will ordinarily be regarded as breach of financial regularity.

Scrutiny of records and monthly accounts of 18 divisions⁹ out of 25 divisions test checked, revealed that expenditure in March ranged between 26.07 *per cent* to 47.37 *per cent* during the years 2009-10 to 2011-12 as indicated in table 8 below:

Table 8: Details of expenditure incurred in March during 2009-10 to 2011-12

(₹ in crore)

Year	Total expenditure for the year	Expenditure incurred in March	Percentage
2009-10	179.57	46.83	26.07
2010-11	283.69	134.40	47.37
2011-12	212.28	77.04	36.29

Source: Information made available by department

The State Government stated (December 2012) that the works were executed mostly in February and March which increased the expenditure in March in comparison to past months. The reply was not acceptable as the expenditure was incurred in contravention of the provision of Budget Manual.

Non-recovery of excess expenditure of ₹ 2.01 crore on deposit works.

2.1.10.3 As per Rule 568 of the Public Works Financial and Accounts Rules (PWF&AR), deposit work is required to be limited to the amount of deposits received and excess expenditure to be recovered at once.

Scrutiny of records of five out of 25 test checked divisions revealed that expenditure of ₹ 2.01 crore (**Appendix 2.6**) incurred on deposit works of Panchayati Raj Institutions over and above the deposited amount had not been recovered/adjusted till date (May 2012). The State Government accepted the fact and stated (December 2012) that the balance amount of deposit work will be recovered after adjustment of utilisation certificate (UC).

9. EE, WR Division Chhabra, Chittorgarh, Dausa, Dungarpur, EE, WR SKAP Canal Division Dungarpur, EE, WR RWSRP Division Hanumangarh, EE, WR Division-II Hanumangarh, EE, WR CCP Division Jhalawar, EE, WR Division Jodhpur, Karauli, Kota, Merta City, Rawatsar, EE, field workshop Division, NCP Santhore, EE, NCP Division-I Santhore, EE, WR Division Sikar, Suratgarh and Udaipur.

Lapsed deposit of ₹ 0.95 crore not credited to Government Account.

2.1.10.4 As per Rule 601 of PWF&AR, all balances under the head “Deposit”, which remain unclaimed for more than three years, are required to be credited to the Consolidated Fund of the State as ‘lapsed deposits’.

Scrutiny of records of two test checked divisions revealed that an amount of ₹ 0.95 crore deposited by the various contractors/suppliers between August 1989 and May 2009 was lying unclaimed and not credited to the Consolidated Fund of the State as of November 2012 as detailed in table 9 below:

Table 9: Lapsed deposit not credited to Government Account

(₹ in crore)

S.No.	Name of Division	Period	Amount
1.	EE, WRD, Udaipur	8/1989 to 9/2008	0.24
2.	EE, WRD, Karauli	11/94 to 5/2009	0.71
		Total	0.95

Source: Information made available by department

The State Government stated (December 2012) that after review, the amount will be credited to the revenue head.

2.1.10.5 Non-reconciliation of cheques and challans with treasury

Non-reconciliation of cheques and challans with treasury.

Rule 722 of PWF&AR envisages that soon after the expiry of the month, monthly settlement should be effected with all treasuries in respect of the transactions of the entire division.

Scrutiny of records of 16 test checked divisions (*Appendix 2.7*) revealed that reconciliation of cheques issued (₹ 7.74 crore) and challans deposited (₹ 0.39 crore) by Drawing and Disbursing Officers with treasuries, was pending in the divisions. Although the reconciliation was being done every month with the departmental figures and those booked by treasuries but the above difference could not be reconciled. The possibility of misappropriation can not be ruled out. The State Government stated (December 2012) that efforts are being made to reduce the difference in amounts of cheques and challans.

Non-adjustment/recovery of advance of ₹ 0.93 crore.

2.1.10.6 Rule 566 of PWF&AR provides that personal liabilities such as deficiency in cash, stock, temporary advance, permanent advance, actual loss of cash or stock will be debited against the name of individual in ‘Miscellaneous works Advances’ and clearance of the same will be made at the earliest. Further, Rule 130 stipulates that the imprest/temporary advance given to the employee for making petty payments is required to be adjusted within 15 days from the date of advance given.

Scrutiny of records of eight test checked divisions (*Appendix 2.8*) revealed that the amount of imprest/temporary advance of ₹ 0.93 crore was not adjusted/recovered till date (December 2012). The State Government stated (December 2012) that action for recovery and adjustment is under progress. The reply was not acceptable as non-recovery of amount shows slackness on the part of the department.

Non-recovery of rent

2.1.10.7 According to finance department order No. F1(55) GA/II/77 (February 1998), the rate of recovery of Governments residential accommodation is to be revised from time to time and recovered from employees to whom the quarter allotted. Scrutiny of records of EE, WR division, Suratgarh revealed that Government residential accommodation was provided to various Government employees but monthly rent of ₹ 5.71 lakh was not recovered, of which an amount of ₹ 4.34 lakh was recoverable from a retired employee (*Appendix 2.9*).

The State Government stated (December 2012) that efforts are being made to recover the rent. Reply was not acceptable as monthly recovery of rent was not being monitored which resulted in non-recovery of the rent of ₹ 5.71 lakh.

2.1.10.8 Non-recovery of share cost

Non- recovery of share cost from RRVUN of ₹ 27.19 crore.

- As per WRD decision of 5 February 2007, reservation of 300 mcft water was made for Thermal Power Plant, Chhabra from Lhasi Medium Irrigation Project out of total live storage capacity of 1000 mcft water. This plant was to be developed by Rajasthan Rajya Vidyut Utpadan Nigam (RRVUN). As per original sanction of ₹ 44.73 crore dated 15 May 2007 of Lhasi MIP, RRVUN was to bear share cost of ₹ 17.35 crore. This was revised to ₹ 37.19 crore due to revision of project cost to ₹ 106.95 crore (December 2010). Out of total share cost of ₹ 37.19 crore, only ₹ 10 crore had been paid by RRVUN on 5 March 2011 and balance amount of ₹ 27.19 crore was still to be recovered from RRVUN (December 2012).

The State Government while accepting the fact stated (December 2012) that RRVUN has been requested to deposit the balance amount at the earliest.

Non recovery of share cost from PHED of ₹ 246.65 crore.

- The construction of Narmada Canal Project was sanctioned for irrigation as well as supply of drinking water under Accelerated Irrigation Benefit Programme (AIBP) at a cost of ₹ 1541.36 crore by Technical Advisory Committee of Central Water Commission (CWC). The cost was further revised to ₹ 2481.49 crore of which ₹ 246.65 crore were to be borne by PHED. The project is scheduled to be completed by 31 March 2013.

Review of records of CE Narmada, Sanchole revealed that share cost from PHED for ₹ 246.65 crore was not recovered.

The State Government stated (December 2012) that efforts are being made to recover the share cost.

2.1.10.9 Diversion of Funds

Diversion of funds of ₹ 3.55 crore.

To achieve the main objective of conversion of five small tanks situated in Phalodi municipal area into a lake for storage of 14.35 mcft water for drinking purpose for Phalodi town and for development of tourism in the area, the work was administratively and financially sanctioned by the State Government on 14 June 2005 for ₹ 1.36 crore which was revised to ₹ 3.51 crore (18 October 2007). The work order was issued on 30 July 2008 by EE, WR, Division,

Jodhpur to the contractor for ₹ 2.78 crore. The stipulated date of completion was 9 June 2009 including rainy season but the work was actually completed on 30 April 2011 after incurring an expenditure of ₹ 3.55 crore.

Scrutiny of records revealed that these works were related to Municipal Area (Urban Local Bodies) and the lake was constructed for tourism purpose along with drinking water, but these works were executed with irrigation funds allotted under Head-4702-Water Harvesting Structure. Since the water was not utilised for irrigation purpose, irrigation funds were diverted for the works of tourism department.

EE WRD, Jodhpur stated (May 2012) that the main purpose of construction of lake was to provide additional storage of drinking water for Phalodi town along with development of tourism. The reply was not acceptable as the purpose of conversion of five small tanks into a lake was not to provide irrigation but for drinking water and tourism.

2.1.10.10 Water Rates

**Deprivation of revenue
₹ 147.50 crore
due to non-revision of
water rates.**

- The National Water Policy (1987) recommended that water charges for various uses should be fixed in such a way that they cover at least the 'Operation and Maintenance (O&M)' charges and a part of the capital cost also. The State Water Policy (February 2010) also envisaged the determination of water charges in a manner that user is aware of the shortage of this resource and is inspired to use it economically.

