

SUPREME AUDIT INSTITUTION OF INDIA
लोकहितार्थ सत्यनिष्ठा
Dedicated to Truth in Public Interest

Report of the Comptroller and Auditor General of India For the period ended 31 March 2022

Government of Rajasthan

Report No. 1 of 2025

(Compliance Audit-Civil)

Report of the
Comptroller and Auditor General of India
for the period ended 31 March 2022

Government of Rajasthan

Report No. 1 of the year 2025

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PREFACE

This Report for the year ended 31 March 2022 has been prepared for submission to the Governor of the State of Rajasthan under Article 151 of the Constitution of India.

This report contains seven Chapters in two parts. Part A relates to audit of four of the Revenue earning departments and Part B relates to audit of the Expenditure incurred by the selected Government departments. Audit was conducted under provisions of the Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act, 1971 and Regulations on Audit and Accounts 2007 issued there under by the Comptroller and Auditor General of India. This report is required to be placed before the State Legislature under Article 151 (2) of the Constitution of India.

The instances mentioned in this Report are those, which came to notice in the course of test audit during the period 2021-22 as well as those, which came to notice in earlier years, but could not be reported in the previous Audit Reports; instances relating to the period subsequent to 2021-22 have also been included, wherever necessary.

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

EXECUTIVE SUMMARY

About this Report

This Report of the Comptroller and Auditor General of India (CAG) relates to matters arising from Compliance Audit of selected Departments of Government of Rajasthan (GoR). Compliance Audit refers to whether the rules and procedures are designed to secure an effective check on the assessment, collection and proper allocation of revenue and examination of the transactions relating to expenditure incurred by the audited entities and to ascertain whether the provisions of the Constitution of India, applicable laws, rules, regulations and various orders and instructions issued by competent authorities are being complied with.

This report is in two parts. **Part-A** includes audit observations noticed during Audit of revenue earning Departments i.e. Commercial Taxes, Land Revenue, Registration & Stamps and State Excise and **Part-B** includes audit observations related to expenditure incurred by various State Government Departments. This Report contains nine paragraphs involving money value of ₹ 444.05 crore. Some of the significant audit findings are mentioned below:

Part A: Revenue Sector

This part contains Seven paragraphs involving ₹ 441.92 crore, which includes one SSCA on 'Department's oversight on GST payments & Return fling' pertaining to Commercial Tax Department and one SSCA on 'Procedure for determination of market value of Immovable Properties'.

A synopsis of key findings contained in this Report is presented below:

Goods and Service Tax

A Subject Specific Compliance Audit on **"Department's oversight on GST Payments and Return filing"** was conducted. The major irregularities noticed are as under:

There was slow pace of scrutiny of returns as after the constitution of Business Intelligence Units (BIU) in September 2021, BIU had selected 9,288 high risk taxpayers pertaining to financial year 2017-18 for scrutiny, out of which merely 2,535 cases (27.29 *per cent*) were scrutinized till August 2022. It was also noticed that timeline for scrutiny of returns was not prescribed by the Department.There was delay in Business Audit by tax authorities as the Business Audit for the financial years 2019-20 to 2020-21 was yet to commence. All the identified cases of 2017-18 had also not been audited while less than five *per cent* cases of 2018-19 had been audited by the Department. Appropriate returns were not filed by 878 taxpayers (52.39 *per cent*) in three circles (requisite information was provided by three circles out of 21 circles) even after notices in form GSTR-3A were issued to them. However, the Jurisdictional officers had not initiated any action regarding assessment and cancellation of registration in these cases. There was lack of action for non-

filing of GSTR-10 after cancellation of registration, as no action was initiated/taken by the Jurisdictional Officers against 4,901 taxpayers where final return, GSTR-10, had not been filed after lapse of prescribed period till the date of audit.

In Centralised Audit, there were deviations from the provisions of the RGST Act in 323 cases involving an amount of ₹ 272.59 crore, constituting 53.39 *per cent* of the 605 inconsistencies/mismatches in data, for which the Department provided responses. Relatively higher rates of deviations were noticed in risk parameters such as excess ITC availed, short declaration of taxable value and excess availment of ITC on RCM. In 123 cases of 39 taxpayers, constituting 39 *per cent* of the 100 taxpayers audited, the taxpayers had either filed their returns belatedly or had erroneously availed and utilised ITC credits, which were paid back but the interest payments of ₹ 6.50 crore were not discharged. In seven cases, taxpayers had availed ineligible ITC of ₹ 1.44 crore mainly on account of availing ITC on supply of goods and services which were not used in the course of furtherance of business and credit availed on blocked items. In nine cases, the taxpayers had not reversed ITC of ₹ 3.44 crore due to incorrect application of Rule 42 of RGST Act. Audit observed 49 cases of deviations/ mismatch in tax liability amounting to ₹ 9.75 crore out of 100 cases examined which were mainly caused due to mismatch between the tax paid in GSTR-1 and GSTR 9/3B. The amendments and advance adjustments declared in GSTR-1 and 9 were also considered for this purpose. 82 taxpayers, out of audit sample of 100 taxpayers, had availed more ITC in monthly/annual return as compared to ITC available in GSTR-2A. The mismatch in ITC availed in these observations ranges from ₹ 0.02 lakh to ₹ 11,635.15 lakh totalling to ₹ 25,902.69 lakh.

Audit recommended that the Government/Department may consider:

- ***to prescribe the timelines and strengthen the monitoring mechanism to ensure scrutiny of the returns by Circles in a time bound manner. It may also better align the number of cases identified for scrutiny using a risk-based approach with the resources/capacity available for such scrutiny.***

- ***to take prompt steps to undertake the remaining audits so that timely action could be initiated against the defaulters and recoveries, if any, could be effected.***

- ***to provide the requisite records to Audit and examine similar cases under its jurisdiction to avoid any loss of revenue.***

- ***to initiate remedial action for all the compliance deviations brought out in this report before they get time barred.***

Land Revenue

The office conducted audit of 74 units of Land Revenue Department. The major irregularities noticed are:

- Short recovery of conversion charges due to non-adoption of proper DLC rate and irregular exemption in conversion charges and unauthorised use of land after conversion.

Stamp Duty and Registration Fee

A Subject Specific Compliance Audit **on 'Procedure for determination of market value of Immovable Properties'** was conducted. The major irregularities noticed are as under:

Mis-classification of the instrument of amalgamation of companies led to short levy of Stamp Duty, Surcharge and Registration Fee of ₹ 1.45 crore. Sub Registrar did not take cognizance of the facts mentioned in the recital of Developer Agreement which resulted in short levy of Stamp Duty, Surcharge and Registration Fee amounting to ₹ 86.25 lakh at consideration value of ₹10.89 crore. Non-consideration of the facts mentioned in recital of lease deed issued by the Jaipur Development Authority resulted in non-levy of Stamp Duty Surcharge and Registration Fee of ₹ 25.36 lakh. Exchange lease deeds issued by the Krishi Upaj Mandi Samiti were to be categorized as conveyance deed and accordingly Stamp Duty, Surcharge and Registration Fee of ₹ 1.64 crore on market value of ₹ 19.79 crore was leviable. However, the Sub Registrars had levied Stamp Duty, Surcharge and Registration Fee of ₹ 0.48 crore on assessed value of ₹ 6.40 crore which resulted in short levy of Stamp Duty, Surcharge and Registration Fee of ₹ 1.16 crore. In the absence of effective site inspections, the concerned Sub Registrars levied Stamp Duty, Surcharge and Registration Fee of ₹ 2.94 crore instead of ₹ 4.54 crore resulting in short levy of Stamp Duty, Surcharge and Registration Fee of ₹ 1.60 crore. Non-compliance with the rules and procedures and the inability of E-Panjiyan system to prevent usage of wrong/spurious challans resulted in loss of revenue amounting to ₹ 1.45 crore.

The State Government may ensure:

- ***linking of khasra numbers of various categories of lands with the applicable District Level Committee rates on E-Panjiyan system.***
- ***effective site inspections of immovable properties by the registering authorities to plug revenue leakage.***
- ***compliance with the established procedures in the Sub Registrar offices and address the weaknesses in the E-Panjiyan system, especially related to payment of duty, to prevent loss of revenue to the Government.***
- ***implementing a payment gateway in the E-Panjiyan system as one of the options for payment to facilitate people as well as for ensuring the security and authenticity of payments.***

In addition to the SSCA, following irregularities were noticed:

- Irregular exemption of Stamp Duty under Rajasthan Investment Promotion Scheme was noticed in two cases, under which Stamp Duty and Surcharge aggregating to ₹ 66.87 lakh and interest of ₹ 31.54 lakh were recoverable.

- Sub Registrar failed to consider the relevant documents due to which the instrument of partnership deed was notarized with Stamp Duty of ₹ 5000 only resulting in short levy of Stamp Duty and Surcharge of ₹ 2.83 crore.

- Failure of Registering Authorities to effectively inspect the records of Real Estate Regularity Authority led to short levy of Stamp Duty and Surcharge of ₹ 1.15 crore on instrument of Developer Agreement.

State Excise

Compliance Audit on 'Levy and Collection of State Excise Duty' was conducted. The major irregularities noticed in complying with the provisions of Rajasthan State Excise and Temperance Policy (policy), 2020-21 are as under:

- District Excise officers did not enforce the provisions of the policy which led to short collection of revenue amounting to ₹ 23.88 crore on short lifted monthly guarantee quota of Country Liquor and Rajasthan Made Liquor.

- Non-enforcement of the provisions of the policy by the District Excise officers led to short collection of revenue amounting to ₹ 24.65 crore of differential amount of excise duty and basic license fees.

- Non-compliance with the extant directions of Excise Commissioner resulted in non-recovery of ₹ 72.88 crore differential amount of additional excise duty on IMFL and Beer from retail-on and retail-off licensees.

- District Excise officers did not enforce policy provisions and did not comply with the extant directions of Excise Commissioner which resulted in non-recovery of additional amount of ₹15.25 crore on short lifted quantity of IMFL and beer.

- Non-compliance of District Excise Officers with the extant Rule/notification resulted in short recovery of license fees amounting to ₹77.50 lakh from Restaurant Bar licensees.

Part B: Compliance Audit

Compliance Audit observations related to expenditure incurred by various State Government Departments.

This part of the Report contains two compliance audit paragraphs involving an amount of ₹ 2.13 crore emerging out of the audit of Youth Affairs and Sports Department and Medical Education Department.

Youth Affairs and Sports Department

- Procurement of the Automatic Electronic Target Scoring Systems was conducted very inefficiently, as the Rajasthan State Sports Council took a long time in decision making at each stage. The procurement was also

grossly mismanaged due to lack of procurement capability by Youth Affairs and Sports Department.

Medical Education Department

- Lack of timely action by the Medical Education Department resulted in non-recovery of Government dues of ₹ 2.13 crore.

Part-A
REVENUE SECTOR

CHAPTER-I
GENERAL

CHAPTER-I: GENERAL

1.1 Trend of revenue receipts

1.1.1 The tax and non-tax revenue raised by the Government of Rajasthan during the year 2021-22, the State's share of net proceeds of divisible Union taxes and duties assigned to the State and grants-in-aid received from the Government of India during the year and corresponding figures for the preceding four years are given in **Table 1.1**.

Table 1.1: Revenue receipts of the State

(₹ in crore)

Sl. No.	Particulars	2017-18	2018-19	2019-20	2020-21	2021-22
1	**Revenue raised by the State Government**					
	• Tax revenue[1]	50,605.41	57,380.34	59,244.98	60,283.44	74,807.98
	• Non-tax revenue[2]	15,733.72	18,603.01	15,714.16	13,653.02	18,754.95
	Total	**66,339.13**	**75,983.35**	**74,959.14**	**73,936.46**	**93,562.93**
2	**Receipts from the Government of India**					
	• Share of net proceeds of divisible Union taxes and duties[3]	37,028.01	41,852.35	36,049.14	35,575.77	54,030.61
	• Grants-in-aid[4]	23,940.04	20,037.32	29,105.53	24,795.65	36,326.48[5]
	Total	**60,968.05**	**61,889.67**	**65,154.67**	**60,371.42**	**90,357.09**
3	**Total revenue receipts of the State Government (1 and 2)**	**1,27,307.18**	**1,37,873.02**	**1,40,113.81**	**1,34,307.88**	**1,83,920.02**
4	**Percentage of 1 to 3**	**52**	**55**	**53**	**55**	**51**

Source: Finance Accounts of the respective years.

The revenue raised by the State Government (₹ 93,562.93 crore) was 51 *per cent* of the total revenue receipts (₹1,83,920.02 crore) during the year 2021-22. The balance 49 *per cent* of receipts during 2021-22 were from the Government of India by way of share of net proceeds of divisible Union taxes and duties and grants-in-aid.

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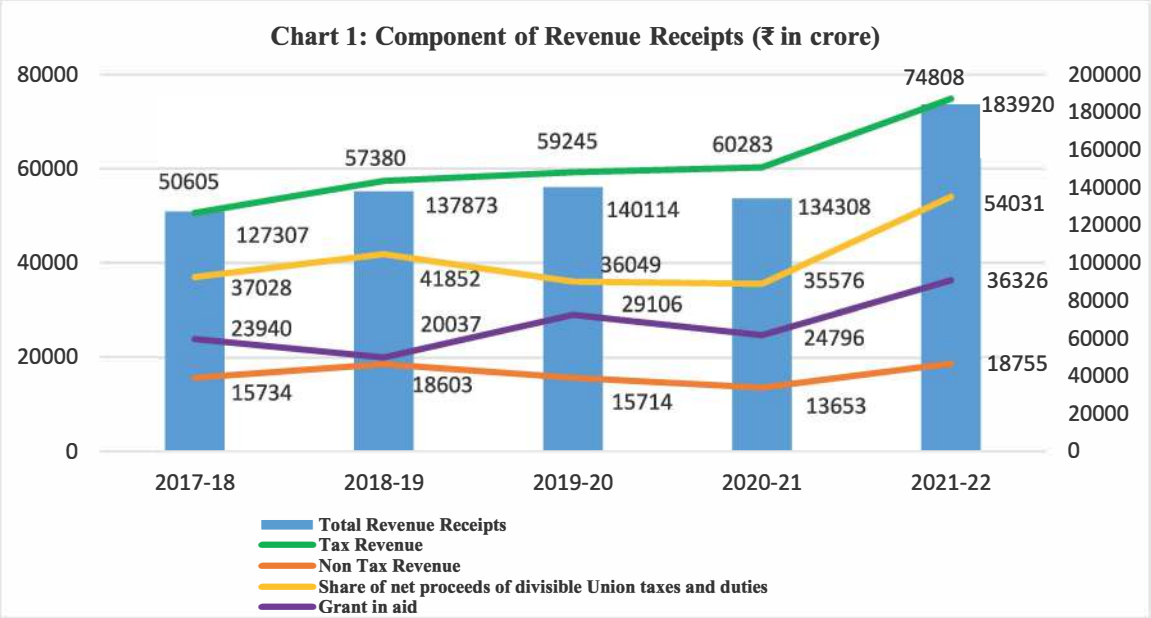
1 For details, please see Table 1.2 of this chapter.

2 For details, please see Table 1.3 of this chapter.

3 For details, please see Statement Number 14 - Detailed accounts of revenue by minor heads in the Finance Accounts of the Government of Rajasthan for the year 2021-22. Figures under the head 0005 - Central Goods and Services Tax, 0008 - Integrated Goods and Services Tax, 0020-Corporation Tax, 0021-Taxes on income other than corporation Tax, 0028-Other Taxes on income and Expenditure, 0032-Taxes on wealth, 0037-Customs, 0038-Union excise duties and 0044-Service Tax and 0045-Other Taxes and Duties on Commodities and Services-share of net proceeds assigned to State booked in the Finance Accounts.

4 For details, please see Statement Number 14 of Finance Accounts of the Government of Rajasthan for the year 2021-22 major Head-1601.

5 This includes compensation of ₹ 3,746.34 crore received for loss of revenue arising out of implementation of GST.



1.1.2 The details of the tax revenue raised during the period 2017-18 to 2021-22 are given in **Table 1.2.**

Table 1.2: Actual receipts in respect of the tax revenue

(₹ in crore)

Sl. No.	Heads of revenue	2017-18	2018-19	2019-20	2020-21	2021-22	Percentage increase (+) / decrease (-) in 2021-22 over 2020-21
1	Taxes on sales, trade, *etc.*	18,285.44	14,225.31	15,361.61	17,146.94	19,983.79	(+) 16.54
	Central sales tax	722.80	565.65	481.15	332.09	621.61	(+) 87.18
2	State Goods and Services Tax	12,137.02	22,938.33	21,954.17	20,754.87	27,501.90	(+) 32.51
3	State Excise	7,275.83	8,694.10	9,591.63	9,853.00	11,807.34	(+) 19.83
4	Stamp duty and registration fee						
	Stamps-judicial	59.78	60.70	61.88	47.87	56.13	(+) 17.26
	Stamps-non-judicial	3,070.79	3,255.34	3,544.91	4,571.89	5,560.25	(+) 21.62
	Registration fee	544.21	569.99	627.94	677.51	875.53	(+) 29.23
5	Taxes on motor vehicles	4,362.97	4,576.45	4,950.98	4,368.17	4,758.92	(+) 8.95
6	Taxes and duties on electricity	3,376.67	2,147.95	2,262.77	2,142.39	2,606.19	(+) 21.65
7	Land revenue	363.86	289.94	364.49	279.32	631.48	(+) 126.08
8	Taxes on goods and passengers	340.78	50.79	41.12	45.18	171.17	(+) 278.86
9	Other taxes and duties on commodities and services	63.93	5.14	1.01	1.23	11.21	(+) 811.38
10	Other taxes[6], *etc.*	1.33	0.65	1.32	62.97	222.46	(+) 253.28
Total		**50,605.41**	**57,380.34**	**59,244.98**	**60,283.44**	**74,807.98**	**(+) 24.09**
Percentage of increase of actual over previous year		**14.05**	**13.39**	**3.25**	**1.75**	**24.09**	

Source: Finance Accounts of the respective years.

6 Other taxes include taxes on income and expenditure (Taxes on professions, trades, callings and employments) and taxes on immovable property other than agriculture land.

There has been a continuous increase in the overall tax revenue during the last five years.

The concerned departments intimated that:

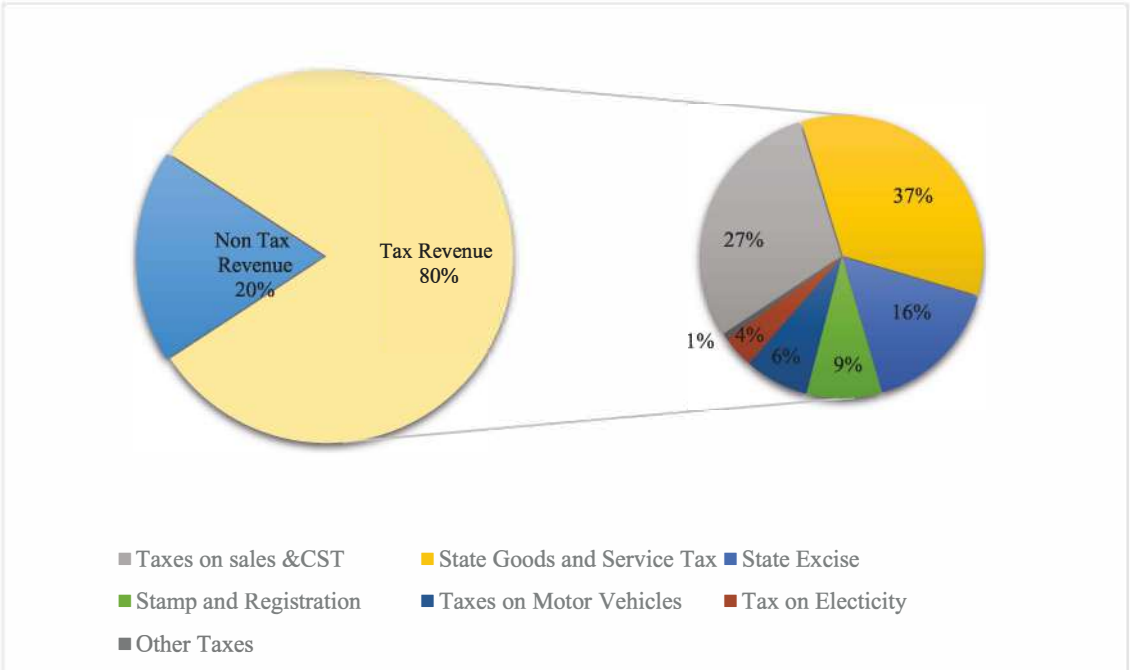
- Increase in 'State Excise Tax' (19.83 *per cent*) was due to control on the sale of illicit liquor and effective recovery of revenue from the sale and regulation of legal liquor.

- Increase in 'Land Revenue' (126.08 *per cent*) was mainly due to allotment of land to Rajasthan Renewable Energy Corporation Limited (RRECL) and Rajasthan State Industrial Development and Investment Corporation (RIICO).

Reasons for increase in 'Taxes on sales, trade (16.54 *per cent*) and State Goods and Services Tax' (32.51 *per cent*) were not provided by the Commercial Taxes Department, GoR.

The revenues of the State during 2021-22 and the composition of the Tax revenues are shown in **Chart 2**.

Chart 2: Revenues of the State



1.1.3 The details of the non-tax revenue raised during the period 2017-18 to 2021-22 are given in **Table 1.3.**

Table 1.3: Actual receipts in respect of the non-tax revenue

(₹ in crore)

Heads of revenue	2017-18	2018-19	2019-20	2020-21	2021-22	Percentage increase (+)/ decrease (-) in 2021-22 over 2020-21
Non-ferrous mining and metallurgical industries	4,521.52	5,301.48	4,579.09	4,966.39	6,395.15	(+) 28.77
Interest receipts	4,858.90	5,790.87	3,851.99	2,693.15	1,628.18	(-) 39.54
Miscellaneous general services	762.36	783.86	915.51	747.01	2,591.41	(+) 246.90
Police	296.56	345.38	641.68	192.54	532.37	(+) 176.50
Other administrative services	207.55	246.49	207.16	146.62	498.32	(+) 239.86
Major and medium irrigation	277.72	179.31	77.19	245.47	193.94	(-) 20.99
Forestry and wildlife	182.26	147.45	109.47	73.67	119.60	(+) 62.35
Public works	109.26	125.92	91.91	92.98	108.88	(+) 17.10
Medical and public health	130.67	163.59	238.16	227.09	270.31	(+) 19.03
Co-operation	63.11	22.24	9.11	95.75	9.40	(-) 90.18
Other non-tax receipts[7]	4,323.81	5,496.42	4,992.89	4,172.35	6,407.39	(+) 53.57
Total	**15,733.72**	**18,603.01**	**15,714.16**	**13,653.02**	**18,754.95**	**(+) 37.37**
Percentage of increase of actual over previous year	**35.45**	**18.23**	**(-) 15.53**	**(-) 13.12**	**37.37**	

Source: Finance Accounts of the respective years.

In 2021-22, there was overall increase in non-tax revenue collection by 37.37 *per cent* as compared to the previous year. The concerned departments intimated that:

- Increase in revenue under 'Miscellaneous general services' was due to (i) transfer of ₹ 1,000 crore from deposits of General Provident Fund, (ii) receipt from contract fee (₹ 21.84 crore) and profit on disinvestment of share capital of Mewar Textile Mills Limited (₹ 29.33 crore), (iii) transfer of ₹ 30.00 crore from State Government insurance fund-General Insurance Scheme, *etc.*

- Increase in revenue under 'Police' was due to more deployment of police personnel to other states and railways.

Further, decrease under the head 'Interest receipts' was due to repayment of principal loans given to electricity companies and the stipulated interest that have been fully recovered under UDAY[8] (39.54 *per cent*).

1.2 Analysis of arrears of revenue

The arrears of revenue as on 31 March 2022 relating to certain principal heads of revenue amounted to ₹ 13,890.82 crore, out of which ₹ 4,947.12 crore was outstanding for more than five years as given in **Table 1.4.**

7 Other non-tax receipts constitute income from petroleum, public service commission, jails, housing, village and small industries, fisheries, dividends and profit, contribution and recoveries towards pension and other retirement benefits, *etc.*

8 Ujwal DISCOM Assurance Yojana.

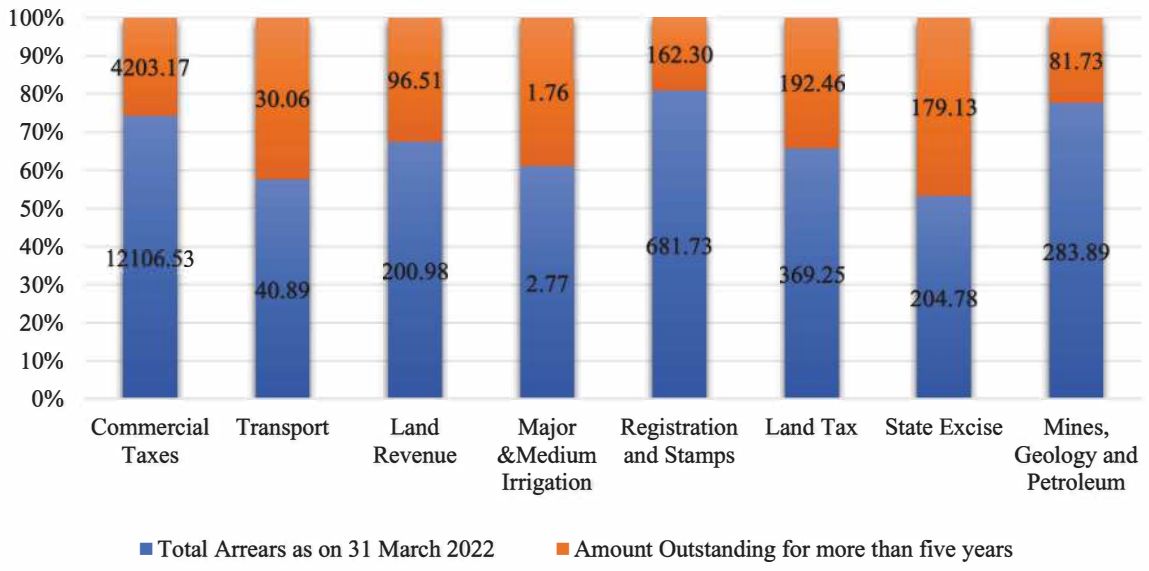
Table 1.4: Arrears of revenue

(₹ in crore)

Sl. No.	Heads of revenue	Total amount outstanding as on 1 April 2021	Total amount outstanding as on 31 March 2022 and percentage change in comparison to previous year		Amount outstanding for more than five years as on 31 March 2022
1	Commercial Taxes	18,225.98	12,106.53	(-) 33.58	4,203.17
2	Transport	59.39	40.89	(-) 31.15	30.06
3	Land Revenue[9]	204.34	200.98	(-) 1.64	96.51
4	Major & Medium Irrigation*	3.10	2.77	(-)10.65	1.76
5	Registration and Stamps	1,318.39	681.73	(-) 48.29	162.30
6	Land Tax	300.66	369.25	(+) 22.81	192.46
7	State Excise	208.07	204.78	(-) 1.58	179.13
8	Mines, Geology and Petroleum	276.52	283.89	(+) 2.67	81.73
Total		**20,596.45**	**13,890.82**	**(-) 32.56**	**4,947.12**

Source: Information provided by the concerned Departments.

Chart 3 : Arrears of Revenue (₹ in crore)



1.3 Arrears in assessments

The details of cases pending at the beginning of the year, cases becoming due for assessment, cases disposed of during the year and number of cases pending for finalisation at the end of the year as furnished by the respective Departments in respect of Commercial Taxes, Registration and Stamps, Mines, Geology and Petroleum and Transport are given in **Table 1.5**.

9 * The figures shown as outstanding balance(s) on 1 April 2021 are at variance with the balances on 31 March 2021 (Land Revenue ₹ 18.18 crore and Major & Medium Irrigation ₹ 0.37 crore). Reasons for variation have not been intimated by the Department.

Table 1.5: Arrears in assessments

Name of the Department		Opening balance	New cases due for assessment during 2021-22	Total assessment cases due	No. of Cases disposed of during 2021-22	Balance cases at the end of the year	Percentage of disposal (col. 5 to 4)
(1)		(2)	(3)	(4)	(5)	(6)	(7)
Commercial Taxes		01	4,894	4,895	4,894	1	99.98
Registration and Stamps	Registration and Stamps	5,069	6,208	11,277	6,680	4,597	59.24
	Land Tax	3,952	4,645	8,597	1,822	6,775	21.19
Mines, Geology and Petroleum		10,301	11,021	21,322	9,661	11,661	45.31
Transport		1,236	19,962	21,198	20,154	1,044	95.08

Source: Information provided by the concerned Departments

It can be seen that Commercial Taxes and Transport Departments performed well to achieve a high disposal rate. However, the disposal of cases was poor in Department of Registration and Stamps and Department of Mines, Geology and Petroleum. These Departments may take necessary action for speedy disposal of the cases.

1.4 Evasion of tax detected by the Departments

According to the information furnished by the Commercial Taxes Department, 608 cases of tax evasion were noticed during 2021-22 which included cases noticed by the anti-evasion wings of the Department. During the year, assessment/investigation was completed in 596 cases which included cases detected during the previous years. Further, additional demand with penalty etc. amounting to ₹ 475.59 crore was raised during 2021-22, out of which the Department recovered ₹ 126.45 crore.

In Registration and Stamps Department, 730 cases of tax evasion were noticed during 2021-22. Further, additional demand with penalty etc. amounting to ₹ 8.27 crore was raised during 2021-22 out of which the Department recovered ₹ 0.75 crore.

Department of Mines, Geology and Petroleum intimated that two cases of tax evasion were noticed during 2021-22, and assessment/investigation was completed in all cases. Further, additional demand with penalty etc. amounting to ₹ 0.03 crore was raised during 2021-22 which was recovered by the Department.

1.5 Pendency of refund cases

The refund cases pending at the beginning of the year 2021-22, claims received during the year, refunds allowed during the year and the cases pending at the close of the year 2021-22 as reported by the respective Departments are given in **Table 1.6**.

Table 1.6: Pendency of refund cases

(₹ in crore)

Sl. No.	Particulars	Transport		Registration and Stamps		Mines, Geology and Petroleum	
		Number of cases	Amount	Number of cases	Amount	Number of cases	Amount
1	Claims outstanding at the beginning of the year	742	2.58	1,226	10.95	15	1.34
2	Claims received during the year	644	4.50	1,437	9.84	1	0.21
3	Refunds made during the year	669	3.63	1,144	8.58	1	0.01
4	Rejected during the year	48	0.32	119	0.62	0	0
5	Balance outstanding at the end of year	669	3.13	1,400	11.59	15	1.54

Source: Information provided by the concerned Departments.

The Commercial Taxes Department did not provide complete information in respect of pendency of refund cases.

The Departments may take steps for speedy settlement of the pending refund cases which would not only benefit the claimants but would also save the Government from payment of interest on the delayed payment.

1.6 Authority for Audit

Article 149 of the Constitution of India provides that the Comptroller and Auditor General of India (CAG) shall exercise such powers and perform such duties in relation to the accounts of the Union and of the states and of any other authority or body as may be prescribed by or under any law made by the Parliament. The Parliament passed the Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act (CAG's DPC Act) in 1971. Section 16 of the CAG's DPC Act authorizes CAG to audit all receipts (both revenue and capital) of the Government of India and of Government of each state and of each Union territory having a legislative assembly and to satisfy himself that the rules and procedures are designed to secure an effective check on the assessment, collection and proper allocation of revenue and are being duly observed. The principles and methodology for various audits are prescribed in the Regulations on Audit and Accounts, 2020 and Auditing Standards 2017, issued by the CAG.

1.7 Planning and conduct of Audit

The unit offices under various departments have been categorised into high, moderate and low risk units according to their revenue position, past trends of the audit observations and other parameters. The annual audit plan was prepared on the basis of risk analysis which, *inter-alia,* included critical issues in Government revenues and tax administration *i.e.* budget speech, Report of the Finance Commission (State and Central), statistical analyses of the revenue earnings during the past five years, audit coverage and its impact during the past five years. During the year 2021-22, there were 1,852 auditable units in

Commercial Taxes, Registration and Stamps, Land Revenue and State Excise Departments. Out of these auditable units, 123 units were planned and 139 units were audited, which is 7.51 *per cent* of the total auditable units. In addition, a Subject Specific Compliance Audit on *"Department's oversight on GST payments & Return filing"* was also conducted.

1.8 Response of the Government/Departments to Audit observations

The office of the Principal Accountant General (Audit-I), Rajasthan, Jaipur audits the Government/Departments to test check the transactions and verify the maintenance of important accounts and other records as prescribed in the rules and procedures. These inspections are followed by Inspection Reports (IRs) which incorporate irregularities detected during the audit and not settled on the spot. The IRs are issued to the heads of the inspected offices with copies to the next higher authority for taking prompt corrective action. The heads of the offices/Government are required to promptly comply with the observations contained in the IRs, rectify the defects and omissions. They have to report compliance through initial reply to the office of the Principal Accountant General within one month from the date of issue of the IRs. Serious financial irregularities are reported to the heads of the Department and the Government.

Analysis of Inspection Reports issued upto March 2022 disclosed that 5,255 paragraphs involving ₹ 1,305.64 crore relating to 1,855 IRs issued for these four main revenue earning departments[10] remained outstanding at the end of September 2022 as given in **Table 1.7**.

Table 1.7: Number of IRs and Paragraphs pending as of September 2022

Particulars	June 2021 (IRs issued up to December 2020)	September 2021 (IRs issued up to March 2021	September 2022 (IRs issued up to March 2022)
Number of IRs pending for settlement	1,707	1,799	1,855
Number of outstanding audit paragraphs	4,963	5,308	5,255
Amount of revenue involved (₹ in crore)	1,079.06	1656.71	1,305.64

1.8.1 The Department-wise details of the IRs and audit paragraphs outstanding as on 30 September 2022 and the amounts involved are given in **Table 1.8**.

10 Four main revenue earning Departments *viz.* Commercial Taxes, Land Revenue, Registration & Stamps and State Excise.

Table 1.8: Department-wise details of outstanding IRs and paragraphs

(₹ in crore)

Sl. No.	Name of the Department	Nature of receipts	Number of outstanding IRs	Number of outstanding audit paragraphs	Amount involved
1	Commercial Taxes	Taxes on sales, trade, *etc.*	562	1,809	470.36
2	Land Revenue	Land revenue	117	573	287.21
3	Registration and Stamps	Stamp duty and registration fee	1,043	2,536	362.41
4	State Excise	State excise	133	337	185.66
Total			**1,855**	**5,255**	**1,305.64**

As can be seen from the table, the pendency in terms of outstanding IRs and outstanding paragraphs is highest in the Department of Registration and Stamps whereas the amount involved in the pending paragraphs is highest in the Department of Commercial Taxes.

1.8.2 Departmental Audit Committee Meetings

The Government constituted Audit Committees[11] to monitor and expedite the progress of the settlement of the paragraphs in the IRs. The details of the Audit Committee/Audit sub-committee meetings held during the year 2021-22 and the paragraphs settled therein are given in **Table 1.9**.

Table 1.9: Details of the Audit Committee/Audit sub-committee meetings

(₹ in crore)

Sl. No.	Name of the Department	Number of Audit Committee meetings held	Number of Audit sub-committee meetings held	Number of paragraphs settled	Amount
1	Commercial Taxes	3	2	34	7.54
2	Land Revenue	2	1	17	2.54
3	Registration and Stamps	3	8	105	2.80
4	State Excise	2	2	8	0.07
Total		**10**	**13**	**164**	**12.95**

It can be seen that 164 paragraphs involving ₹ 12.95 crore were settled in Audit committee/Audit sub-committee meetings held in respect of Commercial Taxes, Land Revenue, Registration and Stamps and State Excise Departments. Land Revenue and State Excise Departments may organize more Audit Committee/Audit sub-committee meetings to settle the outstanding paragraphs.

1.8.3 Response of the Departments to the draft audit paragraphs

Factual statements followed by draft audit paragraphs proposed for inclusion in the Report of the Comptroller and Auditor General of India are forwarded to the

11 Audit Committees, *inter alia*, comprising Secretary of concerned Departments and Accountant General/his representative, were formed as per Circular No. 1/2005 dated 18 January 2005 of Government of Rajasthan and decided that one Audit Committee meeting shall be held in each quarter. In addition to this, Audit sub-committees comprising officers of the Departments and representative of Accountant General, are also formed.

Principal Secretaries/Secretaries of the concerned Departments[12], drawing their attention to the audit findings and requesting them to send their response within six weeks.

Ten draft paragraphs (combined into seven paragraphs of the report) were sent to the Principal Secretaries/Secretaries of the respective Departments between May and December 2022. The responses of the concerned departments received in respect of all these draft paragraphs have been suitably incorporated in the Report.

1.8.4 Follow-up on the Audit Reports-summarised position

The Rules and Procedures of the Public Accounts Committee (PAC) of the Rajasthan State Assembly framed in 1997 prescribe that after the presentation of the Report of the Comptroller and Auditor General of India in the Legislative Assembly, the Departments shall initiate action on the audit paragraphs. The Action Taken Explanatory Notes (ATENs) thereon should be submitted by the Government within three months of tabling of the Report, for consideration of the PAC. Inspite of these provisions, the explanatory notes on audit paragraphs of the Reports were being delayed. Eighty paragraphs (including Performance audit) included in the Reports of the Comptroller and Auditor General of India for the years ended 31 March 2017, 2018, 2019, 2020 and 2021 were placed before the State Legislative Assembly between 06 March 2018 and 22 September 2022. The ATENs from Land Revenue and State Excise Departments on the paragraphs were received with a delay ranging between 5 to 81 days.

The PAC discussed 29 selected paragraphs pertaining to the Audit reports for the years from 2016-17 to 2018-19 and its recommendations on 07 paragraphs were incorporated in two Reports[13] of PAC (2021-2022).

1.9 Results of Audit

Test check of the records of 139 audited units of Land Revenue, Registration and Stamps, and State Excise Departments and examination of cases under SSCA on '*Department's oversight on GST payments & Return filing'* pertaining to Commercial Taxes Department disclosed instances of Short recovery of conversion charges, Incorrect determination of market value of properties, Non/short realization of excise duty and license fees, ITC mismatch, excess/incorrect availment of ITC, mismatch in tax liability etc. aggregating to ₹ 515.26 crore in 8,354 cases.

During the year, the concerned Departments accepted under-assessments and other deficiencies in 8,265 cases involving revenue of ₹ 385.04 crore, of which 2,792 cases involving ₹ 344.99 crore were pointed out in audit during 2021-22 and the rest in the earlier years. The Departments had recovered ₹ 12.14 crore in 4,793 cases during 2021-22.

12 Commercial Taxes, Land Revenue, Registration & Stamps and State Excise Departments.

13 Two Reports pertaining to: Land Revenue (1) and State Excise (1).

1.10 Coverage of this part of the Report

This part of the Report contains seven paragraphs. The total financial impact of the paragraphs is ₹ 441.92 crore. These are discussed in Chapters II to V. The Departments/Government have accepted audit observations involving ₹ 437.61 crore (as of March 2023). Out of the accepted audit observations, the Departments recovered ₹ 23.34 crore up to March 2024 which was in addition to the recoveries (₹ 12.14 crore) made through local audit inspection reports during the year 2021-22. Further, the concerned Departments recovered ₹ 25.94 crore during the year 2021-22 in respect of objections raised in previous Audit Reports. Thus, total recoveries made at the instance of audit during the year aggregated to ₹ 61.42 crore.

CHAPTER-II
GOODS AND SERVICE TAX

CHAPTER-II: GOODS AND SERVICE TAX

2.1 Tax administration

The receipts from the Goods and Services Tax/Value Added Tax/Central Sales Tax payable under the respective laws relating to state taxpayers are administered at the Government level by the Additional Chief Secretary (Finance). The Commissioner is the head of the Commercial Taxes Department (Department) and is assisted by 25 Additional Commissioners, 47 Deputy Commissioners (DC), 92 Assistant Commissioners (AC), 136 Commercial Taxes Officers (CTO), 414 Assistant Commercial Taxes Officers (ACTO) and a Financial Advisor (FA). They are assisted by Junior Commercial Taxes Officers (JCTO) and other allied staff for administering the relevant tax laws and rules.

2.2 Results of audit

During 2021-22, the Department accepted under assessment and other deficiencies of ₹ 6.69 crore in 288 cases pertaining to earlier years, against which the Department recovered/adjusted ₹ 4.91 crore in 265 cases.

In 2021-22, instead of generic risk assessment at Circle (auditee units) level, audit under GST was taken up through a data led audit approach which provides more comprehensive subject matter risk assessment in areas such as registrations, refunds, return scrutiny, transitional credits etc. Therefore, for the specific subject, high risk transactions/cases are selected centrally through data analysis for physical verification at the field formations of Commercial Taxes Department, Government of Rajasthan.

A Subject Specific Compliance Audit (SSCA) on 'Department's oversight on GST Payments and Return filing' was undertaken in 2021-22 considering the increased significance of the control and oversight mechanism of the Department for tax compliance under this new tax regime.

The findings pertaining to SSCA on 'Department's oversight on GST Payments and Return filing' are discussed in the succeeding paragraphs.

2.3 Subject Specific Compliance Audit on 'Department's oversight on GST Payments and Return filing'

2.3.1 Introduction

Introduction of Goods and Service Tax (GST) has replaced multiple taxes levied and collected by the Centre and States. GST, which came into effect from 01 July 2017, is a destination-based consumption tax on the supply of goods or services or both levied on every value addition. The Centre and States simultaneously levy GST on a common tax base. Central GST (CGST) and State GST (SGST)/ Union Territory GST (UTGST) are levied on intra state supplies, and Integrated GST (IGST) is levied on inter-state supplies.