Further, XIII Finance Commission sanctioned grant of ₹ 224 crore (yearly allocation of ₹ 56 crore) for water sector management for the period of four years i.e. 2011-15 with the condition to increase water charges, but no revision has taken place so far (April 2012). The water rates were last revised by State Government in April 1999. The existing water rates were fixed by calculating average of different water charges for different crops.

The present irrigation water rates were calculated on weighted average rate of ₹ 142.70 per ha. The amount realised on this rate was not sufficient to meet the O&M expenditure. The department proposed to increase the water rates in the year 2006 at ₹ 260.10 per ha. If these rates were made effective from the year 2006, an amount of ₹ 24.58 crore more could have been recovered per year. This resulted in deprivation of revenue of ₹ 147.50 crore to the State Government for six years.

The State Government stated (December 2012) that revision of water rate is under consideration since 2006 with the GoR.

**Non-recovery
of raw water
charges from
SSTPS of
₹ 12.46 crore.**

- For production of electricity, raw water was being supplied by WRD to Suratgarh Super Thermal Power Station (SSTPS), Suratgarh since January 1994 without execution of any agreement. As per water tariff, water supplied was to be charged at the rate of ₹ 20 per thousand cubic feet.

Review of records of WR Division Suratgarh revealed that ₹ 12.46 crore of water charges were outstanding from SSTPS till February 2012. The department has not taken any action to recover such amount along with penal interest leviable under rule 31(4) of Rajasthan Irrigation and Drainage Rule, 1955.

The State Government stated (December 2012) that notice has been issued to SSTPS and efforts were being made for recovery of the amount.

Non-recovery of water charges from PHED of ₹ 77.66 lakh.

- Water rates for supply of drinking water to be charged from PHED were notified in the year 1995. Test-check of eight divisions (*Appendix 2.10*) revealed that the water charges amounting to ₹ 77.66 lakh were outstanding from PHED.

The State Government while accepting the fact stated (December 2012) that the matter of recovery from PHED is under correspondence.

Non-recovery of Irrigation revenue from cultivators.

- WRD notified (1999) rates for water charges from cultivators for using water for irrigation purpose.

During review of records of department and information provided by CE, WRD for the year 2009-12, it was observed that the details of revenue received on account of water charges for the State was not available with WRD as the work for assessment of recovery of irrigation revenue was being done by Revenue Department since 2001. The WRD has no mechanism to watch the records of revenue assessed and realised. The CE, WRD has provided information in respect of three zones i.e. Hanumangarh, Udaipur and Jaipur only in which revenue was recovered ranging between ₹ 11.40 crore to ₹ 21.43 crore (19.90 *per cent* to 35.09 *per cent*) during 2009-12.

The State Government stated (December 2012) that the collection of irrigation revenue was not with the Water Resources Department and is being collected by Revenue Authority. The reply was not acceptable as the recovery of revenue in the commented zones was being made by the department.

2.1.11 Conclusion

The Government objective of utilising surface water for irrigation through construction of MIPs could not be achieved due to non-completion of MIP works in the stipulated time or long delays in completion of works due to non-availability of land before sanctioning the project, delay in approval of drawing and design, inadequacy of funds. These all resulted in cost overrun and delaying of the benefits of the projects to the public.

B.C. ratio was wrongly calculated to make the projects viable, ultimately the projects after completion proved non-viable due to non/less receipt of water in the dams despite sufficient rainfall. State was deprived of revenue due to non-revision of water rates and grant from European Commission had not been received due to non-setting up of the Water Regulatory Authority. Non-recovery of excess expenditure incurred on deposit works and non-crediting of unclaimed deposit balances to the Consolidated Fund of the State, non-

adjustment/recovery of Miscellaneous Public Works Advances and imprest/temporary advances, Non-recovery of share cost from Public Health Engineer Department (PHED) and cost of raw water from Suratgarh Super Thermal Power Station (SSTPS) Suratgarh were also noticed.

Supervision and administrative inspection system, Monitoring and Internal Control mechanism were poor. Internal audit of department was due since 1994 which shows that no sound financial organisation system is there. Further, the department has shown slackness in recovery of Miscellaneous Public Works Advances from employees/firms/divisions *etc.* A large number of paras and inspection reports issued by the Principal Accountant General were lying pending for compliance.

2.1.12 Recommendations

- Irrigation rates need to be revised and Water Regulatory Authority to be constituted for increasing revenue of the department.
- State Government should ensure that Budget formulation is realistic and need based.
- State Government should ensure availability of dispute-free land and requisite permissions in respect of forest land before sanctioning/awarding the work of the project to the contractors is obtained.
- Effective monitoring of the works by the Technical officers should be ensured for timely completion of the projects.
- Internal Audit should be strengthened and compliance to audit observations should be furnished on time.

Chapter 3

Compliance Audit

Chapter 3

Compliance Audit

Audit of transactions of the Public Works Department (PWD) and Water Resources Department (WRD) brought out several 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 under broad objective heads.

3.1 Non-compliance with rules and regulations

Water Resources Department

3.1.1 Unauthorised expenditure

Executive Engineer, Water Resources Department, Division II, Bhilwara got the repair works done through contractors in violation of provisions/guidelines of Mahatma Gandhi National Rural Employment Guarantee Scheme resulting in unauthorised expenditure of ₹ 4.63 crore apart from non achievement of objective of enhancing livelihood security in rural areas.

Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) is under implementation in Rajasthan since February 2006 with the objective of enhancing livelihood security in rural areas by providing at least 100 days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work. The scheme provides that no work in any condition should be permitted through a contractor.

Test Check (September 2010) of records of EE, WRD Division II, Bhilwara and further information collected in January 2011 revealed that District Programme Co-ordinator and District Collector, Bhilwara accorded (April 2009 to July 2009) administrative and financial sanctions for 37 works pertaining to repair of canal, anicuts *etc.* for ₹ 8.96 crore on the basis of technical sanctions (April 2009 to July 2009) issued by Executive Engineer (EE), WRD, Division II, Bhilwara. The above works were awarded to various contractors during June 2009 to December 2009 for ₹ 5.99 crore. Material for the works was to be procured by the same contractor, brought to Divisional/work site store and issued for the works and labourers were to be engaged through respective *Panchayats* and payments made to them through Muster Rolls. Of 37 works, 25 works were completed and 12 are still ongoing and an expenditure of ₹ 4.63 crore (skilled labour part: ₹ 0.43 crore and material part: ₹ 4.20 crore) had been incurred. However, it was noticed that the works were got executed by the contractors and neither skilled labourers were engaged through *Panchayats* nor material received from contractors was

taken in site stores. Thus, EE, WRD, Division II, Bhilwara got the works executed by the contractors in violation of MGNREGS guidelines.

The State Government while accepting the facts stated (August 2011) that action against defaulters will be taken after investigation. State Government also stated (December 2012) that due to non availability of skilled/semi-skilled labour, through *Panchayats*, works were got executed through contractors and payments made to them. The reply was not tenable as MGNREGS guideline prohibits execution of work through contractors in any circumstances.

Thus, getting the repair works done through contractors in violation of guidelines of MGNREG Act led to the unauthorised expenditure of ₹ 4.63 crore apart from non achievement of objective of enhancing livelihood security in rural areas by providing at least 100 days of guaranteed wage employment in a financial year to every household.

3.2 Persistent and pervasive irregularities

Public Works Department

3.2.1 Award of road works without construction site availability

Rule 351 of Public Works Financial and Accounts Rules lays down that no work should be commenced on land which has not been duly made over by a responsible Civil Officer. The Forest (Conservation) Act, 1980 prohibits the use of forest land for non forestry purposes without prior approval of the Government of India (GoI). PMGSY guidelines (November 2004) provide that State Government/District *Panchayat* would be responsible to ensure that lands were available for taking up the road works proposed and no funds for land acquisition would be provided under the PMGSY.

Mention was made in paragraph 3.1.10 of the Report of the Comptroller and Auditor General of India (civil) for the year ended March 2009, Government of Rajasthan regarding allotment of road works without ensuring availability of land free from dispute. Despite recommendation of the Public Accounts Committee (26 August 2011), department did not take action against officials found responsible for awarding the work without ensuring availability of dispute free land.