Section 59 of the CGST/SGST Act stipulates GST as a self-assessment-based tax, whereby the responsibility for calculating tax liability, discharging the computed tax liability and filing returns is vested on the taxpayer. The GST returns must be filed online regularly on the common GST portal, failing which penalties will be payable. Even if the business has had no tax liability during a particular tax period, it must file a nil return mandatorily. Further, Section 61 of the Act read with rule 99 of SGST/CGST Rules stipulate that the proper officer may scrutinize the return and related particulars furnished by taxpayers, communicate discrepancies to the taxpayers and seek an explanation.

2.3.2 Audit objectives

This audit was oriented towards providing assurance on the adequacy and effectiveness of systems and procedures adopted by the Department with respect to tax compliance under GST regime. Audit of 'Department's oversight on GST Payments and Return filing' was taken up with the following audit objectives to seek an assurance on:

- Whether the rules and procedures were designed to secure an effective check on tax compliance and were being duly observed by taxpayers; and
- Whether the scrutiny procedures, internal audit and other compliance functions of the Circles were adequate and effective.

2.3.3 Scope of Audit

The scope of audit comprised examination of taxpayers' compliance, scrutiny process and subsequent follow up carried out by the Department on returns filed by the registered taxpayers. In addition, the SSCA included review of records of a sample of taxpayers for the year 2017-18. The scope of this SSCA also included evaluation of the functions of selected Circles.

The period of review of the scrutiny of returns and verification of taxpayers' records was from July 2017 to March 2018 and audit of functions of selected Circles was from 2017-18 to 2020-21.

2.3.4 Audit methodology and Sample selection

A data driven approach was adopted for planning, as also to determine the nature and extent of substantive audit. The sample for this SSCA comprised a set of deviations identified through data analysis for centralised audit that did not involve field visits; a sample of taxpayers for detailed audit that involved field visits and scrutiny of taxpayers' records at departmental premises; and a sample of Circles for evaluating the compliance functions of the circles.

(i) Part I - Audit of Circles

For the purpose of evaluation of oversight functions, 21 Circles with jurisdiction over more than one selected sample of cases for detailed audit were considered as the sample of Circles.

(ii) Part II - Centralised Audit

Audit analysed GST returns data pertaining to 2017-18 as made available by GSTN. Rule-based deviations and logical inconsistencies between GST returns filed by taxpayers were identified on a set of 13 parameters such as mismatch of ITC availed between Annual Returns and Books of accounts, short payment of interest, ITC mis-matches etc. Accordingly, 628 taxpayers were selected for Centralised Audit under this SSCA based on high-value or high-risk deviations from rules and inconsistencies between returns through data analysis for evaluation of the adequacy and effectiveness of the scrutiny procedure of the Department. The audit queries were issued to the respective assessment circles without further scrutiny of taxpayers' records.

(iii) Part III - Detailed audit

Audit selected 100 cases for detailed audit using a risk-based approach, which involved field visits for verification of records available with the assessment circles. Taxpayers' records like returns and related attachments and information were accessed through Circles for evaluation of the extent of tax compliance by taxpayers. Audit utilised the SSOIDs provided to the maximum extent feasible to examine data/documents relating to taxpayers in the back-end system (viz. registration, tax payment, returns and other departmental functions). Efforts were made to access the relevant granular records from the taxpayers such as invoices etc. through respective assessment circles.

Entry conference for this SSCA was held on 24 December 2021 with Secretary, Finance (Revenue) Department, GoR and other officers of the State Government and the Department in which the audit objectives, sample selection, audit scope and methodology were discussed. The Exit Conference was held on 24 November 2022 with Secretary, Finance (Revenue) Department, GoR, Chief Commissioner of State Tax and other officers of the State Government in which the audit findings were discussed. The views expressed by the State Government during the Exit Conference and the written replies to the draft paragraph have been suitably incorporated in the relevant paragraphs.

2.3.5 Audit Criteria

The source of audit criteria comprised the provisions contained in the CGST/SGST Act, IGST Act, and Rules made thereunder. In addition, the notifications and circulars issued by State Tax Department relating to filing of returns, notifying the effective dates of filing of various returns, extending due dates for filing returns, rates of tax on goods and services, payment of tax, availing and utilizing ITC, scrutiny of returns and oversight of tax compliance and Standard Operating Procedures (SOP) containing instructions to departmental officers on various aspects related to filing returns, scrutiny of returns, cancellation of registrations and verification of Directorate General of Analytics and Risk Management (DGARM) reports etc. also formed part of the audit criteria.

2.3.6 Audit findings: Compliance verification mechanism of the Department (Part-I)

The role of Circles is to ensure compliance by taxpayers in respect of accuracy of the taxable value declared, calculation and payment of tax liabilities, filing of returns, *etc.* The Circles have a broad set of functions to be exercised in this regard, which were assessed as a part of this SSCA.

Four potential audit areas were identified viz. (i) effectiveness of scrutiny and assessment functions (ii) action on late-filers and non-filers (iii) compliance to Directorate General of Analytics and Risk Management (DGARM) Reports and similar departmental reports and (iv) cancellation of registration. Accordingly, relevant records and information for the period 2017-18 to 2020-21 were requisitioned from the selected 21 Circles. However, out of these, 17 Circles did not provide the requisite records and information. Therefore, functions of these Circles could not be evaluated on the above parameters by Audit.

On being pointed out, Jurisdictional officers of these 17 Circles[1] replied (between May and August 2022) that the Circles came into existence after restructuring in the Department w.e.f. 01 November 2021 and the required information could not be generated from the MIS module available on GST BOWEB portal.

The reply needs to be viewed in light of the fact that availability of basic information related to the circles, including restructured circles, is fundamental to effective discharge of administrative and monitoring functions by the Jurisdictional officers. Such information is already available on the GST backend for individual taxpayers; however, the information can't be viewed in a consolidated manner for a particular circle due to absence of the requisite MIS. This was also communicated to the Department in May 2022 and June 2022. The Department stated (September 2022) that the matter was being pursued with GSTN.

The matter was again reported to the Department and the State Government (October, December 2022 and January 2023) and discussed in the Exit Conference (November 2022). However, no concrete efforts in this regard have been intimated by the Government.

Due to non-production of records, as pointed out above, Audit could not provide assurance on the oversight functions of the Circles.

2.3.6.1 Slow pace of scrutiny of returns

As per Section 61 of the CGST/RGST Act, various returns filed by taxpayers have to be scrutinized by the Proper Officer to verify the correctness of the

1 Circle-C, H, I Jaipur-I, C, D, H Jaipur II, C, G, I Jaipur III, A, F Jaipur IV, B, D, E Kota, E Jodhpur I, D Jodhpur II and Nimbahera.

Circle Officer. Further, Rule 99 of the RGST Rules, 2017 mandates that the discrepancies, if any noticed shall be communicated to the taxpayer to seek his explanation.

Department *vide* Circular No.F.17 (151) ACCT/GST/2017/7602 dated 07.01.2022 issued detailed guidelines/SOP on scrutiny of returns with a view to ensure uniformity, and to standardize the procedure for the scrutiny proceeding as per section 61 of the Act, a Business Intelligence Unit (BIU) was constituted[2]. Before this, the scrutiny process was not standardized and was carried out in a very limited manner on the basis of the directions issued in February 2020.

BIU selects the cases for scrutiny of returns under section 61 of the Act on the basis of analysis of data submitted by the Registered Taxable Person (RTP) on GSTN portal based on twelve risk parameters such as excess outward tax in GSTR 1[3] compared to GSTR-9[4]/GSTR 3B[5] and less RCM liability disclosed in GSTR 9 than shown by supplier in GSTR 1, etc. BIU gets the list of identified RTPs approved by the Chief Commissioner State Tax and sends it to the concerned zones who distribute them to the proper officers having territorial jurisdiction over the concerned RTPs. Guidelines also provided that the details of the scrutiny would be maintained in Return Scrutiny Register by the Proper Officer and monthly statement in this regard would be submitted to the Special Commissioner (MEA) through the respective Additional Commissioner (Administration).

During the SSCA, utilization of the information regarding high risk taxpayers identified by BIU and the procedure of scrutiny of returns during the year 2017-18 to 2020-21 were test checked by audit.

Audit noted that after the constitution of BIU in September 2021, the unit selected 9,288 high risk taxpayers pertaining to financial year 2017-18 for scrutiny. Of these, merely 2,535 cases (27.29 *per cent*) were scrutinized till August 2022. It was also noticed that timeline for scrutiny of returns was not prescribed by the Department.

However, Audit could not ascertain whether any instructions for prioritization of cases for scrutiny under section 61 of RGST Act 2017 among these 9,288 identified taxpayers cases had been prescribed by the Department.

As regards maintaining of Return Scrutiny Register by the Proper Officer and their submission to higher authorities, Audit could not ascertain whether the same were maintained and submitted as per the guidelines as the records were not produced/provided.

2 On 24.09.2021.
3 GSTR 1 depicts the monthly details of outward supplies of Goods or Services.
4 GSTR 9 is an annual return to be filed yearly by taxpayers registered under GST.
5 GSTR 3B is a monthly return in which summary of outward supplies along with ITC declared and payment of tax are self-declared by the taxpayer.

Audit is of the view that due to delay in establishment of BIU along with slow pace of scrutiny of returns, the window for taking action under section 73 of the RGST Act against non-compliant taxpayers is getting shorter in view of time-barring of cases by December 2023[6].

Test check (December 2022-January 2023) of the records of 82 cases pertaining to four circles[7] in which returns were scrutinized by the Department under the section ibid revealed that four parameters[8] out of 12 parameters prescribed for scrutiny of returns were not taken into account in 31 cases by the concerned circles of the Department.[9] As a result, ITC mismatch between GSTR 3B and GSTR 2A amounting to ₹ 0.09 crore in 13 cases, non-reversal of ITC amounting to ₹ 0.06 crore in one case, short - levy of tax liability amounting to ₹ 0.12 crore in seven cases and short/non-payment of interest amounting to ₹ 0.01 crore in 10 cases, aggregating to ₹ 0.28 crore remained unexamined by the Circles.

The matter was reported to the Department and the State Government (January 2023). The State Government stated (February 2023) that ASMT-10 had been issued in 11 cases while the concerned circle officers have been instructed to submit the compliance in 20 cases. However, the reply is silent as to why these four parameters were not taken into account in these cases. Further progress was awaited (October 2024).

Recommendation 1: The Department may prescribe the timelines and strengthen the monitoring mechanism to ensure scrutiny of the returns by Circles in a time bound manner. It may also better align the number of cases identified for scrutiny using a risk-based approach with the resources/capacity available for such scrutiny.

2.3.6.2 Delay in Business Audit by tax authorities

As per Section 65 of the RGST Act, 2017 the Commissioner or any officer authorized by him, by way of a general or a specific order, may undertake audit of any registered person for such period, at such frequency and in such manner as may be prescribed. Section 2 (13) of the RGST Act, 2017, defines "Audit" as the examination of records, returns and other documents maintained or furnished by the registered person under this Act or the rules made thereunder or under any other law for the time being in force to verify the correctness of turnover declared, taxes paid, refund claimed and input tax credit availed, and to assess his compliance with the provisions of this Act or the rules made thereunder.

The Commercial Taxes Department, Rajasthan issued detailed procedure for audit in the form of Rajasthan Goods and Service Tax Audit Manual (RGSTAM) 2020, which incorporated process of new norms for selection of taxpayers for conducting audit based on risk parameters such as taxpayers

6 *Vide* GoR Notification No. F.12(11) FD/Tax/2023/07 dated 01.04.2023.
7 Circle J Jaipur-I, A Jaipur-III, A & H Jaipur-IV.
8 Excess ITC, Interest not paid, undischarged tax liability and reversal of ITC.
9 Circle J Jaipur-I, A & H Jaipur-IV.

identified by BIU/BIFA[10], local intelligence inputs, taxpayers purchases from cancelled taxpayers, etc. It envisages that the selection of taxpayers for audit will be done by HQ level officers. The Government[11] while restructuring the Commercial Taxes Department strengthened (September 2021) the Audit wing and a three tier business audit mechanism was created. Teams at State and Zonal levels were required to examine big complex cases allocated on the basis of risk parameters. The rest of the cases were to be dealt with at the Circle level.

The details of GST Business audit undertaken by the Department during the period 2021-22 to 2022-23 for GST are given in **Table 2.1.**

Table 2.1: Details of GST Business audit undertaken by the Department

(₹ in crore)

Financial Year	Audit conducted during the year	Total number of taxpayers	No. of taxpayer selected[12] for audit (*in percent*)	Actual number of audits completed (as of November 2022)	No. of cases in which deficiencies were found	Total amount involved in deficiencies	Total Recovery
2017-18	2021-23	6,52,813	660 (0.1 *per cent*)	655	**633**	**308.10**	**17.16**
2018-19	2022-23	7,82,564	4,938 (0.63 *per cent*)	239	**236**	**3.75**	**2.91**

Source: Information provided by the Commercial Taxes Department.

It was noticed that the Business audit for the financial years 2019-20 to 2020-21 was yet to be commenced. All the identified cases of 2017-18 have also not been audited while less than five *per cent* cases of 2018-19 have been audited by the Department.

During test check (December 2022-January 2023) of the records of 31 cases of Business audit under the section *ibid* pertaining to four circles[13], it was noticed, on the basis of detailed records made available to Audit that Department did not identify short/ non- levied tax liability amounting to ₹ 0.25 lakh in two cases and in one case, the department could not recover interest on delayed payment of tax amounting to ₹ 0.28 lakh. Further, in 13 cases the department had intimated that the requisite action had been completed in these cases, however, Audit noticed that final action was yet to be taken by the proper officers of the concerned circles.

The matter was reported to the Department and the State Government (January 2023). The State Government stated (February 2023) that concerned circle officers have been instructed to submit the compliance. Further progress was awaited (October 2024).

Recommendation 2: **The Department needs to take prompt steps to undertake the remaining audits so that timely action could be initiated against the defaulters and recoveries, if any, could be effected. As in the**

10 Business Intelligence and Fraud Analytics of GSTN
11 *Vide* order. No. F.9 (3) FD/ Tax/ 2020 dated 24.09.2021.
12 Maximum ceiling is 5 *per cent* of the total taxpayers as per norms mentioned in RGSTAM
13 Circle J Jaipur-I, A Jaipur-III, A & H Jaipur-IV.

case of scrutiny, the number of cases identified for audit needed to be aligned to the resources available for conducting such audit.

2.3.6.3 Lack of action on late-filers and non-filers

Section 46 of the RGST Act, 2017 read with Rule 68 of CGST/RGST Rules, 2017 stipulates issue of a notice in Form GSTR-3A, requiring filing of return within fifteen days, if the taxpayer had failed to file the return within the due date. In case the taxpayer fails to file the returns even after such notice, the proper officers may proceed to assess the tax liability of the said person to the best of their judgment, taking into account all the relevant material which is available or gathered and issue an assessment order in Form ASMT-13.

Filing of returns is related to payment of tax as the due date for both the actions are the same, which implies risk of non-payment of tax/penalty in the case of non-filers.

Audit noticed that 1,676 cases of late filers/non-filers were identified by *three* Circles[14]. Requisite information was not provided by the remaining 18 circles.

It was noticed that in these three circles, appropriate returns were not filed by 878 taxpayers (52.39 *per cent*) even after notices in form GSTR-3A were issued to them. However, the Jurisdictional officers had not initiated any action regarding assessment and cancellation of registration in these cases.

On being pointed out, it was stated (July 2022) by the Jurisdictional officer of Circle-B Udaipur that appropriate action was being taken by the Circle on non-filers and late filers as per rules. However, no documents in support of this claim were provided.

The matter was reported to the Department and the State Government (January 2023). The reply was awaited (October 2024).

2.3.6.4 Lack of action for non-filing of GSTR 10 after cancellation of registration

Section 29 of the CGST/RGST Act 2017 stipulates conditions for cancellation of registration, including *suo moto* cancellation of registration of taxpayers who have not filed returns for six consecutive months (three consecutive tax periods for composition taxpayers). The Circle officer is responsible for *suo moto* cancellation of registration of non-filers. Section 45 of the CGST/RGST Act read with Rule 81 of the CGST/RGST Rules specifies that any person whose registration is cancelled, shall file Final Return in Form GSTR-10 within three months of the date of cancellation or date of order of cancellation, whichever is later. This return is intended to provide details of ITC involved in closing stock (including inputs and capital goods) to be reversed/ paid by the taxpayer.

14 Circle Udaipur-B, Bhiwadi-A and Shahpura.

During scrutiny of records (July and August 2022) of 21 selected Circles for the period July 2017 to March 2021 along with examination of the MIS reports available on GST backend system, it was noticed that registrations of 4,934 taxpayers were cancelled in *four* Circles[15] during the period July 2017 to March 2021. Requisite information was not provided by the remaining 17 circles.

Among these cancelled registrations, no action was initiated/taken by the Jurisdictional Officers against 4,901 taxpayers where final return, GSTR-10, had not been filed after lapse of prescribed period till the date of audit and only 33 taxpayers of one circle[16] had filed the final return. This reveals serious deficiency in monitoring by the Department.

On being pointed out, the Jurisdictional Officers of all the Circles stated (July and August 2022) that reply would be communicated after due examination of the matter.

The matter was reported to the Department and the State Government (January 2023). Reply was awaited (October 2024).

2.3.7 Centralized Audit (Part II)

Audit analyzed GST returns data pertaining to 2017-18 as made available by GSTN. Rule-based deviations, and logical inconsistencies between GST returns filed by taxpayers were identified on a set of 13 parameters, which can be broadly categorized into two domains - ITC and Tax payments.

Out of the 13 prescribed GST returns,[17] the following basic returns that apply to normal taxpayers were considered for the purpose of identifying deviations, inconsistencies and mismatches between GST returns/data:

- ***GSTR-1:*** *monthly return furnished by all normal and casual registered taxpayers making outward supplies of goods and services or both and contains details of outward supplies of goods and services.*

- ***GSTR-3B****: monthly summary return of outward supplies and input tax credit claimed, along with payment of tax by the taxpayer to be filed by all taxpayers except those specified under Section 39(1) of the Act. This is the return that populates the credit and debits in the Electronic Credit Ledger and debits in Electronic Cash Ledger.*

15 Circle A Bhiwadi, Shahapura, Jhunjhunu and B Udaipur.

16 Circle-B Udaipur. 576 registrations were cancelled in this circle during the period July 2017 to March 2021.

17 GSTR-1, GSTR-3B, GSTR-4 (taxpayers under the Composition scheme), GSTR-5 (non-resident taxable person), GSTR-5A (Non-resident OIDAR service providers), GSTR-6 (Input service distributor), GSTR-7 (taxpayers deducting TDS), GSTR-8 (E-commerce operator), GSTR-9 (Annual Return), GSTR-10 (Final return), GSTR-11 (person having UIN and claiming a refund), CMP-08, and ITC-04 (Statement to be filed by a principal/job-worker about details of goods sent to/received from a job-worker).