Proposing and awarding the work of roads passing through the forest/private land rendered the expenditure of ₹ 3.44 crore unfruitful.

- The State Government accorded (July 2007 to May 2009) administrative and financial sanction of ₹ 6.93 crore for construction of two new Approach Roads¹ (AR) and upgradation of roads from Bijapur to Korwa Fanta (15.00 km at cost ₹ 4.23 crore) under PMGSY and Baori to Kelawa (8.00 km at cost ₹ 0.81 crore) under Rural Infrastructure Development Fund XV (RIDF-XV). The road works awarded during the period from October

1. AR Bhadwal to Kailash Nagar (4.03 km): ₹ 0.63 crore and AR Sanchoke Bakhasar road km 20 to Godaron ki Dhani (7.90 km): ₹ 1.26 crore.-Total 11.93 km at cost ₹ 1.89 crore.

2007 to July 2009 and scheduled to be completed during May 2008 to March 2010 were lying incomplete (7.28 km out of 34.93 km) as of January 2012. Scrutiny of records (April-May 2011 and January 2012) of the Additional Chief Engineer (ACE), PWD, Zone, Jodhpur, Superintending Engineer (SE), PWD Circles, Pali and Jalore revealed that the project/technical report of the respective roads sanctioned between July 2007 and June 2009 by SE/ACE, indicated the availability of land only for two new ARs. However, while the alignment of road from Baori to Kelawa involved private land, the road from Bijapur to Korwa Fanta was passing through forest in its stretch from km 8/300 to 11/200 and 15/800 to 17/600 (4.7 km). Nevertheless the State Technical Agency and ACE/SE had cleared and sanctioned the proposals in contravention of the PMGSY guidelines. During execution, while three road works² were stopped (between April 2008 and September 2009) by land owners, the road work from Bijapur to Korwa Fanta was stopped by the Forest Department (June 2009) for want of permission. As a result the road works targeted for completion by May 2008 to March 2010 were lying incomplete as of January 2012 after incurring of an expenditure of ₹ 3.44 crore (*Appendix 3.1*). Thus, the purpose of providing road connectivity to the targeted habitations was defeated.

The State Government stated (November 2012) as follows:

(i) Constructed portion of the Bhadwal to Kailash Nagar and Sanchoe Bakhasar road km 20 to Godaron ki Dhani was being used by the public and the remaining portion would be constructed after acquisition of land.

(ii) At the time of transect walk villagers agreed to transfer the land but later refused and obstructed the work. Proposal for permission had been submitted (November 2009) to the forest department in respect of roads from Bijapur to Korwa Fanta. In respect of Baori to Kelawa, the road stretch from km 2/345 to 3/225 (880 metre) was passing through *Khasra* no. 244 and 245 and *Khatedars* of the land objected to construction of the road work. Though the land belonged to State Government, revenue authorities irregularly transferred (January 1983) it in favour of private persons. The land had been re-transferred to the State Government in May 2012. The reply was not acceptable as the problem encountered in these four roads could have been avoided if the department had verified the title of the land on the basis of revenue records and ensured availability of land before commencement of these work.

Taking up road works through railway land led to road works remaining incomplete rendered the expenditure of ₹ 1.38 crore unfruitful.

- The Additional Secretary, PWD, Rajasthan, Jaipur, accorded (July 2007) administrative sanction for ₹ 1.49 crore for construction/upgradation of road (8.60 km long) from Bari to Bijoli under PMGSY to provide connectivity to the habitations³ involved. The road work was awarded (November 2007) to a contractor for ₹ 1.62 crore and the work order was issued (December 2007) by the Executive Engineer, PWD, Division, Bari. However, the road work scheduled to be completed by 20 May 2008 was lying

2. AR Bhadwal to Kailash Nagar, AR Sanchoe Bakhasar road km 20 to Godaron ki Dhani and upgradation of Baori to Kelawa.

3. Bari, Dhanora, Surothi and Bijoli.

incomplete after incurring expenditure of ₹ 1.38 crore (85 *per cent*) upto August 2008. Though the technical report (project report) mentioned that sufficient land was available for the work.

Scrutiny of records (October 2011-December 2011), of the Chief Engineer (CE) PMGSY, PWD, Rajasthan, Jaipur revealed that the road work had been completed (March 2009) at a cost of ₹ 1.38 crore except in Km 0/0 to 0/600. The railways authority did not allow road construction in this reach. This shows that availability of land guaranteed in the Technical Report was not factually correct. Thus, the work could not be completed as conceived after incurring expenditure of ₹ 1.38 crore.

The state Government while accepting the fact stated (September 2012) that proposal for construction of road work had been sanctioned under PMGSY after getting approval from *Panchayat Samiti* Bari and *Zila Parishad*, Dholpur and completed portion of road is being used by the local public. The reply was silent as to why the land belonging to Railway had not been acquired in at the time of preparing the Project Report.

Proposing alignment of roads through forest land without approval of GoI led to non-completion of three roads (₹ 2.53 crore) besides, diversion of funds for other purposes.

- Additional Secretary, PWD, Rajasthan, Jaipur sanctioned ₹ 5.81 crore for construction of five approach roads (ARs) *viz*, MDR-3 to Rahir (20.80 km) at ₹ 3.60 crore, AR Panchana diversion to Tharkapura (3.95 km) at ₹ 0.68 crore, AR Bauwa to Nayawas (3.10 km) at ₹ 0.54 crore and SH-25 to Barred (1.30 km) at ₹ 0.39 crore and MDR-3 Sigarpur to Garh Mandora (3.50 km) at ₹ 0.60 crore in Karauli District in August 2005 and April 2006 to provide 'all weather road connectivity' under PMGSY for improving the social economic conditions, educational and medical facilities for the villages. The road works were awarded to four different contractors during November 2005 to August 2006 to be completed by August 2006 to May 2007.

Test-check (November-December 2011) of records of the Superintending Engineer (SE), PWD Circle, Karauli revealed that out of the five ARs, two ARs, MDR-3 Sigarpur to Garh Mandora (₹ 0.44 crore) and SH-25 to Barred (₹ 0.30 crore) were completed at a cost of ₹ 0.74 crore during August 2006 to July 2007. The remaining three ARs *viz* MDR-3 to Rahir⁴ (₹ 1.76 crore), Pachana diversion to Tharkapura (₹ 0.30 crore) and Bhauwa to Nayawas (₹ 0.47 crore) were lying incomplete after incurring an expenditure of ₹ 2.53 crore as of March 2012. Audit observed that the fact of alignment of ARs except for one road (MDR-3 Sigarpur to Garh Mandora) falling in the forest area came to the notice of the department only after commencement of the works. This indicated that the adequate survey for road alignment had not been done and proposals were made by SE/Additional Chief Engineer (ACE)/Chief Engineer, PMGSY/State Technical Agency/ State Level Screening Committee and approved without ensuring availability of dispute free land for construction of roads. Consequently, the construction of roads got delayed.

4. This road had already been commented as para 4.2.4 (₹ 1.57 crore as of December 2007) of Audit Report (Civil) 2007-08 is still lying incomplete as of November 2011.

On receipt (February 2007 to September 2008) of in principle approval for dereservation of 23.914 hectare forest land from Ministry of Environment and Forests, (MoEF), GoI for all the five roads, SE, Karauli made payment amounting to ₹ 3.18 crore to the forest department towards Net Present Value (NPV) out of the PMGSY funds in respect of all the five roads⁵ during March 2007 to March 2010 in violation of PMGSY guidelines *ibid*. However, only ₹ 2.42 crore had been refunded (March 2012) to PMGSY account.

While accepting the fact the State Government stated (November 2012) that fact of alignment of ARs falling in the forest area was already within the knowledge of the department before awarding the work and three road works viz. AR Rahir, Tharkapura and Nayawas were incomplete due to non-receipt of final approval from GoI. It was further stated that funds spent from PMGSY for making payment to Forest Department had been pending adjustment for want of Letter of Credit under State Plan for two ARs Tharkapura and Nayawas. The reply was not acceptable as only ARs Barred and Garh Mandora were completed and remaining three roads were lying incomplete for want of final approval of GoI and mutation of land in PWD's favour thereafter. As regards unauthorized payments made to the forest department from PMGSY funds, requisite sanction for road, Tharkapura and Nayawas was not accorded by the State Government. Also had the survey done properly at site, the dispute of land would have not arisen. Thus, proposing alignments of road through forest land without obtaining approval of GoI led to non completion of three roads (₹ 2.53 crore).

Works taken up on forest land without obtaining prior approval from the Forest Department led to a road remaining incomplete after expending ₹ 1.13 crore.

- The State Government accorded (April 2006) administrative sanction for a new road work from Asha Ka Bas to Nathusar (9 km long) under PMGSY for ₹ 2.43 crore. The ACE, PWD, Zone II, Jaipur accorded (May 2006) technical sanction for ₹ 2.41 crore. The work was awarded (June 2006) to a contractor at 1.25 *per cent* above schedule 'G' aggregating to ₹ 2.49 crore including maintenance for five years (₹ 0.15 crore). The work was to be completed by 10 April 2007. The contractor executed the road work and was paid ₹ 1.12 crore up to April 2008.

Test-check of records (July 2011) of Superintending Engineer (SE), PWD Circle, Alwar revealed that as per the Detailed Project Report (DPR) prepared by EE, PWD Division I Alwar, the road alignment followed revenue track and sufficient land was available for construction of the road. However, the alignment in 4.010 km⁶ was passing through forest area and the department has submitted the proposal for using the forest land for non forestry purpose to the forest department only in August 2006 after expending ₹ 1.13 crore, defeating the objective of providing all weather connectivity to the targeted villages. The forest department rejected (January 2009) the proposal. As the construction of the road had been taken up in July 2006 without obtaining approval of GoI, Conservator of Forest; Regional Director, Tiger Project, Sariska directed (October 2006 and October 2009) the

5. AR Rahir: ₹ 1.90 crore, AR Tharkapura: ₹ 0.64 crore, AR Nayawas: ₹ 0.12 crore. AR Garh Mandora: ₹ 0.27 crore and AR Barred: ₹ 0.25 crore).

6. Km 0/600 to 0/720, km 1/300 to 1/900, km 2/800 to 5/474, km 6/520 to 6/850, km 7/308 to km 7/484 and km 8/035 to 8/145.

department to stop the road work. However, the work was kept continued and the contractor was paid for ₹ 1.13 crore (August 2011). Only in November 2011, the ACE, PWD Zone II, Jaipur withdrew the remaining road work from scope of the contract.

The State Government stated (September 2012) that road proposal prepared on revenue track after approval of *Panchayat Samiti* and *Zila Parishad* and the constructed portion is being used by the villagers. The reply was not acceptable as the EE did not ensure availability of dispute free land for construction of road passing through forest.

Thus, taking up the road work through forest land without the requisite approval, led to the road remaining incomplete and the object of providing all weather connectivity to the targeted villagers could not be achieved even after spending ₹ 1.13 crore.

Improper survey resulted taking up the work of vented causeway on unsuitable strata and road through forest area which led to unfruitful expenditure of ₹ 2.19 crore.

- Additional Secretary, PWD accorded (August 2005) administrative sanction for ₹ 1.75 crore under PMGSY for construction of road from Doongri to Khidarpur Jadon (4.30 km) in District Sawaimadhopur to provide marketing, educational and medical facilities by connecting the two villages through all weather bituminous roads. The technical estimates of works prepared by Executive Engineer (EE), PWD Division, Sawaimadhopur included construction of vented causeway⁷(625 metre)⁸ on Banas river.

The work was awarded (September 2005) to a contractor for ₹ 1.37 crore for completion by 19 July 2006. As of July 2006, the contractor had been paid ₹ 0.86 crore for execution of Cement Concrete/Bitumen Treated (CC/BT) work in 3.075 km⁹ and Water Bound Macadam work in one km (3/300 to 4/300). The balance work valued at 0.51 crore was withdrawn (January 2010) from contractor.

Test-check (March-April 2011) of the records of Superintending Engineer (SE), PWD Sawaimadhopur revealed that contractor could not execute the work of vented causeway (625 metre) due to non-availability of suitable strata in foundation. Further, BT work in 3/300 to 4/300 was also not executed as transportation of bitumen and material across Banas river was not possible due to non-construction of vented causeway. Thus, EE, PWD Division, Sawaimadhopur had proposed the work without conducting proper survey of the site which led to withdrawal of work at incomplete stage and denied the villagers targeted benefit of all weather connectivity due to road lying incomplete, proving the expenditure of ₹ 0.86 crore unfruitful.

Based on the proposal of EE, PWD Division, Sawaimadhopur, Additional Secretary, PWD issued (February 2009) administrative and financial sanction

7. Vented Causeway is a cross drainage structure provided with a few opening comprising of pipes, short span slabs or small arches to make the crossing feasible during monsoon and flood.

8. Km 2/675 to 3/300.

9. CC: 0/0 to 1/0 km and 4/300 to 4/700 km, BT: 1/0 to 2/675 km.

for ₹ 7.61 crore for upgradation of road in 15.38 km¹⁰ from Kasaba Khandar to Bhoori Pahari in Sawaimadhopur District. This included the remaining work (work of vented causeway and BT in one km) of road from Doongri to Khidarpur Jadon. The Chief Engineer (CE), PWD awarded (July 2009) the work to a contractor for ₹ 6.54 crore with stipulation for completion by June 2010. During execution of the work, Deputy Chief Conservator of Forests and Deputy Director Core Area, Ranthambore Tiger Project, Sawaimadhopur directed (January 2010) EE, PWD, Sawaimadhopur to stop the work as the alignment of road in 7.700 km¹¹ was falling in Ranthambore Tiger Reserve Corridor. Accordingly, the contractor stopped the work and the CE approved (November 2010) closure of the contract. The contractor had been paid (September 2011) ₹ 1.33 crore for the work done by him in reach km 26/10 to 30/05.

The reply of the State Government (September 2012) that due to non availability of sufficient funds, cross drainage (CD) work in 300 metre in place of 625 metre proposed was not acceptable as in the technical sanction, CD work in 625 metre was proposed and funds sanctioned accordingly. In respect of Kasba khandar to Bhoori Pahari, it was stated that availability of sufficient land had been ensured at the time of survey conducted by the department but the work was finalised at an incomplete stage after the Forest Department stopped the work. The reply confirms that proper survey had not been conducted and clear title of land had not been ensured before awarding the road work. Action for obtaining the requisite permission from the Forest Department was initiated (25 January 2010) belatedly and clearance was still awaited. Further, the unspent amount of ₹ 0.89 crore in respect of road work from Doongri to Khidarpur had also not been surrendered (February 2009 to September 2012).

Thus, improper survey resulted in taking up the works of vented causeway on unsuitable strata and road through forest area which led to unfruitful expenditure of ₹ 2.19 crore. As the roads are lying incomplete, the targeted villages were deprived of all weather connectivity. Besides, ₹ 7.17 crore¹² were lying unutilised with Rajasthan Rural Road Development Agency since October 2011.

10. Chainage from 9/0 to 12/625, 15/600 to 23/300 and 26/0 to 30/050

11. Km 15/600 to 23/300 in between village Sanwata to Talawara

12. Doongri to Khidarpur Jadon: ₹ 1.75 crore (-) ₹ 0.86 crore = ₹ 0.89 crore and Kasaba Khandar to Bhoori Pahari: ₹ 7.61 crore (-) ₹ 1.33 crore = ₹ 6.28 crore.

3.3 Failure of oversight/governance

Public Works Department

3.3.1 Unfruitful expenditure on construction of quarters

Unjustified cost of the construction of work after award of tender resulted in construction of only 26 resident quarters against 48 planned. Non provision of basic amenities in these 26 quarters for two years rendered the investment of ₹ 2.15 crore unproductive.

Rules 298 and 351 of Public Works Financial and Accounts Rules (PWF&AR) provide that land should be acquired well in advance and no work should be commenced on land which has not been duly handed over by the responsible Civil Officer.

The State Government accorded (September 2005) administrative and financial (A&F) sanction for ₹ 2.84 crore for construction of 48 residential quarters¹³ at Karauli. The Additional Chief Engineer (ACE), Public Works Department (PWD), Zone Bharatpur accorded (January 2006) technical sanction for ₹ 2.84 crore¹⁴. The work order was issued (February 2006) in favour a contractor at 9.70 *per cent* above schedule 'G' (₹ 2.27 crore) aggregating ₹ 2.50 crore with stipulation for date of completion by 24 January 2007.