- ***GSTR 6**: monthly return for Input Service Distributors providing the details of their distributed input tax credit and inward supplies.*

- ***GSTR 8:** monthly return to be filed by the e-commerce operators who are required to deduct TCS (Tax collected at source) under GST, introduced in October 2018.*

- ***GSTR-9:** annual return to be filed by all registered persons other than an Input Service Distributor (ISD), Tax Deductor at Source/Tax Collector at Source, Casual Taxable Person, and Non-Resident taxpayer. This document contains the details of all supplies made and received under various tax heads (CGST, SGST and IGST) during the entire year along with turnover and audit details for the same.*

- ***GSTR-9C:** annual audit form for all taxpayers having a turnover above ₹ 5 crores in a particular financial year. It is basically a reconciliation statement between the annual returns filed in GSTR-9 and the taxpayers' audited annual financial statements.*

- ***GSTR-2A:** a system-generated statement of inward supplies for a recipient. It contains the details of all B2B transactions of suppliers declared in their Form GSTR-1/5, ISD details from GSTR 6, details from **GSTR-7** and GSTR- 8 respectively by the counterparty and import of goods from overseas on bill of entry, as received from ICEGATE Portal of Indian Customs*

The pan State data analysis pertaining to state jurisdiction on the 13 identified parameters and extent of deviations/inconsistencies observed are summarised in **Table 2.2.**

Table 2.2: Summary of sample data analysis (Centralised audit)

(₹ in crore)

Sl. No	Parameter	Algorithm used	Number of deviations	Amount
Domain: ITC				
D1	*ITC mismatch between GSTR 2A and GSTR 3B*	*ITC available as per GSTR2A with all its amendments was compared with the ITC availed in GSTR 3B in Table 4A(5) (accrued on domestic supplies) excluding the reversals Table 4B(2) but including the ITC availed in the subsequent year 2018-19 from Table 8C of GSTR 9*	***50***	***205.91***
D2	*ITC availed under RCM versus payment of tax in GSTR 3B/ GSTR 9*	*RCM payments in GSTR 3B Table 3.1(d) was compared with ITC availed in GSTR 9 Table 6C, 6D and 6F.* *In cases where GSTR 9 was not available, the check was restricted within GSTR 3B - tax discharged in Table 3.1(d) vis-à-vis ITC availed Table 4A(2) and 4A(3)*	***50***	***31.32***

Sl. No	Parameter	Algorithm used	Number of deviations	Amount
D3	*RCM ITC availed without payment*	*RCM payments in GSTR 9 Table 4G (tax payable) were compared with ITC availed in GSTR 9 Table 6C, 6D and 6F (ITC availed). In cases where GSTR 9 was not available, RCM payment in GSTR 3B Table 3.1(d) were compared with GSTR 3B 4(A)(2) and 4A(3). Greater of difference in GSTR 9 and GSTR 3B considered where both were available.*	***50***	***30.86***
D4	*Incorrect availment of ISD credit*	*ISD transferred in GSTR 9 Table 6G or GSTR 3B Table 4(A)(4) was compared with the sum of Table 5A, Table 8A, and Table 9A of GSTR 6 of recipient GSTINs*	***50***	***12.87***
D5	*Reconciliation between ITC availed in Annual returns with expenses in financial statements*	*Positive figure in GSTR 9C Table 14T and examination of reasons provided in Table 15 for mismatch*	***50***	***1,769.04***
D6	*Mismatch of ITC availed between Annual returns and Books of accounts*	*Positive figure in GSTR 9C Table 12F and examination of reasons provided in Table 13 for mismatch*	***50***	***463.93***
Domain: Tax payments				
D7	*Mismatch in turnover declared in GSTR 9C Table 5R*	*Negative figure in GSTR 9C Table 5R and examination of reasons provided in Table 6 for mismatch*	***50***	***5,889.32***
D8	*Mismatch in taxable turnover declared in GSTR 9C Table 7G*	*Negative figure in GSTR 9C Table 7G and examination of reasons provided in Table 8 for mismatch*	***50***	***3,138.42***
D9	*Mismatch in tax paid between books of accounts and returns*	*Negative figure in GSTR 9C Table 9R and examination of reasons provided in Table 10 for mismatch*	***50***	***47.10***
D10	*Unsettled liabilities*	*The greater of tax liability between GSTR 1 (Tables 4 to 11) and GSTR 9 (Tables 4N, 10 and 11) was compared with tax paid details in GSTR 3B Tables 3.1(a) and 3.1(b). In cases where GSTR 9 was not available GSTR 3B tax paid was compared with GSTR 1 liability. The amendments and advance adjustments declared in GSTR 1 and 9 were duly considered.*	***50***	***250.59***
D11	*Composition taxpayer also availing e-commerce facility*	*E-commerce GSTR 8 became effective from 1.10.2018 when TCS provisions became effective. GSTINs declared in GSTR 8 who are also filing GSTR 4 under composition scheme.*	***28***	***-***
D12	*GSTR 3B was not filed but GSTR 1 is available*	*Taxpayers who have not filed GSTR 3B but have filed GSTR 1 or where GSTR 2A available, indicating taxpayers carrying on the business without discharging tax.*	***50***	***-***
D13	*Short payment of interest*	*Interest calculated at the rate of 18 per cent on cash portion of tax payment on delayed filing of GSTR-3B vis-à-vis interest declared in GSTR 3B*	***50***	***12.48***
Total			**628**	**11,851.84**

2.3.7.1 Response to Audit

Audit selected a sample of 628 from amongst the top deviations/ inconsistencies in each of the 13 parameters for the year 2017-18. Audit issued 605 audit queries amounting to ₹ 2,676.41 crore to the Department. The audit check in these cases was limited to verify the Department's action on the identified deviations/mismatches. The Department replied to all queries issued. However, in 104 queries with mismatches/inconsistencies of ₹ 364.64 crore, the reply was interim and the Department stated that cases were yet to be examined.

2.3.7.2 Summary of deficiencies noticed during Centralised audit

Based on responses received from the Department to the Audit Queries, the extent to which each of the 13 parameters translated into compliance deviations (**Appendix 2.1)** is summarized in **Table 2.3.**

Table 2.3: Summary of deficiencies

(₹ in Crore)

Audit Dimension	Cases where reply received		Department reply accepted by Audit		Compliance deviations							
					Recovery made or SCN issued[18]		ASMT-10[19]/Notice/ DRC-01A[20] issued		Department's reply not acceptable to Audit (Rebuttal)		Total	
	No.	Amt.	No.	Amt.	No.	Amt.	No.	Amt.	No.	Amt.	No.	Amt.
1	2	3	4	5	6	7	8	9	10	11	12	13
ITC mismatch between GSTR 2A and GSTR 3B (D1)	50	205.91	18	65.59	01	1.53	21	103.30	00	00	22	104.83
ITC availed under RCM versus payment of tax in GSTR 3B/ GSTR 9 (D2)	48	30.30	16	7.32	0	0	28	21.21	00	00	28	21.21
RCM ITC availed without payment (D3)	47	29.76	17	7.36	0	0	26	20.75	0	0	26	20.75
Incorrect ailment of ISD credit (D4)	50	12.87	18	4.26	01	0.10	22	5.21	01	0.14	24	5.45
Reconciliation between ITC availed in Annual returns with expenses in financial statements(D5)	47	1686.59	27	920.07	0	0	10	#	0	0	10	#
Mismatch of ITC availed between Annual returns and Books of accounts (D6)	50	463.93	22	52.22	0	0	22	$	0	0	22	$
Mismatch in turnover declared in GSTR 9C Table 5R (D7)	50	-[21]	12	0	0	-	27	-	0	-	27	-

18 Recovery made of ₹ 1.87 crore in 19 cases and SCN issued of ₹ 25.88 crore in 31 cases.
19 Notice to the taxpayer informing him of such discrepancy and seeking his explanation.
20 Intimation of tax ascertained as being payable under section 73(5)/74(5) of CGST/SGST Act, 2017.
21 Total unreconciled turnover (TO) in table 5R of GSTR 9C in the 50 cases is ₹ 5,889.32 crore, out of which mismatched TO of ₹1,342.73 crore in 11 cases is yet to be examined by Department, in 12 cases involving mismatched TO of ₹ 672.36 crore valid explanations were provided by the Department and the deviations in the remaining 27 cases involving mismatched TO of ₹ 3,874.23 crore have been accepted by Department.

Audit Dimension	Cases where reply received		Department reply accepted by Audit		Compliance deviations							
					Recovery made or SCN issued[18]		ASMT-10[19]/Notice/ DRC-01A[20] issued		Department's reply not acceptable to Audit (Rebuttal)		Total	
	No.	Amt.	No.	Amt.	No.	Amt.	No.	Amt.	No.	Amt.	No.	Amt.
1	2	3	4	5	6	7	8	9	10	11	12	13
Mismatch in taxable turnover declared in GSTR 9C Table 7G(D8)	50	-[22]	11	0	05	-	26	-	0	-	31	-
Mismatch in tax paid between books of accounts and returns(D9)	48	45.72	13	9.05	10	1.36	22	33.67	0	0	32	35.03
Unsettled liabilities (D10)	39	188.85	6	37.84	07	21.64	12	53.73	0	0	19	75.37
Composition taxpayer also availing e-commerce facility (D11)	26	0	9	0	03	0	10	0	0	0	13	0
GSTR 3B was not filed but GSTR 1 is available (D12)	50	0	6	0	09	0	22	0	0	0	31	0
Short payment of interest(D13)	50	12.48	1	0.13	14	3.12	25	6.97	01	0.16	40	10.25
Total	**605**	**2,676.41**	**176**	**1,103.84**	**50**	**27.75**	**273**	**244.84**	**02**	**0.30**	**325**	**272.89**

Audit noticed deviations from the provisions of the RGST Act in 323 cases involving an amount of ₹ 272.59 crore, constituting 53.39 *per cent* of the 605 inconsistencies/mismatches in data,-for which the Department provided responses. Relatively higher rates of deviations were noticed in risk parameters such as excess ITC availed, short declaration of taxable value and excess availment of ITC on RCM.

In 176 cases, constituting 29.09 *per cent* of the audit sample, where the Department's replies were acceptable to Audit, data entry errors by taxpayers comprised 63 cases and the department had proactively taken action in 30 cases.

In 104 cases, constituting 17.19 *per cent* of the audit sample (underlying deviations of ₹ 364.64 crore) the Department stated that the concerned Circle officers had been instructed to submit the compliance. In the remaining two cases though the Department did not accept the deviations pointed out by Audit, its contention was not borne out by evidence, and was thus not amenable to verification by Audit.

22 Total unreconciled taxable turnover (TO) in table 7G of GSTR 9C in the 50 cases is ₹ 3,138.42 crore, out of which mismatched TO of ₹ 259.52 crore in eight cases is yet to be examined by Department, mismatched TO of ₹ 64.87 crore in four cases was due to data entry error, in seven cases involving mismatched TO of ₹ 322.34 crore valid explanations were provided by the Department and deviations in the remaining 31 cases involving mismatched TO of ₹ 2,491.69 crore have been accepted by Department.
Compliance deviation of unreconciled ITC in table 14T of GSTR- 9C ₹ 530.97 crore.
$ Compliance deviation of unreconciled ITC in table 12F of GSTR- 9C ₹ 404.07 crore.

Top deviations from each of the audit dimensions are illustrated below:

(i) ITC mismatch between GSTR-2A and GSTR-3B

To analyze the veracity of ITC utilization, relevant data were extracted from GSTR 3B and GSTR 2A for the year 2017-18, and the ITC paid as per suppliers' details were matched with the ITC credit availed by the taxpayer.

Audit observed that in case of taxpayer M/s Ultratech Cement Limited (GSTIN: 08AAACL6442L1ZA) under Circle N, Jaipur-III, the ITC available as per GSTR 2A was ₹ 207.03 crore whereas the ITC availed in table 4A (5) of GSTR 3B was ₹ 226.93 crore (including the ITC ₹ 6.47 crore availed in the subsequent year 2018-19 from Table 8C of GSTR 9). This resulted in mismatch of ITC availed amounting to ₹ 19.90 crore which was communicated to the Department and the State Government (January 2023). In response, the Department stated (February 2023) that ASMT-10 seeking the reasons for the discrepancy had been issued to the taxpayer. Further progress in this regard was awaited (October 2024).

(ii) Excess availment of ITC on RCM without payment of tax as per GSTR-3B : Under Reverse Charge Mechanism, the liability to pay tax is fixed on the recipient of supply of goods or services instead of the supplier or provider in respect of certain categories of goods or services or both under Section 9(3) or Section 9(4) of the CGST Act, 2017 and under sub-section (3) or sub-section (4) of Section 5 of the IGST Act, 2017. Where GSTR-9 was not available, ITC availed as per GSTR-3B was considered.

To analyse the veracity of ITC availed on tax paid under Reverse Charge Mechanism (RCM) for the year 2017-18, the datasets pertaining to GSTR 3B and annual return GSTR 9 were compared to check whether the ITC availed on RCM was restricted to the extent of tax paid.

Audit observed that in case of a taxpayer, M/s Focus Energy Limited (GSTIN: 08AAACP1563C1ZT) under Circle- Jaisalmer, the ITC available as per the tax payable under RCM in table 3.1(d) of GSTR 3B was ₹ 14.51 crore whereas the ITC availed in table 4A (2) & (3) of GSTR 3B was ₹ 25.90 crore resulting in mismatch of ITC availed amounting to ₹ 11.39 crore which was communicated to the Department and the State Government (January 2023). In response, the State Government stated (February 2023) that ASMT-10 seeking the reasons for the discrepancy had been issued. Further progress in this regard was awaited (October 2024).

(*iii) Excess availment of ITC on RCM without payment of Tax as per GSTR-9:* The extent of availing of ITC under RCM for the year 2017-18 without discharging equivalent tax liability or, in other words, short payment of tax under RCM was analysed by comparing RCM payments in GSTR-9 Table 4G with ITC availed in GSTR-9 Tables 6C, 6D and 6F to check whether the tax has been discharged fully on the activities/transactions under RCM.

Audit observed that in case of a taxpayer, M/s Roshan Lal Jain and Company (GSTIN: 08AABFR2507C1ZQ) under circle B Udaipur, the tax payment

under RCM in table 4G of GSTR 9 was ₹ 0.01 crore.[23] However, as per Table 6 (C, D & F) of GSTR-9, the taxpayer had availed ITC under RCM of ₹ 2.12 crore. Thus, the taxpayer had availed ITC of ₹ 2.11 crore under RCM without payment of tax.

This was communicated to the Department and the State Government (January 2023). In response, the State Government stated (February 2023) that ASMT-10 had been issued. Further progress in this regard was awaited (October 2024).

(iv) Incorrect availing of ITC by recipient on ISD credit: To analyse whether the ITC availed by the taxpayer is in excess of that transferred by the Input Service Distributor (ISD), ITC availed as declared in the returns of the taxpayer is compared with the ITC transferred by the ISD in their GSTR 6.

In case of taxpayer M/s Hindustan Unilever Limited (GSTIN: 08AAACH1004N1ZU) under circle- C, Ajmer, Audit observed that the ITC availed in table 6G of GSTR 9 was ₹ 11.37 crore whereas the ITC transferred by the ISD in table (5A+8A+9A) of GSTR 6 was ₹ 9.25 crore. This resulted in mismatch in availment of ITC transferred by the ISD amounting to ₹ 2.12 crore which was communicated to the Department and the State Government (January 2023). In response, the State Government stated (February 2023) that the concerned circle officer had been instructed to submit the compliance. Further progress in this regard was awaited (October 2024).

(v) Unreconciled ITC in Table 14T of GSTR-9C: Table 14 of GSTR 9C reconciles ITC declared in annual return (GSTR 9) with ITC availed on expenses as per audited Annual financial statement or books of accounts. Column 14T of this table deals with unreconciled ITC.

The certified reconciliation statement submitted by the taxpayer as required under the rule 80(3) of CGST/SGST Rules in form GSTR 9C for the year 2017-18 was analysed at data level to review the extent of identified mismatch in ITC declared in the Annual Return with the expenses reported in the Financial Statements.

In case of a taxpayer, M/s Chambal Fertilisers and Chemicals Limited (GSTN: 08AAACC9762A1ZT) under Circle- C Kota, Audit noticed that the ITC claimed in annual return, as per Table 14S of GSTR 9C was ₹ 553.73 crore whereas total amount of eligible ITC, as per Table 14R of GSTR 9C, was ₹189.92 crore. As such, there was unreconciled ITC of ₹ 363.81 crore, declared in Table 14T of GSTR 9C, being ITC availed in GST returns in excess of eligible ITC based on expenses reported in financial statements.

This was communicated to the Department and the State Government (January 2023). In response, the State Government stated (February 2023) that notice had been issued. Further progress in this regard is awaited (October 2024).

23 GSTR 3B also shows RCM payment of ₹ 0.01 crore.

(vi) Mismatch of ITC availed between Annual returns and Books of accounts: Table 12 of GSTR 9C reconciles ITC declared in annual return (GSTR9) with ITC availed as per audited Annual financial statement or books of accounts. Column 12F of this table deals with unreconciled ITC.

The certified reconciliation statement submitted by the taxpayer as required under the rule 80(3) of CGST/SGST Rules in form GSTR 9C for the year 2017-18 was analysed at data level to review the extent of identified mismatch in ITC declared in the Annual Return with the Financial Statements.

In case of a taxpayer, M/s Chambal Fertilisers and Chemicals Limited (GSTN: 08AAACC9762A1ZT) under Circle- C Kota, Audit noticed that there was mismatch between the ITC claimed in annual return as per Table 12E of GSTR-9C and ITC claimed as per audited financial statements declared in Table 12 D of GSTR-9C by ₹ 364 crore. As such, unreconciled ITC of ₹ 364 crore was declared in Table 12F of GSTR 9C.

This was communicated to the Department and the State Government (January 2023). In response, the State Government stated (February 2023) that ASMT-10 had been issued. Further progress in this regard was awaited (October 2024).

(vii) Unreconciled turnover in table 5R of GSTR-9C: Table 5 of GSTR 9 C is the reconciliation of turnover declared in audited annual financial statement with turnover declared in annual turnover (GSTR 9). Column 5R of this table captures the unreconciled turnover between the annual return GSTR 9, and that declared in the Financial Statement for the year after the requisite adjustments.

The certified reconciliation statement submitted by the taxpayer as required under rule 80(3) of CGST/SGST Rules in form GSTR 9C for the year 2017-18 was analysed at data level to review the extent of identified mismatch in turnover reported in the Annual Return *vis-à-vis* the Financial Statements. The unreconciled amount in cases where the turnover declared in GSTR 9 is less than the financial statement could indicate non-reporting, under-reporting, short-reporting, omission, error in reporting of supplies leading to evasion or short payment of tax. It could also be a case of non-reporting of both taxable and exempted supplies.

In case of a taxpayer, M/s Jaipur Vidyut Vitran Nigam Limited (GSTIN: 08AABCJ6373K1Z7) under Circle-H, Jaipur-I, Audit noticed that the annual turnover declared in Table 5P of GSTR-9C was ₹ 13,316.02 crore whereas annual turnover declared in Table 5Q of GSTR-9C was ₹ 11,950.67 crore. As such, unreconciled turnover of ₹ 1,365.35 crore was declared in Table 5R of GSTR 9C.

This was communicated to the Department and the State Government (December 2022 and January 2023). In response, the State Government stated (February 2023) that ASMT 10 had been issued. Further progress in this regard was awaited (October 2024).

(viii) Unreconciled taxable turnover in Table 7G of GSTR-9C: Table 7 of GSTR 9C is the reconciliation of taxable turnover. Column 7G of this table captures the unreconciled taxable turnover between the annual return GSTR 9 and that declared in the financial statement for the year after the requisite adjustments.

The certified reconciliation statement submitted by the taxpayer as required under the rule 80(3) of CGST/SGST Rules in Form GSTR 9C for the year 2017-18 was analysed at data level to review the extent of identified mismatch in taxable turnover reported in the Annual Return *vis-à-vis* the Financial Statements. The unreconciled amount in cases where the turnover in GSTR 9 is less than the financial statement could indicate non-reporting, under-reporting, short-reporting, omission, error in reporting of taxable supplies. It could also be on account of non-reporting of both taxable and exempted supplies.

Audit query on unreconciled taxable turnover in Table 7G of GSTR-9C, amounting to ₹ 1,139.76 crore in respect of taxpayer, M/s Sintex Prefab and Infra Limited (GSTIN: 08AANCS6027R1ZH) under Circle-N, Jaipur-III was communicated to the Department and the State Government (January 2023). In response, the State Government stated (February 2023) that ASMT 10 had been issued. Further progress in this regard was awaited (October 2024).

(ix) Mismatch in tax paid between books of accounts and returns: The certified reconciliation statement submitted by the taxpayer as required under rule 80(3) of CGST/SGST Rules in form GSTR 9C for the year 2017-18 was analysed at data level to review the extent of identified mismatch in tax paid between the Annual Return and the books of account. Table 9 of the form 9C attempts to reconcile the tax paid by segregating the turnover rate-wise and comparing it with the tax discharged as per annual return GSTR 9. The unreconciled amounts could potentially indicate tax levied at incorrect rates, incorrect depiction of taxable turnover as exempt or *vice versa* or incorrect levy of CGST/SGST/IGST. There can also be situations wherein supplies/tax declared are reduced through amendments (net of debit notes/credit notes) in respect of the 2017-18 transactions carried out in the subsequent year from April to September 2018. Consequential interest payments - both short payments and payments under incorrect heads - also need to be examined in this regard.

In case of a taxpayer, M/s IVRCL Limited (GSTIN: 08AAACI5139B1ZY) under circle- C, Jaipur-III, Audit noticed that total tax to be paid, as per table 9P of GSTR-9C, was ₹ 29.51 crore whereas declared total tax paid in annual return, as per table 9Q of GSTR-9C, was ₹ 20.46 crore. As such, unreconciled payment of tax of ₹ 9.05 crore was declared in Table 9R of GSTR 9C.

This was communicated to the Department and the State Government (January 2023). In response, the State Government stated (February 2023) that the unit was under liquidation and matter was *sub-judice* under NCLT Hyderabad. Further progress in this regard was awaited (October 2024).

(x) Unsettled tax liability: GSTR-1 depicts the monthly details of outward supplies of goods or services. Outward supplies are also assessed by the taxpayer and mentioned in annual return GSTR-9 in the relevant columns. Further, taxable value and tax paid thereof are also shown in monthly GSTR-3B return.

To analyse the undischarged tax liability, relevant data were extracted from GSTR-1 and GSTR-9 for the year 2017-18 and the tax payable in these returns was compared with the tax paid as per GSTR-9. The amendments and advance adjustments declared in GSTR-1 and 9 were also considered for this purpose.