Test check (January 2012) of the records of Executive Engineer (EE), PWD, Division Karauli revealed that the work could not be started due to objection raised (March 2006) by the Deputy Conservator of Forest, Karauli as the land allotted (September 2005) by the District Collector (DC) Karauli belong to Forest Department. Due to this, the work was withdrawn (November 2007). Meanwhile, a new site for construction of GAD quarters was allotted (August 2007) by DC, Karauli. The work was retendered and awarded (February 2008) to another contractor at 32.30 *per cent* above schedule 'G' aggregating ₹ 3.01 crore (22.60 *per cent* higher than earlier) by CE PWD, Jaipur subject to the condition that the expenditure should be restricted to ₹ 2.27 crore. The work was to be completed by February 2009.

Though the work was completed (March 2010) at a cost of ₹ 2.15 crore¹⁵, only 26 quarters against 48 sanctioned had been completed due to increase in cost and limiting the expenditure to ₹ 2.27 crore. These 26 quarters were lying unoccupied (May 2012) due to non-provision of approach road, boundary

13. Type-I: 2; Type-II: 8; Type-III: 8; Type-IV: 18 and Type-V: 12. This included the provision for boundary wall, approach road, internal road and development work, *etc.*

14. 48 quarters: ₹ 2.11 crore; boundary wall: ₹ 0.08 crore; electric works: ₹ 0.17 crore; approach road: ₹ 0.09 crore; water supply: ₹ 0.02 crore; contingency: ₹ 0.02 crore; quality control: ₹ 0.02 crore and prorata charges: ₹ 0.33 crore.

15. Construction of quarters ₹ 1.83 crore; contingency and pro-rata charges *etc.*: ₹ 0.32 crore.

walls and the basic amenities like water supply *etc.* The EE, PWD Division, Karauli submitted (December 2011) proposals to the CE, PWD, Jaipur for obtaining revised A&F sanction of ₹ 7.89 crore including additional requirement of ₹ 5.05 crore for providing basic amenities and construction of the remaining 22 quarters. The A&F sanction was awaited as of May 2012. This action of the EE was also not conforming the provision of PWF&AR rule 286 (2)¹⁶ to obtain revised A&F for sanction of work. This indicates lack of financial oversight on the part of the Department.

The State Government accepted the facts (September 2012) and stated that work had been awarded at higher tender premium due to hike in cost of material and for providing water supply, an amount of ₹ 1.10 crore has been deposited with Public Health Engineering Department (PHED) in March 2012. The reply was to be viewed in the light of the fact that the unjustified curtailment of the cost of the work after award of contract rendered the number of quarters from 48 to 26 and non-provision of funds for providing basic amenities resulted in these 26 quarters also remaining unused for two years rendering the investment of ₹ 2.15 crore unproductive.

Thus, due to non-ensuring the clear title of the forest land before awarding the work, inordinate delay in arranging a suitable alternative site and revised A&F sanction, only 26 quarters were completed against 48 sanctioned originally. Due to non-providing the basic amenities, the quarters completed remained unoccupied and the expenditure of ₹ 2.15 crore incurred rendered unfruitful. Records produced also did not indicate provisioning of watch and ward and maintenance of the quarters as such possibility of work deterioration cannot be ruled out.

General

3.3.2 Lack of response to audit observations

Audit is an aid to management for efficiency, effectiveness and good governance. The failure of the Government in taking proper corrective action on audit findings indicated weak governance.

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

As on 31 March 2012, there were 1,288 IRs containing 5,545 paragraphs issued during the period 1992-93 to 2011-12 (IRs issued up to

16. When expenditure on a work exceeds, or is likely to exceed, the amount administratively approved for it by more than 10 *per cent*, revised administrative approval must be obtained from the competent authority.

September 2011) to Public Works Department and Water Resources Department pending for settlement as shown below:

Year	Numbers Pending	
	IRs	Paragraphs
Upto 2005-06	441	1,326
2006-07	165	593
2007-08	149	519
2008-09	147	695
2009-10	173	927
2010-11	145	961
2011-12 (Upto September 2011)	68	524
Total	1,288	5,545

For early settlement of outstanding IRs and paragraphs, the State Government issued (August 1969) instructions to all departmental officers for sending the first reply to IRs within a month and replies to further audit observations within a fortnight. These instructions have been reiterated from time to time. The instructions issued in March 2002 envisaged appointment of nodal officers and Departmental Audit Committee in each of the Administrative Departments to ensure compliance to all the matters relating to audit. Latest instructions have been issued in January 2010.

An analysis of outstanding IRs of Water Resources Department revealed that 1,843 paragraphs relating to 490 IRs remained outstanding at the end of March 2012. Out of these, 53 IRs containing 56 paragraphs had not been settled for more than 10 years.

Category-wise detail of irregularities commented in IRs is given below:

S. No.	Nature of Irregularities	No. of Paras	Amount (₹ in lakh)
1	Fraud/misappropriation/embezzlement/losses	38	1,459.04
2	Recoveries made at the instance of audit & over payment	153	4,181.91
3	Violation of contractual obligations & undue favour to contractors	377	23,058.15
4	Avoidable/excess expenditure	186	21,051.44
5	Wasteful/infructuous expenditure	133	11,759.20
6	Regulatory issues	367	58,829.77
7	Idle investment/establishment/blocking of funds	118	18,324.67
8	Delay in commissioning of equipments	23	2,184.10
9	Non-achievement of objectives	45	8,179.05
10	Miscellaneous	403	49,374.86
Total		1,843	1,98,402.19

Audit Committees comprising the respective Principal Secretary/Secretary of the Department and representatives of the Finance Department and the Office of the Principal Accountant General were formed in four Departments for taking speedy action on pending audit matters. The Finance Department issued (November 2004) instructions for conducting four meetings per year but the instructions of the Finance Department were not adhered to and only three Audit Committee meetings were held by four Departments during 2011-12.

The State Government in its reply stated (January 2013) that directions have been issued to subordinate officers for taking necessary action for settlement of pending audit objections on top priority.

Audit is an aid to management for efficient, effective and good governance. The failure of the Government in taking proper corrective action on audit findings indicated weak governance. The Government should look into the matter and ensure that procedures are put in place to ensure submission of prompt and proper response to the audit observations, action is taken against the defaulting officials and recoveries of losses/outstanding advances/over payments are made in a time bound manner.



JAIPUR,
The

(R. CHOUHAN)
Principal Accountant General
(Economic & Revenue Sector Audit), Rajasthan

Countersigned

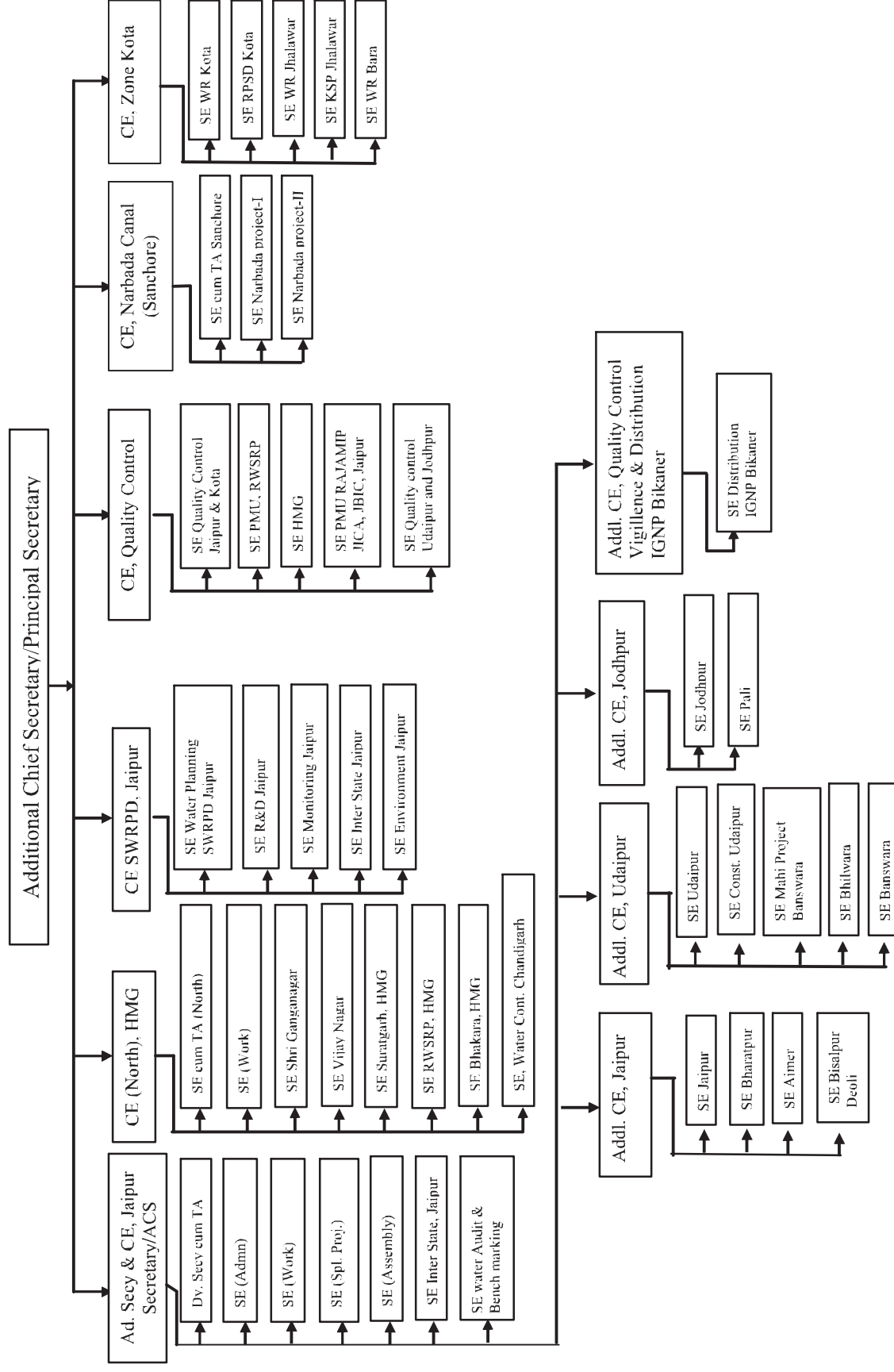


NEW DELHI,
The

(VINOD RAI)
Comptroller and Auditor General of India

Appendices

Appendix 2.1 (Refer paragraph 2.1.2: page 8) (Organisational set-up as on 1.1.2012)



Appendix 2.2

(Refer paragraph 2.1.6.1; page 10)

Details of MIPs/Feeder which remained incomplete due to non acquisition/clearance of land from forest

(₹ in crore)										
S. No.	Name of Division	Name of MIP	A&F original issued	Revised A&F	Date/Year of awarding work	Stipulated date/year of completion	Actual date of completion	Expenditure incurred	Cost overrun due to delay/non acquisition/clearance of land	Status of MIP's as on 31 March 2012
1.	EE B&RC Division Mahi Project, Bansvara	Bhukha Bhai Sangwara Canal 8 to 20.11 km	27 December 2004 ₹ 26.16	-	2005-06	2006-2007	Incomplete	₹ 27.37	₹ 1.21 (actual cost overrun will be worked out after completion of work)	Work in progress
2.	EE WRD Kota	Takli Irrigation cum water supply project	July 2006 ₹ 51.81	July 2011 ₹ 131.44	29 June 2007 ₹ 25.25	8 July 2010	Incomplete	₹ 8.50 (March 2012)	₹ 79.63	Work incomplete due to protest made by cultivators as land award was issued to them in piecemeal
3.	EE WRD Chittorgarh	Sudari Feeder	13 December 2007 ₹ 0.55	-	17 May 2008 ₹ 0.60	27 September 2008	Incomplete	₹ 0.38 (August 2010)	-	Due to land dispute work remained incomplete
Total									80.84	

Appendix 2.3

(Refer paragraph 2.1.6.2; page 10)

Year-wise details of rainfall, expected water receipt and actual water receipt in the MIPs

S. No.	Name of the project	Nearest rain gauge station	Storage capacity (in mcf)	Cultivable Command Area	Actual date of completion	Total expenditure incurred (₹ in lakh)	Average water runoff per square mile (In mcf)	Catchment area (In sq miles)	Average rainfall as per DPR (in mm)	Details of rainfall measured, expected water receipt and actual water receipt in the MIP				Reasons of non/short receipt/ retention of water in dam
										Year	Average rainfall during the year (in mm)	Expected water receipt in the MIP (mcf)	Actual water receipt in the MIP (mcf)	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
1.	Karoj MIP, Sikar	Udaipurwati	24.36	155.99 hectare	30.06.2004	85.89	5.35	4.60	457.20	2008	484	21.165	-	Due to low intensity of rainfall in catchment area
										2009	187	1.173	-	
										2010	750	24.36 (max)	-	
										2011	596	24.36 (max)	-	
										2012	511	24.36 (max)	-	
2.	Fatehpura MIP, Sikar	Kotputli	51.96	265.99 hectare	31.03.2006	111.74	4.601	10.30	556.81	2008	897	51.96 (max)	-	Due to low intensity of rainfall in catchment area
										2009	318	17.365	-	
										2010	816	51.96 (max)	-	
										2011	659	51.96 (max)	-	
										2012	638	51.96 (max)	-	
3.	Sawaipura MIP, Sikar	Dania Rangadh	13.23	136.90 hectare	30.06.2004	45.64	4.01	3.30	450	2008	380	9.852	-	Due to low intensity of rainfall in catchment area
										2009	298	5.196	-	
										2010	489	13.23 (max)	-	
										2011	467	13.23 (max)	-	
										2012	638	13.23 (max)	-	

1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.
4.	Bhairon Sagar Media MIP, Bhilwara	Jahazpur	22.72	93 hectare	16.8.2007 (dam) & 31.5.2008 (canal)	67.90	14.364	2.45	711	2008	473	15.14	-	The site selection was wrong and low intensity of rainfall in catchment area.
										2009	324	5.32	-	
										2010	626	22.72 (max)	6.00	
										2011	984	22.72 (max)	7.00	
										2012	560	22.72 (max)	-	
5.	Parwati Sagar MIP, Bhilwara	Jahazpur	18.54	72.87 hectare	29.03.2009 (Dam) & 31.12.2007 (Canal)	100.51	14.38	1.30	699	2009	324	18.54 (max)	02	Low intensity of rainfall in catchment area
										2010	626	18.54 (max)	14	
										2011	984	18.54 (max)	09	
										2012	560	18.54 (max)	7.063	
6.	Kailash Nagar MIP, Sumerpur (Pali)	Ora dam	67	374 hectare	01.08.2003	177.97	8.842	6.37	558.80	2008	335	13.84	-	Due to low intensity of rainfall in catchment area of dam
										2009	260	6.36	-	
										2010	610	67 (max)	-	
										2011	625	67 (max)	09	
										2012	614	67 (max)	7.063	
7.	Karwara MIP, Jalore	Bhimtal	8.35	58 hectare	02.06.2004	22.14	2.457	2	381	2008	383	4.914	1.63	No reasons were intimated by the EE
										2009	216	1.098	-	
										2010	733	8.35 (max)	-	
										2010	756	8.35 (max)	-	
										2012	395	3.18	-	
8.	Anka MIP, Alwar	Thangazi Tehsil	50.46	326 hectare	06.09.2004 (Dam) & 13.07.2006 (Canal)	136.17	10.51	4.8	635	2008	1060	50.46 (max)	7.00	Due to low intensity of rainfall in catchment area of dam
										2009	445	22.48	-	

1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.
										2010	824	50.46 (max)	6.72	
										2011	770	50.46 (max)	4.10	
										2012	731	50.46 (max)	Nil	
9.	Nembaheri MIP, Alwar	Tapukara (Tijara)	43.88	458.10 hectare	21.1.2003 (Dum) 29.4.2006 (Canal)	136.93	8.154	5.5	609.60	2009	319	10.33	-	Due to short rainfall and absorption of water in land
										2010	495	29.17	-	
										2011	415	18.56	-	
										2012	490	25.30	5.40	
10.	Kot MIP, Pali	Bali	101.11	527.29 hectare	13.2.2009	220.48	4.916	21	584.20	2009	265	10.47	16.10	Irregular rainfall in catchment area of dam
										2010	796	101.11 (max)	26.11	
										2011	843	101.11 (max)	48.80	
										2012	653	101.11 (max)	11.05	
11.	Barloot MIP, Sirohi	Sirohi	53.91	637.45 hectare	10.07.2008	408.41	8.56	13.38	584.20	2009	278	15.55	-	Due to not sufficient rainfall and interception of catchment area by construction of alicuts
										2010	787.70	53.91 (max)	11.41	
										2011	749	53.91 (max)	28.94	
										2012	741	53.91 (max)	8.36	
12.	Sali ki Dhani, Pali	Pali	54.68	112.40 hectare	31.7.2002	49.84	3.27	48.10	457.20	2008	200	18.76	-	Due to scattered rain in catchment area of dam.
										2009	166	7.50	-	
										2010	404	54.68 (max)	-	
										2011	508	54.68 (max)	-	
										2012	653	54.68 (max)	12.358	