During audit, it was observed that in case of taxpayer M/s Vishwakarma Stone Industries (GSTIN: 08AFRPS6757C2ZT) under Circle-Ramganj Mandi, the tax payable as per GSTR 1 was ₹ 0.40 crore and as per GSTR 9 was ₹ 27.34 crore. The greater of the tax liability of ₹ 27.34 crore, declared in GSTR-9, was compared with the tax paid of ₹ 0.40 crore as declared in tables 9 and 14 of GSTR 9. This resulted in mismatch of tax liability amounting to ₹ 26.94 crore which was communicated to the Department and the State Government (January 2023). In response, the State Government stated (February 2023) that the concerned Circle had been instructed to submit the compliance. Further progress in this regard was awaited (October 2024).

(xi) GSTR-3B not filed but GSTR-1 available: GSTR 3B return under rule 61(5) of CGST/RGST Rule 2017 is the only instrument through which the tax liability is offset and ITC is availed.

Efforts were made through data analysis to identify those taxpayers who had not filed GSTR 3B but filed GSTR 1 or whose GSTR 2A was available. The very availability of GSTR 1 and 2A and non-filing of GSTR 3B indicates that the taxpayers had undertaken/carried on the business during the period but have not discharged their tax liability. It may also include cases of irregular passing on of ITC.

The datasets pertaining to relevant fields in the GSTR 1, 2A and 3B were analysed in case of taxpayer, M/s Vardhani Motors (GSTIN: 08AARPV8119N1ZM) under Circle-E, Jaipur II. It was observed that the taxpayer had not filed GSTR 3B in 2017-18 whereas the taxpayer had declared taxable supplies in its GSTR-1 with tax amount of ₹ 0.59 crore. The matter was reported to the Department and the State Government (January 2023). The State Government stated (February 2023) that the taxpayer had filed GSTR 3B in December 2022.

(xii) Short payment of interest: Section 50 of the Act stipulates that every person liable to pay tax in accordance with the provisions of this Act or the rules made there under but fails to pay the tax or any part thereof to the Government within the period prescribed, shall for the period for which the tax or any part thereof remains unpaid, pay interest at the rate notified.

The extent of short payment of interest on account of delayed remittance of tax during 2017-18 was identified using the tax paid details in GSTR 3B and

the date of filing of the GSTR 3B. Only the net tax liability (cash component) has been considered to work out the interest payable.

Audit observed that in case of taxpayer, M/s Krishna Arjuna Enterprises (GSTIN: 08AAHFK5693G1ZY) under Circle-B, Jaipur III, the return (GSTR 3B) pertaining to the month of March 2018 involving tax liability of ₹ 4.30 crore, was filed with delay in March 2019. Thus, the taxpayer made payment of monthly tax liability with delay but no interest was paid on such delayed payment of tax. This resulted in non-payment of interest of ₹ 0.73 crore which was communicated (January 2023) to Department and State Government. In response, the State Government stated (February 2023) that ASMT 10 had been issued. Further progress in this regard was awaited (October 2024).

2.3.7.3 Centralised audit-Reasons for deviations/mismatches noticed during data analysis

Considering the Department's response to 605 cases, the factors that caused the data deviations/inconsistencies are as follows:

a) Deviations from GST law and rules: Out of the 605 deviations summarized in Table 2.3, the Department has accepted the audit observations or initiated action in 323 cases with tax effect of ₹ 272.59 crore. Out of these cases, the Department has recovered ₹ 1.87 crore in 19 cases, issued SCN in 31 cases for ₹ 25.88 crore, issued notice conveying discrepancies to the taxpayer in Form ASMT-10 in 237 cases for ₹ 193.86 crore and was in correspondence with the respective taxpayers or issued DRC-01A in 36 cases involving tax effect of ₹ 50.98 crore. Details are given in ***(Appendix 2.2(A) to 2.2(M)).***

The top five cases accepted or where action was initiated by the Department amounted to ₹ 778.94 crore. Two illustrative cases are featured below:

(i) Short declaration of tax liability: During audit, it was observed that in case of taxpayer M/s Vega Express Courier and Cargo (GSTIN: 8AGBPS2905H1ZG) under Circle-G, Jaipur-I, the tax payable as per GSTR 1 was ₹ 17.64 crore whereas the tax payable declared in GSTR 3B was only ₹ 0.02 crore. This resulted in mismatch of tax liability amounting to ₹ 17.62 crore between GSTR 1 and GSTR 3B which was communicated to the Department and the State Government (January 2023). In response, the State Government stated (February 2023) that ASMT 10 had been issued. Further progress in this regard was awaited (October 2024).

***(ii) ITC mismatch between GSTR-2A and GSTR-3B* :** Audit observed that in case of taxpayer M/s Suzlon Energy Limited (GSTIN: 08AADCS0472N1Z2) under Circle I, Jaipur-III, the ITC available as per GSTR 2A was ₹ 20.69 crore whereas the ITC availed in GSTR 3B was ₹ 34.30 crore (excluding the ITC reversals of ₹ 0.14 crore of Table 4B (2) of GSTR 3B and including the ITC ₹ 2.99 crore availed in the subsequent year 2018-19 from Table 8C of GSTR 9). This resulted in mismatch of ITC availed amounting to ₹ 13.61 crore which was communicated to the Department and the State Government (January

2023). In response, the Department stated (February 2023) that ASMT-10 seeking the reasons for the discrepancy had been issued. Further progress in this regard was awaited (October 2024).

b) Inconsistencies/mismatches not accepted by the Department but rebutted by Audit

Out of the audit sample of 605 cases of mismatch/inconsistencies, the department did not accept two cases amounting to ₹ 0.30 crore where Audit did not agree with the contention of the department. These cases are featured below:

(i) Irregular availing of ITC by recipient on ISD credit: Audit observed irregular availing of ITC by recipient on ISD credit in respect of taxpayer M/s. Parle Products Private Limited (GSTN: 08AAACP0486A1ZT) under Circle Shahjahanpur wherein the ITC availed in table 6G of GSTR 9 was ₹ 0.37 crore whereas the ITC transferred by the ISD in table (5A+8A+9A) of GSTR 6 was only ₹ 0.23 crore. This resulted in mismatch in availment of ITC transferred by the ISD amounting to ₹ 0.14 crore which was communicated (January 2023) to the Department and the State Government. The State Government stated (February 2023) that the taxpayer was under Central jurisdiction, however, the front-end GST portal as well as department's backend application was displaying the taxpayer to be under State's jurisdiction.

(ii) Short payment of Interest: Audit observed short payment of interest in respect of M/s Ultratech Nathdwara Cement Limited (GSTN: 08AABCB3087C1ZZ) under Circle-Sirohi, wherein the returns (GSTR 3B) pertaining to the months of July and August 2017 involving tax liability (cash component) amounting to ₹ 19.09 crore and ₹ 3.63 crore respectively, were filed with delay in October 2017. However, there was non-payment of interest amounting to ₹ 0.16 crore which was communicated (January 2023) to the Department and the State Government. The State Government stated (February 2023) the aforesaid interest liability pertained to another unit which was acquired by the taxpayer in November 2018 and therefore, liability to pay the interest would be on that unit. Reply is not acceptable as the liability to pay interest, pertaining to the acquired unit, is now vested with the acquiring unit, i.e. by the M/s Ultratech Nathdwara Cement Limited.

c) Data entry errors by taxpayers: The data entry errors constituted 10.41 *per cent* (63 cases) of the cases where responses were received from the department. These data entry errors did not have any revenue implication. Most of the data entry errors relate to RCM, ISD, turnover, taxable turnover and tax paid (provided in GSTR 9C) as detailed in ***Appendix 2.3(A) to 2.3(I).*** An illustrative case is brought out below:

Audit observed that in case of taxpayer M/s SSD Enterprises (GSTIN: 08AHHPM2757N1ZR) under circle B Alwar, the ITC available as per GSTR 2A was ₹ 0.30 crore and the ITC availed in table 4A (5) of GSTR 3B was ₹ 10.67 crore. This resulted in mismatch of ITC availed amounting to ₹ 10.37 crore which was communicated to the Department and the State

Government (January 2023). In response, the State Government stated (February 2023) that at the time of filing of GSTR 3B for the month of March 2018, two digits were additionally filled due to typographical error, which resulted into excess claim of ITC, however, this excess ITC was reversed during filing of GSTR 3B for the month of July 2018. Further, wrongly availed ITC was not utilised till the date of reversal.

*d) **Action taken before issue of Audit Queries:*** As summarised in **Appendix 2.1**, the Department had already taken action in 30 cases, constituting 4.96 *per cent* of the total responses received. The top five circles which had proactively addressed the deviations/inconsistencies are indicated in **Table 2.4**:

Table 2.4: Action taken before audit query - Circle wise

Circle	Action taken before audit query	Type of action	Responses received
A Jaipur-II	3	Unreconciled ITC reversed in one case and Registration cancelled and ITC blocked in two cases	3
B, Alwar,	2	Excess availed ITC already reversed	2
B, Bhilwara	2	Excess availed ITC already reversed	2
Baran	2	Excess availed ITC already reversed	2
Circle I, Jaipur I	2	Notice already issued during scrutiny	2

2.3.8 Detailed Audit (Part III)

In a self-assessment regime, the onus of compliance with law is on the taxpayer. The role of the Department is to establish and maintain an efficient tax administration mechanism to provide oversight. With finite level of resources, for an effective tax administration, to ensure compliance with law and collection of revenue, an efficient governance mechanism is essential. An IT driven compliance model enables maintaining a non-discretionary regime of governance on scale and facilitates a targeted approach to enforce compliance.

From an external audit perspective, Audit also focused on a data-driven risk-based approach. Thus, apart from identifying inconsistencies/deviations in GST returns through pan-India data analysis, a detailed audit of GST returns was also conducted as a part of this SSCA. A risk-based sample of 100 taxpayers was selected for detailed audit. The methodology adopted was to initially conduct a desk review of GST returns and financial statements filed by the taxpayers as part of the GSTR 9C and other records available in the back-end system to identify potential risk areas, inconsistencies/deviations and red flags. The desk review was carried out in audit office premises. Based on desk review results, detailed audit was conducted at departmental Circles by requisitioning detailed records of taxpayers such as financial ledgers, invoices etc. to identify causative factors of the identified risks and to evaluate compliance by taxpayers.

2.3.8.1 Scope limitation

In spite of requisitions and follow up, the jurisdictional Circles did not produce any records for audit including basic records such as Financial Statements/ Trial Balance/ Auditor's Report and GSTR 2A etc. in 53 cases out of the audit sample of 100 cases. Thus, 53 *per cent* of the sample could not be audited.

Further, in another 10 cases comprising 10 *per cent* of the risk-based sample, records were partially produced as granular taxpayer records such as invoices and agreement copies were not provided. Consequently, in these partially produced cases, audit was restricted to the information available in the returns filed by the taxpayers. Thus, Audit could not evaluate eligibility of ITC claimed and extent of unsettled tax liability, which constituted a significant scope limitation.

The jurisdiction wise non-production of records is summarised in **Appendix 2.4**. As a result of non-production of records, mismatches/deviations noticed through data analysis, amounting to ₹ 226.40 crore, could not be examined in audit.

The jurisdiction-wise partial production of records is summarized in **Appendix 2.5.** The case-wise details are given in **Appendix 2.6.** As a result of non-production of complete records, ITC availment and undischarged liability amounting to ₹ 18.45 crore could not be examined in detail by Audit.

Recommendations 3: The Government may instruct the Departmental units for ensuring timely and complete production of records to Audit.

2.3.8.2 Detailed audit– Audit findings

(I) Audit findings related to GST Returns

The detailed audit of returns filed by a sample of 100 taxpayers disclosed that interest payments were not discharged by taxpayers and data errors existed in the returns in a significant number of cases, which are brought out below:

(a) Non-payment of interest by taxpayers

Audit observed in 123 cases of 39 taxpayers, constituting 39 *per cent* of the 100 taxpayers audited, that taxpayers had either filed their returns belatedly or had erroneously availed and utilised ITC credits, which were paid back but the interest payments amounting to ₹ 6.50 crore were not discharged. **(Appendix 2.7(A) and 2.7(B))[24].**

The matter was reported to the Department and the State Government (January 2023). The State Government stated (February 2023) that notices in respect of

24 Non-payment of interest on delayed payment of tax amounting to ₹ 6.22 crore in 36 cases (**Appendix 2.7(A))** and non- payment of interest on ITC erroneously availed and utilized amounting to ₹ 0.28 crore in three cases **(Appendix 2.7(B))**.

29 cases[25] (involving ₹ 0.36 crore) had been issued while DRC-01A (involving ₹ 0.16 crore) was issued in respect of eight cases[26] . Recovery (₹ 0.02 crore) had been made in 22 cases[27]. In one case[28] (involving ₹ 0.002 crore), it was stated that interest liability had already been deposited. Further, instructions for submitting compliance had been issued to the remaining seven Circle officers in respect of 63 cases (involving ₹ 5.96 crore).

The top five cases of non-payment of interest amounted to ₹ 5.95 crore. A few illustrative cases are featured below:

i. J. K. Cement Limited: GSTIN 08AABCJ0355R1Z7 under Circle B Kota had filed the returns of July 2017 to October 2017 belatedly in November and December 2017 with delay ranging between 11 to 96 days. However, interest amounting to ₹ 5.48 crore was not paid on delayed payment of tax ₹ 202.58 crore. The matter was reported to the Department and the State Government (January 2023). The State Government stated (February 2023) that instructions to submit the compliance had been issued to the concerned Circle officer.

ii. Vodafone Idea Limited: GSTIN 08AAACB2100P1ZX under Circle C Jaipur II had filed the GSTR 3B returns for the period July to September 2017 belatedly in November 2017 with delay ranging between 20 to 69 days. However, interest liability amounting to ₹ 0.16 crore was not discharged on delayed payment of tax of ₹ 4.91 crore. The matter was reported to the Department and the State Government (January 2023). The State Government stated (February 2023) that DRC 01[29] had been issued under Section 73 of the Act.

(b) Data entry errors

Audit observed data entry errors in the returns of six taxpayers involving ₹ 4.72 crore. The details are given in **Appendix 2.8(A) to 2.8(C)**. The errors were mainly in declaration of ITC in GSTR 3B, ITC in GSTR 3B and GSTR 9 under RCM, tax liability etc.

An illustrative case is brought out below:

Bhatia Colonizers Limited (GSTIN: 08AADCB0457G1ZX) under Circle D Kota, had declared ITC availment of ₹ 3.19 crore in GSTR 3B as against the availability of ITC of ₹ 0.49 crore in GSTR 2A. Audit query on mismatch in availment of ITC was issued and communicated to the Department and the State Government (January 2023). In response, the State Government stated (February 2023) that GSTR 3B of March 2018 was wrongly filed due to

25 Pertaining to 10 circles
26 Pertaining to three circles.
27 Pertaining to five circles.
28 Circle Jaisalmer.
29 GST DRC – 01 is in the form of a Show Cause Notice, which is issued in accordance with Rule 142(1) (a) of the RGST Rules, 2017.

clerical error, however, excess availed ITC was reversed at the time of filing GSTR 3B for the period of April 2018 without utilisation.

(II) Audit findings related to availing of ineligible ITC

Section 16 of the Act allows availing of ITC on any supply of goods or services or both which are used or intended to be used in the course or furtherance of his business. Section 17(5) of the Act provides a list of goods and supplies[30] on which the Input Tax credit cannot be availed except when the outward taxable supply is of the same category of services.

Audit observed non-compliance in seven cases (out of 47 sampled cases where records were produced) where taxpayers had availed ineligible ITC of ₹ 1.44 crore. The deficiencies were mainly on account of availing ITC on supply of goods and services which were not used in the course of furtherance of his business and credit availed on blocked items. **(Appendix 2.9).**

The matter was reported to the Department and the State Government (January 2023). The State Government stated (February 2023) that notices had been issued in all the cases. Further progress was awaited (October 2024).

The top three cases of availing of ineligible ITC amounted to ₹ 1.33 crore. Two illustrative cases are featured below:

i. In respect of a taxpayer, Unicharm India Private Limited (GSTIN: 08AABCU0113A1Z7) under circle Shahjahanpur, Audit observed that the taxpayer availed ITC of ₹ 0.88 crore on goods or services or both such as servicing/renting of motor vehicles, repair and maintenance expenses thereon as specified in Section 17(5) and other goods or services or both which were not used or intended to be used in the course or furtherance of business as per section 16 of CGST/RGST Act. However, the taxpayer had neither disclosed any reversal under section 17(5) in column 7(E) of GSTR 9 nor in GSTR 3B. The matter was reported to the Department and the State Government (January 2023). In response, the State Government stated (February 2023) that notice had been issued to the taxpayer. Further progress in this regard was awaited (October 2024).

ii. In respect of a taxpayer, Gillette India Ltd. (GSTIN: 08AAACI3924J1ZK) under circle A, Bhiwadi, Audit observed that the taxpayer availed ITC of ₹ 0.36 crore on goods or services or both such as food and beverages, personal consumption items as specified in Section 17(5) and other goods or services or both which were not used or intended to be used in the course or furtherance of business as per section 16 of CGST/RGST Act. However, the taxpayer had neither disclosed any reversal under section 17(5) in column 7(E) of GSTR 9 nor in GSTR 3B. The matter was reported to the Department and the State Government (January 2023).

30 ITC shall not be available in respect of motor vehicles for transportation of persons not more than thirteen (including driver), services of insurance, repair and maintenance, servicing of motor vehicles, supply of goods or services or both of food and beverages, outdoor catering, beauty treatment, renting or leasing of motor vehicles etc.

In response, the State Government stated (February 2023) that notice had been issued to the taxpayer. Further progress in this regard was awaited (October 2024).

(III) Audit findings related to Non reversal/Short reversal of ITC

(i) As per sub-Section (2) of Section 17 of RGST Act read with Rule 42 of RGST Rules, 2017, where the goods or services or both are used by the registered person partly for effecting taxable supplies including zero rated supplies and partly for effecting exempt supplies, the amount of credit shall be restricted to so much of the input tax as is attributable to the taxable supplies including zero-rated supplies. Manner[31] of determination of input tax credit in respect of inputs or input services and reversal thereof has been specified in Rule 42 *ibid.*

Audit observed non-compliance in nine cases (out of 47 sampled cases where records were produced) where taxpayers had not reversed ITC of ₹ 3.44 crore due to incorrect application of Rule 42 **(Appendix 2.10).**

The matter was reported to the Department and the State Government (January 2023). The Government stated (February 2023) that notices in respect of two cases[32] (involving ₹ 0.24 crore) had been issued and instructions to submit the compliance had been issued to the concerned five Circle officers in respect of five cases (involving ₹ 3.03 crore).

Further, recovery of ₹ 0.001 crore had been made in one case[33] while in respect of one case[34] (involving ₹ 0.16 crore) it was stated that no ITC had been availed on the supply of goods and ITC availed and utilized (₹ 0.008 crore) on the supply of services had been reversed along with interest after being pointed out by Audit. However, the relevant documents in support of both these replies were not provided. Further progress was awaited (October 2024).

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31 Common credit denoted as 'C' and calculated as-**C = T- (T1+T2+T3+T4)**
Where 'T' classified the total input tax involved on inputs and input services in a tax period, 'T1' classified the amount of input tax, out of 'T', attributable to inputs and input services intended used exclusively for the purposes other than business, 'T2' classified the amount of input tax, out of 'T', attributable to inputs and input services used exclusively for effecting exempt supplies, 'T3' classified the amount of input tax, out of 'T', in respect of inputs and input services on which credit is not available under sub-section (5) of section 17 and 'T4' classified the amount of input tax credit attributable to inputs and input services intended to be used exclusively for effecting supplies other than exempted but including zero rated supplies.
The amount of input tax credit attributable towards exempt supplies, be denoted as 'D' and calculated as-**D= (E÷F) × C** where, 'E' is the aggregate value of exempt supplies during the tax period, and 'F' is the total turnover in the State of the registered person during the tax period.

32 Circle A Bhiwadi and A Jaipur IV.

33 Circle D Bhilwada.

34 Circle A Jaipur IV.

The top three irregularities noticed in this category involved deviation amounting to ₹ 2.76 crore. A few illustrative cases are featured below:

(a) Audit observed that a taxpayer, Arihant Superstructures Limited (GSTIN: 08AABCS1848L1Z2) under circle C Jodhpur II, was engaged in taxable as well as exempted supply during the year 2017-18. In GSTR 3B, the taxpayer declared exempted turnover of ₹ 9.57 crore and total turnover of ₹ 34.02 crore. However, the taxpayer had availed the common ITC of ₹ 4.39 crore on all supplies of goods or services made by him and did not declare any reversal of ITC in column 4B (1) of GSTR 3B. Therefore, the taxpayer is required to reverse the ITC of ₹ 1.24 crore on exempted supply, as calculated in the manner prescribed under Rule 42, *ibid.*

(b) Audit observed that a taxpayer, H.G. Infra Engineering Limited (GSTIN: 08AABCH2668B1ZU) under circle D Jodhpur II, was engaged in taxable as well as exempted supply during the year 2017-18. In GSTR 3B, the taxpayer declared exempted turnover of ₹ 6.56 crore and total turnover of ₹ 559.92 crore. The taxpayer had availed the common ITC of ₹ 92.15 crore on all supplies of goods or services made by him. However, the taxpayer did not declare any reversal of ITC in column 4B (1) of GSTR 3B. Therefore, the taxpayer is required to reverse the ITC of ₹ 1.08 crore on exempted supply, as calculated in the manner prescribed under Rule 42, *ibid.*

(c) Audit observed that a taxpayer, Dayawan Steel Yard (GSTIN: 08ABFPB6954J1ZH) under circle E Jodhpur II, was engaged in taxable as well as exempted supply during the year 2017-18. In GSTR 3B, the taxpayer declared exempted turnover of ₹ 1.25 crore and total turnover of ₹ 17.21 crore. The taxpayer had availed the common ITC of ₹ 6.07 crore on all supplies of goods or services made by him. However, the taxpayer did not declare any reversal of ITC in column 4B (1) of GSTR 3B. Therefore, the taxpayer is required to reverse the ITC of ₹ 0.44 crore on exempted supply, as calculated in the manner prescribed under Rule 42, *ibid.*

These cases were reported to the Department and the State Government (January 2023). In response, the State Government stated (February 2023) that instructions to submit the compliance had been issued to the concerned Circle officers.

(ii) Short reversal of Input Tax Credit

As per Section 17(4) of the Act, a banking company or a financial institution including a non-banking financial company, engaged in supplying services by way of accepting deposits, extending loans or advances shall have the option to either comply with the provisions of sub- section 17 (2)[35] or avail of, every month, an amount equal to fifty per cent of the eligible input tax credit on

35 where the goods or services or both are used by the registered person partly for effecting taxable supplies including zero-rated supplies under this Act or under the Integrated Goods and Services Tax Act and partly for effecting exempt supplies under the said Acts, the amount of credit shall be restricted to so much of the input tax as is attributable to the said taxable supplies including zero-rated supplies.

inputs, capital goods and input services in that month and the rest shall lapse. Further, first proviso to the Section 17(4) provides that the option once exercised shall not be withdrawn during the remaining part of the financial year. An audit observation, noticed during audit, is discussed below:

Audit scrutiny revealed that the taxpayer, M/s Shriram Finance Limited (financial company) (GSTIN: 08AAACS7018R1ZT) under circle C, Jaipur-II, claimed ITC on inward supplies in Table 6B and 6C of GSTR 9 amounting to CGST ₹ 43.62 lakh, SGST ₹ 43.62 lakh and IGST ₹ 50.98 lakh. The taxpayer reversed the ITC under Section 17(4) of the Act in Table 7H of GSTR 9 amounting to CGST ₹ 21.81 lakh, SGST ₹ 21.81 lakh and IGST ₹ 3.55 lakh. The ITC reversed under IGST was only ₹ 3.55 lakh under IGST instead of ₹ 25.49 lakh (50 *percent* of ₹ 50.98 lakh). This resulted in short reversal of ITC amounting to ₹ 21.94 lakh under IGST according to the provision of the Act *ibid.*

The matter was reported to the Department and the State Government (January 2023). Reply was awaited (October 2024).

(IV) Audit findings related to excess availing of ITC

(i) Section 16(1) of the Act specifies that every registered person shall, subject to such conditions and restrictions as may be prescribed and in the manner specified in section 49, be entitled to take credit of input tax charged on any supply of goods or services or both to him which are used or intended to be used in the course or furtherance of his business and the said amount shall be credited to the electronic credit ledger (ECL) of such person. An audit observation, noticed during audit, is discussed below.

Audit scrutiny revealed that the taxpayer, M/s Kamal Autotech Private Limited (GSTIN: 08AADCK7842G1ZD) under circle I, Jaipur-I, availed ITC amounting to ₹ 10.08 crore under Compensation Cess for the year 2017-18 according to GSTR-3B and the same was credited into Electronic Credit Ledger (ECL) of the taxpayer. It was, however, observed that ITC amounting to ₹ 9.86 crore was actually available under Compensation Cess in the annual return GSTR-9. Therefore, excess ITC amounting to ₹ 0.22 crore was availed under Compensation Cess.

The matter was reported to the Department and the State Government (January 2023). Reply was awaited (October 2024).

(ii) According to Section 140 of the RGST Act, 2017, a registered person, shall be entitled to take credit of the amount of Value Added Tax (VAT), carried forward in the return relating to the period ending with the day immediately preceding the appointed day, furnished by him under the existing law. An audit observation, noticed during audit, is discussed below.

During scrutiny of returns filed by the taxpayer, M/s Shree Agarwal Brothers (GSTIN: 08ACTPM0139M1Z3) under circle A, Jaipur-II, it was noticed that the taxpayer declared total purchases worth ₹ 13.68 crore during the year April 2017 to March 2018 in trading account appended to GSTR-9C in which

purchase amounting to ₹ 10.34 crore for the period April 2017 to 30 June 2017 was also included as declared in legacy return VAT 10A. Further scrutiny, however, revealed that the taxpayer had claimed ITC amounting to ₹ 1.13 crore on purchase of ₹ 4.70 crore in GSTR 9C for the period 1 July 2017 to 31 March 2018 instead of claiming ITC on purchase of ₹ 3.34 crore (₹ 13.68 crore - ₹ 10.34 crore). This resulted in excess ITC aggregating to ₹ 0.38 crore (CGST ₹ 0.19 crore and SGST ₹ 0.19 crore) on purchases of ₹ 1.36 crore which did not pertain to GST period.

On being pointed out, the Jurisdictional Officer replied (June 2022) that ITC eligibility was in accordance with section 16 of RGST Act 2017 and being claimed through GSTR 3B. However, ITC ledger and trading account for the period July 2017 to March 2018 were not provided in support of this claim.

The matter was reported to the Department and the State Government (January 2023). Reply was awaited (October 2024).

(V) Audit findings related to Non-payment of IGST on Import of service

Section 2 (11) of IGST Act, 2017 provides that ''import of services" means the supply of any service, where (i) the supplier of service is located outside India; (ii) the recipient of service is located in India; and (iii) the place of supply of service is in India. Further, IGST is payable on import of service under reverse charge according to Notification no.10/2017 IT(R) dated 28.06.2017. An audit observation, noticed during audit, is discussed below.

Audit scrutiny of the taxpayer, M/s Tokai Imperial Hydraulics India Private Limited (GSTIN: 08AADCT9702E1ZD) Circle-Shahjahanpur, revealed that an agreement was executed on 17 November 2016 for five years between a licensor (Sumi Riko Hosetex Ltd, a corporation of Kyoto, Japan) and the taxpayer in which it was agreed upon that the taxpayer shall pay to licensor a royalty computed at the rate of three *per cent* on the total Net sales of product for grant of license under the licensor's know-how as well as technical information to be furnished by the licensor to the licensee. The Net sales of the taxpayer was ₹ 19.07 crore as disclosed in GSTR 9 on which royalty of ₹ 57.20 lakh (three *per cent* on ₹ 19.07 crore) was payable to the licensor, however, the IGST[36] amounting to ₹ 10.30 lakh leviable on the royalty was not paid under RCM.

The matter was reported to the Department and the State Government (January 2023). Reply was awaited (October 2024).

(VI) Audit findings related to Non verification of tax liability discharged and reversal of ITC

As per Section 61 of the RGST Act, various returns filed by the taxpayers have to be scrutinized by the proper officer to verify the correctness of the returns, and suitable action has to be taken on any discrepancies or inconsistencies reflected in the returns.

36 at the rate of 18 *per cent.*

It was noticed that the two taxpayers[37] discharged tax liability amounting to ₹ 7.37 lakh and ₹ 69.94 lakh respectively during the next financial year (2018-19) as per Table 10 of GSTR 9 for the year 2017-18. Further, one taxpayer[38] had reversed ITC amounting to ₹ 7.74 lakh during the next financial year as per Table 12 of GSTR 9 for the year 2017-18. However, these taxpayers did not declare the relevant month of GSTR 3B for the year 2018-19 in which the above tax liability was discharged and ITC was reversed. Further, interest payable on delayed payment of tax/ reversal of ITC was also not paid by the taxpayers. The department needs to verify the tax paid / reversal of ITC amounting to ₹ 85.05 lakh in the next financial year along with interest leviable thereon.

The matter was reported to the Department and the State Government (January 2023). Reply was awaited (October 2024).

(VII) Audit findings related to Short declaration of closing stock

Audit scrutiny revealed that one taxpayer[39] had claimed transitional credit (CGST and SGST) and declared closing stock in TRAN-1. Cross verification of legacy annual return VAT 10A (which was submitted under RVAT Act, 2003) and TRAN-1 (submitted under GST) disclosed that the taxpayer had declared closing stock amounting to ₹ 6.83 crore in VAT 10A as on 30 June 2017 against the closing stock amounting to ₹ 5.84 crore declared in TRAN-1. This resulted in short carry forward of the stock amounting to ₹ 0.99 crore to GST regime on 01 July 2017. There is a risk that GST on sale of such stock may have remained unpaid and needs to be confirmed by the department.

On being pointed out, Jurisdictional Officer stated (June 2022) that the taxpayer had claimed Transitional Credit under CGST on inputs held in stock[40], where duty paid invoices were available. It was further stated that the details of stock in TRAN-01 could not be compared with total stock declaration in VAT-10A closing stock as for section 140 eligibility for TRAN-01 credit requires invoices issued not earlier than 12 months and VAT-10A closing stock includes all closing stock. However, the Proper Officer did not produce any supporting documents *i.e.* Trading account (July 2017 to March 2018), details of invoices related to closing stock, etc. to corroborate such claim or to verify the correctness of credit.

The matter was reported to the Department and the State Government (January 2023). Reply was awaited (October 2024).

37 GSTIN: 08AADFE4760C1ZQ (Circle G Jaipur-IV) and GSTIN: 08AAACS7018R1ZT (Circle C Jaipur-II).
38 GSTIN: 08AADFE4760C1ZQ (Circle G Jaipur-IV).
39 GSTIN: 08ACTPM0139M1Z3 Circle A Jaipur-II.
40 Worth ₹ 54.78 lakh.

2.3.8.3 Other cases where Audit could not complete examination due to inadequate records

Audit also noticed following irregularities/ mismatches during scrutiny of the returns filed by the taxpayers or records of the taxpayers' produced by the department. However, due to inadequate records/information provided by the department Audit could not ascertain tax liability or ineligible ITC in these cases.

(I) Exclusion of supplies received from related person

Section 9(3) & 9(4) of the Act read with Notification No. 13/2017-Central Tax (Rate) dated 28.06.2017 prescribed that in case of services[41] supplied by the Director of a company to the said company located in the taxable territory, the recipient of service shall pay GST on RCM. In addition, Section 7(1) (c) read with Schedule-I of the Act provides that supply of services between related persons shall be treated as supply even if made without consideration. Personal financial guarantee for bank loans is a taxable service under GST. Further, the bank charges predetermined rates for such bank guarantees. Therefore, the rate charged by the State Bank of India for such commission/fees is considered for determining the Open Market value.[42]

Audit observed compliance deficiencies in four cases in which taxpayers did not pay GST on account of RCM on personal financial guarantee for bank loans. In absence of reconciliation statement of RCM payment, the observation is based on the figures depicted in the Financial Statement **(Appendix 2.11).**

The matter was reported to the Department and the State Government (January 2023). The State Government stated (February 2023) that notices in respect of three cases[43] had been issued and in respect of the remaining case, instructions to submit the compliance had been issued to the concerned Circle officer[44]. Further progress was awaited (October 2024).

An illustrative case is detailed below:

In Aksh Optifibre Limited (GSTIN: 08AAACA0062F1ZA) under circle A, Bhiwadi, Audit observed that the Directors of the unit had given financial

41 As per Section 2 (102) of RGST Act, 2017 "services" means anything other than goods, money and securities but includes activities relating to the use of money or its conversion by cash or by any other mode, from one form, currency or denomination, to another form, currency or denomination for which a separate consideration is charged. Thus, bank guarantee is a service under GST Act, 2017.

42 2.3 *per cent* for valuation under Rule 28(b) of the RGST Rules 2017.

43 Circle A Bhiwadi and A Jaipur IV.

44 Circle D Jodhpur II.

guarantee[45] for loans during 2017-18 amounting to ₹ 68.86 crore as per balance sheet of the taxpayer. Audit scrutiny revealed that the taxpayer did not pay GST under RCM on personal financial guarantee for bank loans which was payable under the Act. Further, in absence of reconciliation statement of RCM payment and detailed records of loan amount pertaining to pre-GST period (April to June 2017), Audit could not ascertain the taxable value and tax liability under RCM. The matter was reported to the Department and the State Government (January 2023). In response, the State Government stated (February 2023) that notice had been issued to the taxpayer. Further progress was awaited (October 2024).

Recommendations 4: The Department may provide the requisite records to Audit and examine similar cases under its jurisdiction to avoid any loss of revenue.

(II) Non-Payment of GST under Reverse Charge Mechanism

Section 9(3) of the Act specifies categories of supply of goods or services or both, the tax on which shall be paid on reverse charge basis by the recipient of such goods or services or both. Further, Section 9(4) of the Act provides a class of registered persons who shall, in respect of supply of specified categories of goods or services or both received from an unregistered supplier, pay the tax on reverse charge basis as the recipient of such supply of goods or services or both. All supplies received from unregistered person were exempted from reverse charge u/s 9(4) w.e.f.13 October 2017 up to 31 March 2018[46]

Audit observed compliance deficiencies in six cases due to incorrectly discharged tax payments under reverse charge mechanism (RCM) by the taxpayers, however, in the absence of details pertaining to RCM payment the observation is based on the figures depicted in the Financial Statement **(Appendix 2.12).**

Audit scrutiny revealed that *six* taxpayers pertaining to *five* Circles received inward supply of services related to transportation, freight, legal consultation and supply from un-registered persons on which GST of ₹ 1.60 crore was payable under RCM. However, in the absence of details such as reconciliation statement of RCM payment, Audit could not ascertain whether the objected undischarged tax liability was paid by the taxpayer or not.

(III) Payment of GST on advances

Section 13(2) of the Act provides that time of supply of services shall be the earliest of the following dates, namely (a) the date of issue of invoice by the supplier, if the invoice is issued within the period prescribed under section 31 or the date of receipt of payment, whichever is earlier; or (b) the date of

45 This service is classifiable under Financial Services & Related Services-SAC 9971 attracting GST at the rate 18 *per cent* (Sr. No. 15(vii) of Notification No. 11/2017-Central Tax (Rate) dated 28.06.2017 as amended).

46 Notification No. 38/2017-CT(R) dated 13.10.2017.

provision of service, if the invoice is not issued within the period prescribed under section 31 or the date of receipt of payment, whichever is earlier; or (c) the date on which the recipient shows the receipt of services in his books of account, in a case where the provisions of clause (a) or clause (b) do not apply. An audit observation, noticed during audit, is discussed below:

Audit scrutiny revealed that the taxpayer, M/s Salaria Builders (Service provider) (08AAPPS0297N1ZS) under circle-C Bhiwadi, declared current liabilities amounting to ₹ 13.04 crore as "Advance from Customers" in the Balance sheet. The taxpayer has multiple registrations on the same PAN. The taxpayer disclosed the advances of ₹ 3.04 crore in its GSTR 1. In the absence of bifurcation of advance amount declared in the balance sheet among the units, Audit could not ascertain the advance pertaining to the audited unit and tax liability thereon.

The matter was reported to the Department and the State Government (January 2023). Reply was awaited (October 2024).

(IV) Short reversal of ITC on goods lost by fire

Section 17(5) (h) of the Act, 2017 stipulates that ITC shall not be available in respect of specific cases where goods were lost, stolen, destroyed, written off or disposed of by way of gift or free samples. An audit observation, noticed during audit, is discussed below.

During scrutiny, it was noticed that there was a loss by fire amounting to ₹ 642.13 crore according to Balance Sheet of the taxpayer, M/s Unicharm India Private Limited (GSTIN: 08AABCU0113A1Z7) under circle-Shajahanpur, for the year 2017-18. Therefore, ITC on inputs, capital goods, work in progress, finished goods etc. lost by fire was required to be reversed to that extent at the time of filing of the regular return for the month of October 2017 in which such loss had occurred.

Further scrutiny of available records revealed that taxpayer had reversed ITC amounting to ₹ 16.18 crore in GSTR-9 on such goods worth ₹ 139.75 crore only. No details regarding reversal of ITC involved in remaining goods worth ₹ 502.38 crore were made available, therefore, Audit could not ascertain the amount of reversal of ITC on such remaining goods.

The matter was reported to the Department and the State Government (January 2023). Reply was awaited (October 2024).

(V) Mismatch in tax liability

Audit observed 49 cases of deviations/mismatch in tax liability amounting to ₹ 9.75 crore out of 100 cases examined. The deficiencies were mainly caused due to mismatch between the tax paid in GSTR-1 and GSTR 9/3B. The tax liability in these observations ranges from ₹ 0.01 lakh to ₹ 198.97 lakh. The amendments and advance adjustments declared in GSTR 1 and 9 were also considered for this purpose. **(Appendix 2.13)**

The matter was reported to the Department and the State Government (January 2023). The Department stated (February 2023) that notices had been issued in respect of 21 cases[47] (involving ₹ 4.55 crore), one case[48] (involving ₹ 0.21 crore) was under examination, DRC- 01A had been issued in one case[49] (involving ₹ 0.18 crore) and instructions to submit the compliance had been issued to the concerned 11 Circle officers in respect of 14 cases (involving ₹ 3.42 crore). In one case[50] (involving ₹ 0.10 crore), tax liability had been paid/ discharged before/ after being pointed out by Audit.

It was further stated that in two cases [51](involving ₹ 1.09 crore) the tax liability had already been reversed/paid before being pointed out by Audit and recovery had been made in seven cases[52] (involving ₹ 0.04 crore) at the instance of audit while in one case [53] (involving ₹ 0.06 crore) the difference was due to technical error. In one case[54] (involving ₹ 0.10 crore), it was stated that the tax liability had been discharged by the recipient under RCM. However, the relevant documents in support of these 11 cases were not provided.

The top three irregularities noticed in this category involved deviations amounting to ₹ 3.79 crore. A few illustrative cases are featured below:

(i) During audit, it was observed that in case of taxpayer M/s Platinum Textiles Limited (GSTIN: 08AABCN1537H1ZM) under circle E, Jhalawar, Kota, the tax payable as per GSTR 1 was ₹ 10.12 crore and as per GSTR 9 was ₹ 10.36 crore (including RCM liability of ₹ 0.07 crore). The greater of the tax liability ₹ 10.36 crore was compared with the tax paid of ₹ 8.38 crore as per GSTR 9. Thus, there was a mismatch of tax liability amounting to ₹ 1.98 crore which was communicated to the Department and the State Government (January 2023). In response, the State Government stated (February 2023) that notice had been issued to the taxpayer; however, the department did not clarify under which section the notice was issued. Further progress was awaited (October 2024).

(ii) In case of a taxpayer, M/s Navdurga Electro Construction Private Limited (GSTIN: 08AACCN4450C1ZT) under circle C, Jaipur III, Audit observed that the tax payable as per GSTR 1/GSTR 9 was ₹ 4.26 crore. The tax liability of ₹ 4.26 crore was compared with the tax paid of ₹ 3.17 crore as per GSTR 9. Thus, there was a mismatch of tax liability amounting to ₹ 1.09 crore which was communicated to the Department and the State Government (January 2023). In response, the State Government stated (February 2023) that instructions to submit the compliance had been issued to the concerned Circle officer. Further progress was awaited (October 2024).

47 Pertaining to 17 Circles.
48 Circle A Jaipur II.
49 Circle B Bhiwadi.
50 Circle A Rajsamand.
51 Circle Nimbahera, and B Ajmer.
52 Circle C and D Bhilwada, A and B Udaipur, B Jaipur IV, Kishangarh and E Udaipur.
53 Circle H Jaipur II.
54 Circle Nimbahera.

(iii) In case of a taxpayer, M/s Raghuraj Singh Tejveer Singh (GSTIN: 08ABPPS7358P1ZE) under circle D, Jodhpur II, Audit observed that the tax payable as per GSTR 1 was ₹ 5.34 crore (including tax liability under RCM of ₹ 0.41 crore) and as per GSTR 9 was ₹ 4.62 crore (including tax liability under RCM of ₹ 0.41 crore). The greater of the tax liability ₹ 5.34 crore was compared with the tax paid of ₹ 4.62 crore as per GSTR 9 resulting in a mismatch of tax liability amounting to ₹ 0.72 crore between GSTR 1 and GSTR 9 which was communicated to the Department and the State Government (January 2023). In response, the State Government stated (February 2023) that instructions to submit the compliance had been issued to the concerned circle officer. Further progress was awaited (October 2024).