1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.
13.	Santru MIP, Jalore	Raniwara	18.50	71.34 hectare	2.6.2004	19.78	4.601	4.50	482.60	2008	467.6	18.06	1.407	Reasons were not investigated by the department
										2009	239	2.47	-	
										2010	1225	18.50 (max)	-	
										2011	820	18.50 (max)	-	
										2012	503	18.50 (max)	-	
14.	Talawara MIP, Jhalawar	Manoharthana	26.24	140.11 hectare	15.5.2003 (Dam) 2.11.2005 (Canal)	65.49	26.24	1.200	838.20	2008	691.00	17.23	3.50	Seepage of water from dam's wall and water slip away under-ground way both side at outlet sluice gate.
										2009	629.00	14.35	4.20	
										2010	514.00	8.36	3.82	
										2011	1461.00	24.73	3.00	
										2012	987	26.24 (max)	3.284	
15.	Taika Khara Chawli canal div-Jhalawar	Pachpahar	56.61	279.25 hectare	4.12.2004 & 1.10.2003	157.78	21.18	2.12	810	2008	633.20	25.36	4.41	Due to low intensity of rainfall in the catchment area.
										2009	554	18.74	-	
										2010	468	11.34	-	
										2011	1015	56.20	21.18	
										2012	842.02	48.109	14.126	
16.	Pharaswali Dhani MIP, Sikar	Udaipurwari 28 km from site	37.84	345.24 hectare	25.3.2011	281.61	4.68	9.59	450	2010	750	37.84 (max)	8.76	Due to low intensity of rainfall in catchment area
										2011	596	37.84 (max)	Dead Storage level	
										2012	511	37.84 (max)	-	
		Total		4053.93 hectare		2088.28 i.e. 20.88 crore								

1. 25.4 mm=1inch 2.Average water run off per square mile in mcf/taken as per stränge's table, as per classification of catchment area.

Appendix 2.4

(Refer paragraph 2.1.7.5; page 18)

Statement showing details of compensation not recovered/levied from contractor due to non-completion of work under clause 2 and 3 of agreement

S. No.	Name of Division	Name of work	Name of Contractor	A&F sanction no. and date	Work order Amount	Stipulated date of		Amount of work completed	Compensation levied/to be levied		Amount Recovered	Amount to be recovered
						Commencement	Completion		Under clause 2	Under clause 3		
1.	EE WR Dn Udaipur	Construction of Maadri Dam with link tunnel between main Dam and main tunnel under Dewas stage-II project Teh. Girwa (Udaipur)	M/s Jainata work Engineer and construction	1544-48/19.11.2005 ₹ 139.26 crore Revised-787/30.10.2007 ₹ 379.10 crore	10.61 crore	2.9.2006	01.03.2008	2.58	0.71	5.98	0.09	6.60
2.	EE WR Dn Chittorgarh	Restoration and rehabilitation of head work of canal system of potoliya, usrol and Rajpuriya MIP	M/s Vijay construction company	553/20.7.2005 ₹ 612.29 crore	0.63 crore	06.1.2011	05.01.2013	0.08	0.06	0.37	0.02	0.41
3.	EE WR Dn Udaipur	Construction of Akodara Dam under Dewas Stage-II	M/s Shri Niwasa Construction Limited (SCL Infra-tech Limited)	100/29.08.2005 ₹ 139.26 crore	33.62 crore	19.3.2007	18.3.2009	14.23	3.36	-	-	3.36
4.	EE WR Dn Dausa	Construction of Myla kua detention Dam	M/s Gurdeep Singh Chandi and company	3161-67/15.7.2011 ₹ 4.61 crore	3.87 crore	18.12.2010	17.6.2011	2.78	0.11	-	-	0.11

S. No.	Name of Division	Name of work	Name of Contractor	A&F sanction no. and date	Work order Amount	Stipulated date of		Amount of work completed	Compensation levied/to be levied		Amount Recovered	Amount to be recovered
						Commencement	Completion		Under clause 2	Under clause 3		
5.	EE NCP Dn-I, Sanchore	Supply, laying, jointing testing and commissioning of destination between HDPE pipe with electrically operated motors.	M/s Jain Irrigation System Limited	1469/17.8.2010 ₹ 2481.49 crore	11.13 crore	23.12.2010	22.12.2011	3.49	1.11	-	-	1.11
6.	EE WRD Dn Dungarpur	Raising of height of Lodisar Tank	M/s Shri Niwasa Construction Limited (SCL Infotech Limited)	₹ 8.70 crore Revised- ₹ 13.68 crore	2.95 crore	9.9.2008	8.7.2009	1.05	0.19	0.37	0.11	0.45
Total											12.04	

Appendix 2.5

(Refer paragraph 2.1.10.1; page 23)

Summarised position of actual expenditure vis-à-vis original/supplementary provision during 2009-12

(₹ in crore)

Head Account	Year	Original	*Final Estimate	Actual Expenditure	Saving (-)/ Excess (+)	Percentage of Savings/ Excess
Revenue 2700	2009-10	872.49	870.93	862.96	(-) 9.53	1.03
	2010-11	907.78	956.83	948.50	(+) 40.72	4.48
	2011-12	989.34	1014.68	1009.02	(+) 19.68	1.99
2701	2009-10	283.84	268.67	266.34	(-) 17.50	6.17
	2010-11	291.77	280.73	272.44	(-) 19.33	6.63
	2011-12	315.59	295.42	291.02	(-) 24.57	7.73
2702	2009-10	69.34	63.05	67.24	(-) 2.10	3.03
	2010-11	77.98	71.64	68.84	(-) 9.14	11.72
	2011-12	136.94	82.70	86.99	(-) 49.45	36.11
Total		3945.07	3904.65	3873.35		
Capital 4700	2009-10	710.66	619.72	619.12	(-) 91.54	12.88
	2010-11	624.08	491.45	489.04	(-) 135.04	21.64
	2011-12	585.24	459.52	462.71	(-) 122.53	20.94
4701	2009-10	55.03	61.79	58.66	(+) 3.63	6.60
	2010-11	51.94	133.59	121.72	(+) 69.78	13.43
	2011-12	59.40	55.57	36.98	(-) 22.72	38.06
4702	2009-10	185.99	98.04	88.48	(-) 97.51	52.43
	2010-11	205.28	113.72	89.09	(-) 116.19	56.60
	2011-12	104.85	84.51	79.05	(-) 25.80	24.61
4711	2009-10	2.15	1.82	1.77	(-) 0.38	17.67
	2010-11	2.15	1.93	1.93	(-) 0.22	10.23
	2011-12	1.73	1.82	1.52	(-) 0.21	12.14
Total		2588.80	2123.48	2050.07		

*Including supplementary grant/re-appropriation and surrender.

Source: Appropriation Accounts

Appendix 2.6

(Refer paragraph 2.1.10.3; page 24)

Statement showing the non-recovery of excess expenditure on deposit works.

(₹ in lakh)				
S.No.	Name of Division	Month & Year of transaction	Particulars	Amount
1	EE, WR, Dn. Kota	10/2002	Swarn Jayanti Gram Swarojgar Yojana (SGSY)	61.56
		9/2004	MPLAD	0.26
2	EE, WR, Dn.II, Chhabra	-	Sahariya development scheme	4.45
		-	MPLAD, fund Anta	1.47
		-	MPLAD, Chhipa barrod	0.55
		-	SGSY	18.99
		-	MADA Yojana, Anicut, Amli and Musenmatad	3.00
		-	Parwan Canal Lift	0.1
3	EE, WR, Dn. Mertacity	1/12	BDO, Degana (NREGA)	4.93
		10/11	BDO, Mertacity (NREGA)	4.88
		11/11	BDO, Parbatsar (NREGA)	0.12
		7/11	BDO, Riyanbari (NREGA)	0.29
		9/11	BDO, Kuchamancity (NREGA)	1.13
		6/10	RSMMML, Udaipur	0.76
		4/09	BDO, Kolayat (NREGA)	0.12
4	EE, WR, Dn. Udaipur	-	JRY	22.38
		-	EAS	7.60
5	EE WR Dn Jaipur	-	Famine relief, MP LAD, MADA, MLA, JDA etc.	68.70
Total				201.29 i.e. 2.01 crore

Source: Information provided by the department.