(VI) Utilisation of Input Tax Credit

Input Tax Credit (ITC) is available on the GST paid by a taxable person on purchase of goods and/or services that are used in the course or furtherance of business. To avoid cascading effect of taxes, credit of taxes paid on input supplies can be used to set-off payment of taxes on outward supplies.

(a) Mismatch in availing of ITC

Scrutiny of available returns revealed that 82 taxpayers, out of audit sample of 100 taxpayers, had availed more ITC in monthly/annual return as compared to ITC available in GSTR-2A. The mismatch in ITC availed in these observations ranges from ₹ 0.02 lakh to ₹ 11,635.15 lakh totalling ₹ 259.02 crore in 82 cases. The mismatch ITC availed in Table 4A (5) was determined by excluding the reversals in Table 4B (2) of GSTR 3B but including the ITC availed in the subsequent year 2018-19 from Table 8C of GSTR 9. **(Appendix 2.14)**

The matter was reported to the Department and the State Government (January 2023). The State Government stated (February 2023) that notices in respect of 35 cases (involving ₹ 55.81 crore)[55] had been issued and instructions to submit the compliance had been issued to the concerned 15 Circle officers in respect of 30 cases (involving ₹ 184.98 crore). In four cases[56] (involving ₹10.44 crore) DRC- 01/DRC-07 had been issued. In one case[57] (₹ 0.44 crore), the taxpayer had already reversed/deposited the excess ITC before being pointed out by Audit. In two cases[58] recovery of ₹ 0.24 crore had been made at the instance of audit.

In five cases [59] (₹ 5.30 crore), the taxpayers had already reversed/deposited the excess ITC before being pointed out by audit and in in four cases (involving ₹ 1.69 crore)[60] the difference was due to technical error. In one case[61]

55 Pertaining to 19 circles.
56 Circle D Bhilwada, C Jaipur II, E Udaipur and B Sri Ganganagar.
57 Circle Jaisalmer.
58 Circle C Bhilwara and D Jaipur II.
59 Circle A Jaipur II, A Udaipur, Nimbahera, , E Jodhpur I and A Rajsamand.
60 Circle Kishangarh, A Jaipur II, B Ajmer and E Jaipur I.
61 Circle A Rajsamand.

(involving ₹ 0.12 crore), ₹ 0.06 crore had been previously reversed and ₹ 0.02 crore reversed at the instance of audit. However, the relevant documents in support of these 10 cases were not provided.

The top five irregularities noticed in this category involved deviation amounting to ₹ 173.66 crore. A few illustrative cases are featured below:

i. In case of Larsen and Toubro Infrastructure Limited (GSTIN: AAACL0140P7ZD) under circle C- Jaipur III, Audit observed that ITC availed in Table 4A(5) of GSTR 3B including the ITC availed in the subsequent year 2018-19 from Table 8C of GSTR 9 (₹ 376.15 crore) was more than the ITC available as per GSTR 2A (₹ 259.80 crore). Therefore, mismatch of ITC was ₹ 116.35 crore. The matter was reported to the Department and the State Government (January 2023). In response, the State Government stated (February 2023) that the concerned Circle officer had been instructed to examine and submit the compliance. Further progress in this regard was awaited (October 2024).

ii. In case of JK Cement Limited (GSTIN: 08AABCJ0355R1Z7) under circle B, Kota, Audit observed that ITC availed in Table 4A(5) of GSTR 3B including the ITC availed in the subsequent year 2018-19 from Table 8C of GSTR 9 (₹ 151.94 crore) was more than the ITC available as per GSTR 2A (₹ 121.64 crore). Therefore, mismatch of ITC was ₹ 30.30 crore. The matter was reported to the Department and the State Government (January 2023). In response, the State Government stated (February 2023) that the concerned Circle officer had been instructed to submit the compliance. Further progress in this regard was awaited (October 2024).

iii. In case of Vodafone Idea Limited (GSTIN: 8AAACB2100P1ZX) under circle C Jaipur II, Audit observed that ITC availed in Table 4A(5) excluding ITC reversal in table 4B(2) of GSTR 3B but including the ITC availed in the subsequent year 2018-19 from Table 8C of GSTR 9 (₹ 129.82 crore) was more than the ITC available as per GSTR 2A (₹ 119.89 crore). Therefore, mismatch of ITC was ₹ 9.93 crore. The matter was reported to the Department and the State Government (January 2023). In response, the State Government stated (February 2023) that DRC-01A had been issued under section 73 of the RGST Act. Further progress in this regard was awaited (October 2024).

iv. In case of Mangal Electrical Industries Private Ltd (GSTIN: 08AAFCM4722P1Z1) under circle A, Jaipur IV, Audit observed that ITC availed in Table 4A(5) excluding ITC reversal in table 4B(2) of GSTR 3B but including the ITC availed in the subsequent year 2018-19 from Table 8C of GSTR 9 (₹ 25.82 crore) was more than the ITC available as per GSTR 2A (₹ 16.93 crore). Therefore, mismatch of ITC was ₹ 8.89 crore. The matter was reported to the Department and the State Government (January 2023). In response, the State Government stated (February 2023) that ASMT-10 had been issued to the taxpayer. Further progress in this regard was awaited (October 2024).

v. In case of Tata Projects Limited (GSTIN: 08AAACT4119L1Z8) under circle E, KOTA, Audit observed that ITC availed in Table 4A(5) of GSTR 3B including the ITC availed in the subsequent year 2018-19 from Table 8C of GSTR 9 (₹ 46.46 crore) was more than the ITC available as per GSTR 2A (₹ 38.27 crore). Therefore, mismatch of ITC was ₹ 8.19 crore. The matter was reported to the Department and the State Government (January 2023). In response, the State Government stated (February 2023) that ASMT-10 had been issued to the taxpayer. Further progress in this regard was awaited (October 2024).

(b) Mismatch in ITC claimed versus tax paid under reverse charge mechanism

Reverse Charge Mechanism, the liability to pay tax is fixed on the recipient of supply of goods or services instead of the supplier or provider in respect of certain categories of goods or services or both under Section 9(3) or Section 9(4) of the CGST Act, 2017 and under sub-section (3) or sub-section (4) of Section 5 of the IGST Act, 2017.

Scrutiny of the records revealed that seven taxpayers availed ITC under RCM in Table 6C, 6D and 6F of GSTR-9 more than the tax paid under RCM in Table 3.1(d) of GSTR-3B. This resulted in mismatch in availing of ITC amounting to ₹ 0.20 crore. (**Appendix 2.15).**

The matter was reported to the Department and the State Government (December 2022). The State Government stated (February 2023) that notices in respect of five cases[62] (involving ₹ 0.18 crore) had been issued and instructions to submit the compliance had been issued to the concerned circle officer in respect of one case.[63] In a remaining case[64] (involving ₹ 0.02 crore), the excess amount had already been reverted/recovered before being pointed out by audit.

Recommendations 5: The Department may initiate remedial action for all the compliance deviations brought out in this report before they get time barred.

2.3.9 Impact on Central Goods and Services Tax

GST involves various components of GST such as CGST, IGST, SGST etc. The audit observations included in this chapter impact the revenue of both Union and the States. For the audit observations highlighted in this chapter, the monetary impact of audit findings on the CGST revenue of the Central Government is given in **Appendix 2.16.**

62 Circle A Jaipur IV, I Jaipur III, A Bhiwadi, Shahjahanpur, and Jhalawar.
63 Involving ₹1,800.
64 Circle E Jodhpur I.

2.3.10 Conclusion

The Subject Specific Compliance Audit (SSCA) on 'Department's Oversight on GST Payments and Return Filing' was undertaken to assess the compliance verification functions of the department and the extent of compliance by registered taxpayers during first year of GST roll out.

This SSCA was predominantly based on data analysis, which highlighted risk areas, red flags and in some cases rule-based deviations and logical inconsistencies in GST returns filed for 2017-18. The SSCA entailed assessing the oversight functions of State tax jurisdictional formations (Circles) at two levels – at the data level through global data queries and at the functional level with a deeper detailed audit both of the circles and of the GST returns, which involved accessing taxpayer records at departmental premises. The audit sample, therefore, comprised 21 Circles, 628 high value mismatches / inconsistencies across 13 parameters selected through data analysis and 100 taxpayers selected on the basis of risk assessment for detailed audit of GST returns.

A review of the 21 Circles disclosed that the Department, after formulating in January 2022 a Standard operating Procedure for scrutiny of returns, has recently commenced scrutiny of returns for the year 2017-18. Before this, the scrutiny process was not standardized and was carried out in a very limited manner on the basis of the directions issued in February 2020. Audit also observed delay in Business audit by the department and lack of action on non-filers and late filers of GST returns.

Out of the audit sample of 605 high value data mismatches/inconsistencies identified by Audit, 323 cases constituting 53.39 *per cent*, turned out to be clear compliance deficiencies with a revenue implication of ₹ 272.59 crore. A relatively higher rate of deviations was noticed in risk parameters such as Excess ITC availed, short declaration of taxable value and excess availment of ITC on RCM etc. While data entry errors caused the mis-matches/ inconsistencies in 10.41 *per cent* of the cases, in 4.96 *per cent* of the cases, the Department had already taken proactive action. In 104 cases, constituting 17.19 *per cent* (underlying deviations of ₹ 364.64 crore) concerned Circle officers had been instructed by the Department to examine the mismatches pointed out by Audit and submit the compliance.

Detailed audit of GST returns also suggested significant non-compliance. At the outset, essential basic records such as financial statements, trial balance and 2A etc. were not produced in 53 cases out of a sample of 100 taxpayers and in another 10 cases the corresponding other records from the taxpayer were not forthcoming, which constituted a significant scope limitation. Audit could not examine mismatches /inconsistencies in ITC availment and tax payments of ₹ 244.85 crore in these cases. Out of the 47 cases audited either fully or partially, Audit observed 302 compliance deficiencies with a revenue implication of ₹ 284 crore. The main causative factors were availing of ineligible and irregular ITC, undischarged tax liability, non-payment of interest etc.

Considering the significant rate of compliance deficiencies, the Department must initiate remedial measures before these cases get time barred. From a systemic perspective, the Department needs to reinforce the institutional mechanism in the Circles to establish and maintain effective oversight on return filing, taxpayer compliance, tax payments, cancellation of registrations and recovery of dues from defaulters.

CHAPTER-III
LAND REVENUE

CHAPTER-III: LAND REVENUE

Introduction

Assessment and collection of land revenue are governed under the Rajasthan Land Revenue Act, 1956 and rules framed thereunder. Land revenue mainly comprises conversion charges, rent on land and receipts from sale of Government land.

The Revenue Department administers all matters relating to assessment and collection of land revenue. The overall control of revenue related judicial matters along with supervision and monitoring over revenue officers vests with the Board of Revenue (BoR). The BoR is assisted by District Collectors (DCs) at the district level, Sub-Divisional Officers (SDOs) at the sub-division level and *Tehsildars* at the *Tehsil* level. The value of land (market rate) is determined by District Level Committees from time to time.

The total revenue of the State for 2021-22 was ₹ 93,562.93 crore (2020-21: ₹ 73,936.46 crore) while the Land Revenue receipts of the state for 2021-22 were ₹ 631.48 crore (2020-21:₹279.32 crore). The Land Revenue receipts contributed 0.67 *per cent* of the total revenue of the state.

Audit Findings

In order to derive assurance on the revenue assessment and collection in terms of its correctness and compliance, audit test checked eight out of 33 Districts in the state during 2021-22 which are given in **Table 3.1**. This included 74 revenue assessment units, like District Collector, SDO, Tehsildar etc.

Table 3.1: Results of Audit

(₹ in crore)

Sl. No.	District and audited period	Total revenue collected in audited unit during audited period	Amount involved in audit objection (in *per cent*)
1	Bharatpur (04/2017 to 03/2021)	7.01	0.13 (1.85)
2	Dungarpur (04/2017 to 03/2021)	9.86	0.05 (0.51)
3	Karauli (04/2017 to 03/2021)	6.98	0.29 (4.15)
4	Pali (04/2016 to 03/2021)	67.19	0.32 (0.48)
5	Pratapgarh (04/2016 to 03/2021)	10.80	0.40 (3.70)
6	Sirohi (04/2017 to 03/2021)	7.56	1.27 (16.80)
7	Sri Ganganagar (04/2016 to 03/2021)	13.90	2.78 (20)
8	Sawai Madhopur (04/2016 to 03/2021)	12.82	0.55(4.29)
Total		**136.12**	**5.79 (4.25)**

In the eight test checked Districts there were 37,032 cases of allotment, conversion/regularization and lease of land etc., of which 16,560 cases (approximate 45 *per cent*) were selected for audit. In these selected cases, audit found discrepancies in 1,501 cases. These included under/short recovery or non-recovery of conversion charges while converting the land use, incorrect calculation of land value for allotment due to adoption of incorrect rates.

The discrepancies noticed in Sri Ganganagar were 20 *per cent* of the total discrepancies, followed by Sirohi (17 *per cent*).

Audit noted most of the anomalies occurred in cases of conversion of land use. In ***Table 3.1*** out of ₹ 5.79 crores, the total amount involved in audit objection was ₹ 3.94 crore which pertains to conversion related cases, out of which the concerned departments recovered ₹ 1.40 crores.

3.1 Conversion of land use

Section 90-A of Rajasthan Land Revenue (RLR) Act, 1956 permits use of agricultural land for non-agricultural purposes with written permission of the State Government and after making such payment as prescribed by the State Government. As per Rule 7 of Rajasthan Land Revenue (Conversion of agricultural land for non-agricultural purposes in rural area) Rules 2007, premium for conversion of agricultural land for non-agricultural purpose (commercial, institutional, residential colony, industrial purposes, etc.) shall be charged at the rates[1] prescribed by the Government from time to time. Further, under Rule 13, *ibid*, a person who had used agricultural land for non-agricultural purpose without permission can apply for regularization of the use by depositing four times of the conversion charges as prescribed in Rule 7. Rule 14 provide that if any person fails to use land for such converted purpose within the period stipulated above, then the period may be extended by the Collector for next five years on payment of twenty five *per cent* amount of the conversion charges prevailing at the time of extension of such land by him.

Significant audit findings noticed during audit in this regard are given below:

3.1.1 Short recovery of conversion charges due to non-adoption of proper DLC rate

In four DCs, Bharatpur, Dungarpur, Pratapgarh and Sirohi, conversion charges of ₹ 52.78 lakh were short recovered in 24 cases due to non-adoption of proper DLC rates applicable at the time of conversion of land use from agriculture to non-agriculture purposes.

3.1.2 Irregular exemption in conversion charges and unauthorized use of land after conversion

Government of Rajasthan issued a notification in March 2018 wherein applicant for regularization of land submitted upto 31 December 2018 shall deposit one and half times of conversion charges.

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1 ***Commercial purpose:*** ₹ 10 per sqm or 10 *per cent* amount of concerned DLC rate of agricultural land or 10 *per cent* amount of the purchase rate of that agricultural land as mentioned in registered sale deed, if any, whichever is higher.
Institutional purpose: ₹ 5 per sqm or 10 *per cent* amount of DLC rate of agricultural land, or 10 *per cent* amount of the purchase rate of that agricultural land as mentioned in registered sale deed, if any, whichever is higher.
Industrial Purpose: ₹ 5 per sqm or 5 *per cent* amount of DLC rate of agricultural land or 5 *per cent* amount of the purchase rate of that agricultural land as mentioned in registered sale deed, if any, whichever is higher.

Audit observed in two cases in DC, Pali that conversion orders were issued (July 2018 and April 2019) and such exemption in conversion charges (₹ 12.85 lakh) was given to applicants who had applied for conversion (January 2017 and September 2017) before the issue of this notification, as the provisions were applicable to only those who applied after the notification. Therefore, the Department incorrectly waived the due conversion charges for the conversion of land which was being unauthorisedly used for other purposes.

3.1.3 Conclusion

The occurrence of the above mentioned discrepancies in assessment and collection of land revenue indicates that control in the computerized land records and its management was not effective.

CHAPTER-IV
STAMP DUTY AND REGISTRATION FEE

CHAPTER-IV: STAMP DUTY AND REGISTRATION FEE

4.1 Tax administration

Receipts from Stamp Duty and Registration Fee in the state are regulated under the Registration Act, 1908, the Rajasthan Stamp Act, 1998 and the rules made thereunder. According to section 3 of the Rajasthan Stamp Act, every instrument shall be chargeable with duty according to the rates mentioned in the schedule to the Rajasthan Stamp Act. The Stamp Duty is leviable on execution of instruments and Registration Fee is payable on registration of instruments. Surcharge is also chargeable on Stamp Duty with effect from 9 March 2011.

4.2 Results of audit

There are 559 units[1] (including 19 administrative units) in the Registration and Stamps Department. Out of these, audit selected 21 units (including one administrative unit) for audit during 2021-22. In these units, 3,39,323 instruments were registered, out of which 93,516 instruments (approximately 27.56 *per cent*) were selected for test check. During scrutiny, audit noticed instances of incorrect determination of market value of properties, short/ non-realisation of Stamp duty and Registration Fee, *etc*. aggregating to ₹ 22.68 crore in 479 instruments.

These cases are illustrative only and are based on test check of records. Though audit pointed out similar omissions in earlier years, these irregularities persist and remain undetected till next audit is conducted. Irregularities noticed broadly fall under the categories as shown in **Table 4.1**.

Table 4.1: Category-wise irregularities

(₹ in crore)

Sl. No.	Category	Number of Cases	Amount
1	Incorrect determination of market value of properties	193	7.29
2	Non/ Short levy of stamp duty and registration fee	144	11.57
3	Other irregularities related to:		
	(i) Revenue	140	3.81
	(ii) Expenditure	2	0.01
Total		**479**	**22.68**

During the year 2021-22, the Department accepted under assessment and other deficiencies of ₹ 25.46 crore pertaining to 775 cases, of which 338 cases involving ₹ 18.19 crore were pointed out during the year 2021-22 and the rest in the earlier years. The Department recovered ₹ 3.80 crore in 422 cases during the year 2021-22, of which six cases involving ₹ 0.10 crore pertained to the year 2021-22 and rest to the earlier years.

1 559 units: 540 Sub Registrar (Registering authorities) and 19 Administrative offices. Out of 540 Sub Registrar Offices, registration work was not started in newly opened 17 Sub Registrar Offices.

A Subject Specific Compliance Audit (SSCA) on '*Procedure for determination of market value of Immovable Properties*' was conducted during 2021-22. The observations of the chapter involving monetary value of ₹13.27 crore (₹ 6.82 crore related to SSCA, ₹ 1.49 crore related to deficiencies in IT system and ₹ 4.96 crore related to other observations) noticed in the selected units of the Department are discussed in the succeeding paragraphs. It is pertinent to mention that most of these issues have been raised earlier and published in the CAG's Audit Report of previous years wherein the State Government accepted the observations and initiated action/recoveries. However, it is seen that the Department took action only in cases which were pointed out by Audit and failed to strengthen the internal control system which has led to recurrence of similar issues in subsequent years.

4.3 Subject Specific Compliance Audit on 'Procedure for determination of market value of Immovable Properties'

4.3.1 Introduction

According to clause (xxiii) of section 2 of the Rajasthan Stamp Act, 1998 the "*Market value*" in relation to any property, which is the subject matter of an instrument, means the price, such property would have fetched or would fetch if sold in the open market on the date of execution of such instrument as determined by such manner under this Act or the consideration stated in the instrument, whichever is higher.

The State Government constituted the District Level Committee[2] for the districts for determination of market value of land *vide* order dated 7 March 1996. The market value of agriculture, residential and commercial categories of land is assessed on the basis of the rates recommended by District Level Committee. The market value of other categories of land is assessed on the basis of the rates determined by Inspector General of Registration and Stamps with the approval of the State Government or determined by State Government through a notification published in the official Gazette. The market value of constructed portion is assessed on the basis of the rates determined by State Government separately.

Receipts from Registration Fee and Stamp Duty in the State are regulated under the Registration Act, 1908, the Rajasthan Stamp Act, 1998 and the Rules made thereunder. According to Section 3 of the Rajasthan Stamp Act, every instrument shall be chargeable with duty according to the rates mentioned in the Schedule to the Act. The Stamp Duty[3] is leviable on execution of instruments and Registration Fee is payable on registration of instruments.

2 The DLCs were constituted under Rule 2(b) of RS Rules by the State Government for each district for determination of the market value of land. As per order dated 7 March 1996, DLC consists of District Collector as chairman, *Pradhan* of each *Panchayat Samiti*, members of Legislative Assembly, Secretary of Urban Improvement Trust, Representative of local authorities, Secretary of Development Authorities, concerned DIGs (Stamps) and SRs of that area as members.

3 Stamp Duty: At the rate of five *per cent w.e.f.* 8 July 2009 and six *per cent w.e.f.* 20 February 2020.

Surcharge is chargeable on the Stamp Duty at the rate of 10 *per cent w.e.f.* 9 March 2011 and 20 *per cent w.e.f.* 8 March 2016. Further, it was revised to 30 *per cent* of Stamp Duty *w.e.f.* 15 May 2020.