Appendix 2.7

(Refer paragraph 2.1.10.5; page 25)

Statement showing non-reconciliation of cheques and challans

(₹ in lakh)

S.No.	Name of Division	Reconciliation with Treasury up to	Difference amount of Cheque	Difference amount of Challan
1.	EE WR Dn II Hanumangarh	1/2012	6.33	0.43
2.	EE WR Dn Suratgarh	1/2012	2.54	(-)0.009
3.	EE WR DN Rawatsar	2/2012	0.20	1.01
4.	EE WR Dn Kota	1/2012	22.86	(-)9.53
5.	EE WR CCP Dn Jhalawar	2/2012	(-)1.14	7.21
6.	EE WR Dn II Chhabra	9/2011	311.07	0.24
7.	EE WR Dn Mertacity	3/2012	(-)3.86	1.14
8.	EE WR NCP Dn I Sanchoe	2/2012	16.39	-
9.	EE WR SKAP Dn Dungarpur	2/2012	14.30	2.47
10.	EE WR Dn Chittorgarh	1/2012	17.60	13.85
11.	EE WR Dn Dausa	1/2012	14.94	(-)1.11
12.	EE WR Dn Karauli	2/2012	5.85	(-)0.36
13.	EE WR Dn Dungarpur	12/2011	64.53	5.56
14.	EE WR Dn Jodhpur	3/2012	42.55	8.93
15.	EE WR Dn Jaipur	6/2011	120.43	3.87
16.	EE WR Dn Udaipur	1/2012	139.66	5.48
Total			774.25 i.e. 7.74 crore	39.181 i.e. 0.39 crore

Source: Information provided by the department.

Appendix 2.8

(Refer paragraph 2.1.10.6; page 26)

Statement showing the details of outstanding Miscellaneous P W Advance and Imprest

(₹ in lakh)

S.No.	Name of Division	Imprest/Temp. Advance	Misc. P W Advance
1	EE WR Dn Rawatsar	-	12.64
2	EE WR Dn II Hanumangarh	-	12.84
3	EE WR Dn Suratgarh	-	28.50
4	EE WR Dn Dungarpur	-	6.16
5	EE WR Dn Sikar	0.17	-
6	EE WR Dn II Chhabra	-	0.83
7	EE WR Dn Dausa	7.98	-
8	EE WR Dn Karauli	(T A) 6.13	17.98
Total		14.28	78.95
		i.e. 0.93 crore	

Source: Information provided by the department.

Appendix 2.9

(Refer paragraph 2.1.10.7; page 26)

Statement showing non-recovery of monthly rent from Government servants

S.No	Name of Officers/ Officials S/Sh	Name of office	Period	Amount (₹)
1	Jaipal Singh, Postman	Sub Post Office Suratgarh	1/1977 to 6/2002	10733.00
2	Shyam Sunder, PA	Do	1/2011 to 2/2012	2590.00
3	M.L. Bissa, Postman	Do	9/1991 to 3/2005	18419.00
4	M.C. Kapoor, Postman	Do	8/1991 to 6/1997	8023.00
5	Ram Avtar, Labour	M.E.S.	1/1996 to 12/2002	10164.00
6	S.R. Choudhary	Do	8/1991 to 6/1997	9801.00
7	Munshi Lal Sharma, Jen	B.S.N.L.	9/2002 to 12/2006	16620.00
8	Ram Shakal, labour	Do	10/1995 to 3/2005	10146.00
9	Bhanwar Singh, Labour	Do	1/1990 to 3/2005	16020.00
10	Rishi Kumar, Labour	Do	1/1994 to 7/1999	8194.00
11	Tulsi Ram, Labour	Do	8/1990 to 6/1998	11590.00
12	Ramdhan Maurya, Labour	Do	2/1995 to 6/1997	8023.00
13	Daulat Singh Beldar	Sub Div. Suratgarh	9/2002 to 3/2003	45225.00
14	Sahab Ram, Beldar	Do	12/2009 to 2/2012	26325.00
15	Ganga Ram, Patwari	Sub Div. Pilibanga	4/2003 to 3/2008	77760.00
16	Tikuram, Class IV	G.F.C. Div.	8/2004 to 2/2012	63450.00
17	Balveer Singh, Class IV	C.A.D.	4/2008 to 2/2012	10387.00
18	Banwari Lal O.A.	W.R. Div. Rawatsar	4/2009 to 2/2012	45360.00
19	Smt.Mariyamma, A.N.M.	Govt. Hospital Suratgarh	8/2003 to 3/2007	57024.00
20	Nasib Chand, MPW	Do	11/2002 to 3/2008	43875.00
21	Gopi Chand, Chowkidar	C.A.D.	4/2009 to 2/2012	23625.00
22	Ramji Lal, Class IV	Govt. Hospital Suratgarh	3/2003 to 3/2008	41175.00
23	Vikram Singh, L.D.C.	Education Deptt.	4/2009 to 3/2011	6840.00
Total				571369.00 i.e. 5.71 lakh

Source: Information provided by the department.

Appendix 2.10

(Refer paragraph 2.1.10.10; page 28)

Statement showing non-recovery of water charges from PHED

(₹ in lakh)

S.No.	Name of Division	Outstanding from PHED			
		31/3/2009	31/3/2010	31/3/2011	31/3/2012
1.	EE WR DnII Hanumangarh	-	-	-	12.87
2.	EE WR Dn Suratgarh	4.07	7.86	6.38	4.72
3.	EE WR Dn Rawatsar	-	-	-	11.21
4.	EE WR Dn Udaipur	-	-	-	25.15
5.	EE WR Dn Mertacity	-	-	-	0.10
6.	EE WR Dn Dungarpur	-	-	-	2.06
7.	EE WR Dn Karauli	0.36	0.18	0.39	0.17
8.	EE WR Dn Chittorgarh				21.38
Total					77.66

Source: Information provided by the department.

Appendix 3.1

(Refer paragraph 3.2.1 page 33)

Statement showing road lying incomplete due to proposing alignment of roads through private/forest land										
S. No.	Name of circle / office	Name of AR Road	Administrative and Financial sanction		Disputed length of road	Expenditure incurred (₹ in lakh)	Reasons for dispute	Stoppage the work	Technical estimate (₹ in lakh)	
			Month & years	Amount (₹ in lakh)	length (in Km)	Month and year of work order	stipulated date of completion			
1	ACE, PWD, Jodhpur (RIDF-XV)	Upgradation of Baori to Kelawa	May 2009	81.12	8.00	July 2009	07.12.2009	III Final ₹ 48.18 21.05.2010 (7.1.2010)	Alignment passing through private land	EE,PWD, Dist Jodhpur TS/SE/ Jodhpur 261 /18.6.09 ₹ 80.87
2	SE, PWD, Pali 4/10 to 3/11 (PMGSY) upgradation	Upgradation Bijapur to Korwa Fanta road	February 2009	422.97	15.00	May 2009	24.03.2010	V final ₹148.75 (24.3.2010)	Alignment passing through forest land	EE,PWD Bali TS/ACE ,PWD Jodhpur 144/7.2.2009
3	SE, PWD circle Jalore 4/05 to 3/11 PMGSY (new road)	AR Bhadwal to Kailash nagar	July 2007	63.17	4.03	October 2007	27.5.2008	VII-final (27.5.2008) ₹ 51.26	Alignment passing through Private area	EE,PWD Bhinmal TS/SE /PWD Jalore 53/24.7.2007 ₹ 63.17
4	SE, PWD circle Jalore 4/05 to 3/11 PMGSY (new road)	AR Sanchore Bakhasar road km-20 to Godaron ki Dhani	February 2008	125.36	7.90	June 2008	24.1.2009	IX R,B, WIP ₹ 95.32	Alignment passing through Private area	EE,PWD Sanchore TS by SE PWD Jalore 73 /16.2.2008 ₹ 102.02
	Total			692.62 i.e. 6.93 crore	34.93			₹ 343..51 lakh i.e. 3.44 crore		