The Registration Fee is also chargeable at the rate of one *per cent* of the market value of property subject to maximum of ₹ 50,000 since 9 April 2010 and one *per cent* with effect from 9 March 2015. The maximum limit was fixed as rupees four lakh *w.e.f.* 8 March 2017, which was revised to rupees three lakh *w.e.f.* 12 February 2018 and the maximum limit was removed *w.e.f.* 27 May 2019.

4.3.2 Organizational set-up

The Department functions under the overall administrative control of Finance Department. The Inspector General, Registration and Stamp is the administrative head of the Department. The Additional Inspector General is the *Ex-officio* superintendent (Stamps) at headquarter and assists the Inspector General in administrative matters whereas the Financial Advisor assists the Inspector General in financial matters. The entire State has been divided into 17 circles[4] headed by Deputy Inspector General cum *Ex-officio* Collector (Stamps). There were 540 Sub Registrar Offices as on 31 March 2021, out of which 113 full time Sub Registrar Offices are headed by Sub Registrars and 427 offices are headed by *Tehsildars* or *Naib Tehsildars* working under Land Revenue Department in *ex-officio* capacity.

4.3.3 Audit Objectives

The objectives of Subject Specific Compliance Audit were to assess whether:

- prescribed rules and procedures were applied uniformly in determination of market value of properties.
- correct procedure was adopted for determination of rates and market value of immovable properties.
- the Information Technology system fulfilled the requirements of the department.

4.3.4 Audit Criteria

The Audit criteria were derived from the following sources:

(i) The Rajasthan Stamp Act, 1998

(ii) The Rajasthan Stamp Rules, 2004

(iii) The Registration Act, 1908

(iv) The Rajasthan Registration Rules, 1955

(v) Circulars/Notifications issued by Inspector General of Registration and Stamps/State Government from time to time.

4 DIG Ajmer-I, Alwar-I, II, Banswara, Barmer, Bharatpur, Bhilwara, Bikaner, Hanumangarh, Jaipur-I, II, III, Jodhpur, Kota, Pali, Sikar and Udaipur.

4.3.5 Scope of Audit

Audit of functioning and control of the Registration & Stamps Department regarding the systems and procedures for determination of market value of Immovable Properties was conducted from June 2021 to February 2022. Audit findings are based on the information supplied by the Department along with the test check of records of the selected units.

There were total 541 auditable units under the Registration & Stamps Department of the State including Inspector General, Registration and Stamps office, Deputy Inspector General Offices and Sub Registrar Offices. Out of these, 523 Sub Registrar Offices are involved in revenue realization for the Department and the Inspector General, Registration and Stamps office and Deputy Inspector General Offices are working as administrative offices. The Sub Registrar Offices have been segregated into high, moderate and low risk units on the basis of average revenue realized by the Sub Registrar Offices during last three years *i.e.* from 2018-19 to 2020-21.

For this audit, a total of 20 Sub Registrar Offices covering 17 high risk, two moderate risk and one low risk unit were selected. Besides this, the office of the Inspector General, Registration and Stamps as the controller and administrative head of the Department was also selected.

In the 20 selected Sub Registrar Offices, all the registered instruments having value of more than ₹ 25 lakh and 10 *per cent* of registered instruments having value up to ₹ 25 lakh were selected for substantive checking. All the instruments registered under the categories of Correction Deed, Developer Agreement, Exchange Deed, Partnership Deed, Certificate of sale, Partition Deed, Amalgamation/ Reconstruction/Demerger Deed were also selected for detailed examination. Further, procedure for determination of rates of immovable properties by District Level Committee and the internal control mechanism of the department were also analysed.

An exit conference was held on 1 June 2022 with the Inspector General, Registration and Stamps along with other representatives of the Department in which the audit findings were discussed. The replies of the Department and their views expressed during the Exit Conference (June 2022) have been suitably incorporated in the relevant paragraphs.

4.3.6 Recoveries at the instance of Audit

The State Government accepted the preliminary observations of this Subject Specific Compliance Audit and effected complete recovery of ₹ 73.68 lakh in the following three cases after being pointed out (between July 2021 and January 2022) by Audit:

- Two cases of Sub Registrar Bikaner-II and Bhiwadi in which non-levy of Stamp Duty, surcharge and Registration Fee aggregating to ₹ 54.20 lakh on conversion of Companies into Limited Liability Partnership had been noticed.

- One case of Sub Registrar Kota-I in which under-assessment of instruments of Developer Agreement had resulted in short levy of Stamp Duty, surcharge and Registration Fee of ₹ 7.48 lakh.
- One case of Sub Registrar Jaipur-I in which undervaluation of a lease deed due to non-compliance with the provisions resulted in short levy of Stamp Duty, Surcharge and Registration Fee of ₹ 12 lakh.

Due to complete recovery, these instances have not been included in succeeding paragraphs.

Audit Findings

Audit findings noticed on the basis of scrutiny of cases in the selected units are included in the subsequent paragraphs.

4.3.7 Instrument of amalgamation of companies

According to Article 21 (iii) of the Schedule to the Rajasthan Stamp Act, an order under Section 394 of the Companies Act, 1956 in respect of amalgamation, demerger or reconstruction of a company is chargeable with Stamp Duty. The State Government *vide* notification dated 14 July 2014 determined Stamp Duty at the rate of two *per cent* on the proportion of the net worth equal to proportion of the value of immovable property situated in Rajasthan to the value of the entire immovable property of the transferor company.

Subsequently, the State Government amended (*vide* notification dated 8 March 2016) the provisions, subject to a maximum of ₹ 25 crore at the following rates:

(i) An amount equal to four *per cent* of the aggregate amount comprising the market value of shares issued or allotted or cancelled in exchange of or otherwise, or on the face value of such shares, whichever is higher and the amount of consideration, if any, paid for such amalgamation, demerger or reconstruction, or

(ii) An amount equal to four *per cent* of the market value of the immovable property situated in the State of Rajasthan of the transferor company,

Whichever is higher.

Section 20 of the Rajasthan Stamp Act provides that for any instrument which has become chargeable in any part of India other than the State of Rajasthan with duty under the Indian Stamp Act, 1899 or under any other law for the time being in force in such part and thereafter becomes chargeable with a higher rate of duty in the State of Rajasthan under this Act, the amount of duty chargeable on such instrument shall be the amount chargeable on it under this Act less the amount of duty, if any, already paid on it in India.

4.3.7.1 Incorrect classification of the instrument of amalgamation of companies led to short levy of Stamp Duty and Registration Fee

During test check of the records of Sub Registrar Neemrana, it was noticed that an instrument of supplementary deed was executed (10 August 2020)

between lessor[5] and lessee (Transferee Company) and registered on 9 September 2020. Scrutiny of the recital of instrument and scheme of amalgamation revealed that an industrial plot[6] was allotted to a company (Transferor Company) on 23 December 2016 and lease deed of the plot was registered on 15 November 2017 in Sub Registrar Neemrana. The Transferor Company with market value of ₹ 23.46 crore[7] was amalgamated in the Transferee Company *vide* order passed (4 April 2018) by the National Company Law Tribunal, Delhi. The Department had categorized this order as a supplementary/correction deed and recovered Stamp Duty, Surcharge and Registration Fee of ₹ 850[8] only.

However, as the immovable property of the transferor company was transferred to the transferee company through supplementary deed, it was required to be classified as an amalgamation deed and Stamp Duty, Surcharge and Registration Fee of ₹ 1.45 crore[9] were leviable on the market value assessed at ₹ 23.46 crore on the instrument of amalgamation. Therefore, the misclassification of the instrument resulted in short levy of Stamp Duty, Surcharge and Registration Fee amounting to ₹ 1.45 crore.

The State Government accepted the audit contention and replied (September 2023) that the case is under adjudication of Collector (Stamps). Further progress was awaited (October 2024).

4.3.7.2 Non-cognizance of recital of Sale deed resulted in short levy of Stamp Duty and Surcharge

An instrument was registered (March 2021) in the office of the Sub Registrar, Jodhpur-I as sale deed[10]. Scrutiny of recital of instruments and enclosed scheme of amalgamation revealed that a company (Transferor Company) was amalgamated into another company (Transferee Company) *vide* order passed (April 2014) by the Hon'ble High court, Mumbai. The Transferor Company had 55 *bigha* of agricultural land which was transferred to the transferee company through amalgamation on which Stamp Duty and Surcharge of ₹ 33.83 lakh[11] were to be levied on market value of ₹ 7.69 crore[12]. No document

5 RIICO Neemrana (Alwar).

6 Plot no. SP1-33 situated at RIICO Industrial Area Majrikath (RIICO Neemrana-Second Phase) comprising an area of 52126 sqmt.

7 DLC value ₹ 23.46 crore (52126 sqmt x ₹ 4,500/- per sqmt) or Consideration Value ₹ 50,00,000 (50/2,000 x 20,00,00,000 (Share Capital of transferor company) (20 equity share of face value ₹ 100 each of transferor company were exchanged with 5 share of face value ₹ 10 each of transferee company). DLC value is higher than consideration value, hence, DLC value is treated as market value as per State Government's notification dated 8 March 2016.

8 ₹ 850: SD of ₹ 500, Surcharge of ₹ 150 and RF of ₹ 200.

9 ₹ 1.45 crore: SD of ₹ 93.83 lakh, Surcharge of ₹ 28.15 lakh and RF of ₹ 23.45 lakh.

10 Registration number 4178 dated 16 March 2021.

11 ₹ 33.83 lakh: SD of ₹ 30.76 lakh and Surcharge of ₹ 3.07 lakh was recoverable as per State Government's notification dated 14 July 2014.

12 DLC value ₹ 7,68,90,000/- (55 *bigha* x ₹ 13,98,000/- per *bigha*) or Consideration Value ₹ 4,25,000 (one equity share of face value ₹ 10 each of transferor company were exchanged with one share of face value ₹ 10 each of transferee company. Therefore, consideration value is 10/10 x 4,25,000 (Share Capital of transferor company) = ₹ 4,25,000). DLC value is higher than consideration value. Hence, DLC value *i.e.* ₹ 7.69 Crore is treated as market value.

in support of registration of amalgamation deed was provided by the Department. However, the Sub Registrar did not take cognizance of the fact mentioned in the sale deed at the time of registration of the sale deed and recovered Stamp Duty and Registration Fee payable on the sale deed only. This resulted in non-levy of Stamp Duty and Surcharge amounting to ₹ 33.83 lakh on the instrument of amalgamation.

The State Government accepted the audit contention and replied (September 2023) that the case is under adjudication of Collector (Stamps). Further progress was awaited (October 2024).

4.3.8 Registration of Agreement to Sale

According to explanation (i) given below Article 21 of the Schedule to the Rajasthan Stamp Act 1998, an agreement to sell an immovable property or an irrevocable power of attorney or any other instrument executed in the course of conveyance or lease e.g. allotment letters, patta, license etc. shall, in case of transfer of the possession of such property before, at the time of or after the execution of any such instrument, be deemed to be a conveyance and the Stamp Duty thereon shall be chargeable accordingly. Section 17 of the Registration Act 1908, provides that other non-testamentary instruments which purport or operate to create, declare, assign, limit or extinguish whether in present or future, any right, title or interest whether vested or contingent, of the value of ₹ 100 and above to or in immovable property, are required to be compulsorily registered.

4.3.8.1 Non-detection of the intermediate unstamped instrument from recital of sale deed led to non-levy of Stamp Duty, Surcharge and Registration Fee

During test check of records of Sub Registrar Udaipur-I, it was noticed that an instrument of sale deed was executed (23 April 2019) for sale of a residential plot[13] and the same was registered on 24 May 2019. Scrutiny of recital of sale deed revealed that an agreement to sale was executed on 29 March 2013 between seller and the original landowner. The possession of the land was also handed over at the time of execution of agreement. On the basis of this agreement to sale, the Urban Improvement Trust, Udaipur had issued (10 September 2013) a lease deed (*Patta*) in favour of the seller and the same was registered on 10 September 2013. Hence, the instrument of agreement to sale was required to be deemed as conveyance and was to be registered compulsorily[14] with Stamp Duty, Surcharge and Registration Fee of ₹ 15.60 lakh[15] leviable[16] on market value of ₹ 2.75 crore[17].

13 Plot no. 1 situated near kapil vihar Gram Bedwas (now Rakampura) District Udaipur comprising an area of 59700 sqft with corner.

14 According to Section 17 of the Registration Act.

15 ₹ 15.60 lakh: SD of ₹ 13.73 lakh, Surcharge of ₹ 1.37 lakh and RF of ₹ 0.50 lakh.

16 According to explanation (i) given below Article 21 of the Schedule to the Rajasthan Stamp Act 1998.

17 ₹ 2.75 crore: (59700 sqft x ₹ 418/- per sqft plus 10 *per cent* corner = ₹ 2,74,50,060). Hence, ₹ 2.75 crore treated as market value.

Neither the fact about registration of the instrument of an agreement to sale was mentioned in the instrument of sale deed nor was a copy of the instrument of an agreement to sale enclosed with the instrument of sale deed. Further, the Sub Registrar failed to detect the fact of non-registration of the instrument and only recovered amount of Stamp Duty, Surcharge and Registration Fee on the instrument of sale deed. This resulted in non-levy of Stamp Duty, Surcharge and Registration Fee of ₹ 15.60 lakh.

The State Government accepted the audit contention and replied (September 2023) that the case is under adjudication of Collector (Stamps). Further progress was awaited (October 2024).

4.3.8.2 Non-detection of the intermediate unstamped instrument from recital of developer agreement led to non-levy of Stamp Duty, Surcharge and Registration Fee

During test check of the records of Sub Registrar Kota-I, it was noticed that one instrument of Developer Agreement was executed (December 2020) between Landowner and Developer for development of residential project[18]. Scrutiny of recital of the Developer Agreement revealed that three instruments of agreement to sale were executed (between February 2020 and June 2020) at consideration value of ₹10.89 crore[19] between owners and developer for three parcels of the land prior to execution of Developer Agreement and were notarized with Stamp Duty of ₹ 500 each. Since the possession of the land was also transferred in favour of the developer, the instrument was required to be deemed conveyance and Stamp Duty, Surcharge and Registration Fee of ₹ 87.92 lakh[20] were leviable on consideration value of ₹ 10.89 crore. However, the concerned Sub Registrar failed to take cognizance of the facts mentioned in the recital of Developer Agreement and levied Stamp Duty, Surcharge and Registration Fee of ₹ 1.67 lakh[21] which resulted in short levy of Stamp Duty, Surcharge and Registration Fee amounting to ₹ 86.25 lakh[22].

The State Government accepted the audit contention and replied (September 2023) that a case has been registered with Collector (Stamps) in this matter. Further progress was awaited (October 2024).

4.3.9 Valuation of lease deeds

According to notification dated 20 February 2020, in case of lease deed or sale deed, executed by the State Government, Rajasthan Housing Board (RHB), Development Authorities[23], Urban Improvement Trust (UIT), Municipal Corporation, Municipal Council, Krishi Upaj Mandi, Rajasthan State Industrial Development & Investment Corporation Limited (RIICO) etc. in respect of land allotted or sold by them, Stamp Duty is chargeable at the rate

18 11.25 *bigha* or 196020 sqft residential convert land situated at Village Hanuwatkhera.
19 ₹ 10.89 crore (₹ 3,56,25,000 + ₹ 32,50,000 + ₹ 7,00,00,000) = ₹ 10,88,75,000 or ₹ 10.89 crore.
20 ₹ 87.92 lakh: SD ₹ 65.32 lakh, Surcharge ₹ 19.60 lakh and RF ₹ 3.00 lakh.
21 ₹ 1.67 lakh: SD ₹ 0.72 lakh, Surcharge ₹ 0.22 lakh and RF ₹ 0.73 lakh.
22 ₹ 86.25 lakh: SD ₹ 64.60 lakh, Surcharge ₹ 19.38 lakh and RF ₹ 2.27 lakh.
23 Ajmer, Jaipur and Jodhpur.

of conveyance on the amount of premium and other charges paid in consideration including interest or penalty, if any, and the average amount of the rent of two years. Further, above notification was superseded by notification dated 24 February 2021 but the provision of Stamp Duty chargeable on lease deed or sale deed was kept same. Further, according to section 2 (xi) of the Rajasthan Stamps Act, conveyance includes a conveyance on sale, instruments, decree or final order of any civil court etc. by which property, whether movable or immovable, or any estate or interest in any property is transferred to, or vested in, any other person, and which is not otherwise specifically provided for by the schedule. In case of conveyance, Stamp Duty is chargeable on the market value of properties or face value/consideration, whichever is higher.

4.3.9.1 Lease deed issued by Jaipur Development Authority

During test check of records of Sub Registrar Jaipur-I, it was noticed that three lease deeds of residential plots were issued by the Jaipur Development Authority, Jaipur on the basis of unregistered possession letters. The consideration of these plots was received by the developer and possession was also handed over to allottee before issue of such lease deeds. During registration of lease deeds, the Sub Registrar did not consider the facts mentioned in the possession letter and recovered Stamp Duty and Registration Fee only on registered value of lease deeds determined[24] by the Jaipur Development Authority. The Sub Registrar did not levy Stamp Duty, Surcharge and Registration Fee on the instrument (possession letter) which was unregistered and should have been treated as transfer deed on which Stamp Duty, Surcharge and Registration Fee at the rate of conveyance amounting to ₹ 25.36 lakh[25] were to be levied on market value of ₹ 2.92 crore as per the notification ibid. Thus, non-consideration of the facts mentioned in recital of lease deed resulted in non-levy of Stamp Duty, Surcharge and Registration Fee of ₹ 25.36 lakh.

The State Government accepted the audit contention and replied (September 2023) that the cases have been decided by the Collector (Stamps) and raised the demand of Stamp Duty, Surcharge and Registration Fee of ₹ 36.07 lakh along with interest and penalty of ₹ 10.71 lakh. Further progress was awaited (October 2024).

4.3.9.2 Lease deed issued by Krishi Upaj Mandi Samiti

During test check of records of Sub Registrar Udaipur-II and Kota-II, it was noticed that 18 exchange lease deeds[26] of commercial shop/plot were issued by the Krishi Upaj Mandi Samiti. Recital of exchange lease deeds revealed that the ownership of commercial shops/plots was transferred from original allottee to another firm by the concerned Krishi Upaj Mandi Samiti. These exchange lease deeds were to be categorized as conveyance deed and

24 In accordance with notification dated 20 February 2020.
25 ₹ 25.36 lakh: SD of ₹ 17.26 lakh, Surcharge of ₹ 5.18 lakh and RF of ₹ 2.92 lakh.
26 Two exchange lease deeds in SR Udaipur-II and 16 exchange lease deeds in SR Kota-II.

accordingly Stamp Duty, Surcharge and Registration Fee of ₹ 1.64 crore[27] on market value of ₹ 19.79 crore were leviable. However, the Sub Registrars had levied Stamp Duty, Surcharge and Registration Fee of ₹ 0.48 crore[28] on assessed value of ₹ 6.40 crore. This resulted in short levy of Stamp Duty, Surcharge and Registration Fee of ₹ 1.16 crore[29] as detailed in **Table 4.2** below:

Table 4.2: Details of short levy of Stamp Duty, Surcharge and Registration Fee

(₹ in crore)

Sl. No.	Number of cases	Name of Sub Registrar	Amount of Stamp Duty, Surcharge and Registration Fee	Remarks
1.	2	Udaipur-II	0.12	Instruments were categorized as simple lease deed instead of transfer deeds (conveyance deed) and recovered Stamp Duty, Surcharge and Registration Fee on consideration value instead of market value of property.
2.	1	Kota-II	0.04	Stamp Duty, Surcharge and Registration Fee were recovered on consideration value instead of market value of property (which was higher than the consideration value)
3.	15	Kota-II	1.00	Applied commercial District Level Committee rate of away from road instead of near to road
Total	**18**		**1.16**	

The State Government accepted the audit contention and replied (September 2023) that in one case of Sub-Registrar Udaipur-II, decision has been given by Collector (Stamps) and raised the demand of Stamp Duty, Surcharge and Registration Fee of ₹ 5.73 lakh along with interest and penalty of ₹ 2.65 lakh. Remaining 17 cases are under adjudication of Collector (Stamps). Further progress was awaited (October 2024).

4.3.9.3 Lease deed issued by Urban Improvement Trust

During test check of records of Sub Registrar Udaipur-II, it was noticed that a *khatedar* had consented to transfer the ownership of one-fourth of a residential plot[30] in favour of the other person through an unregistered Power of Attorney. Subsequently, a lease deed was issued by the Urban Improvement Trust, Udaipur in favour of the *khatedar* for *three-fourth* of the land and other person for *one-fourth* of the land on the basis of this unregistered Power of Attorney.

Since, the ownership of one-fourth of the land was transferred (November 2020) to the other person on the basis of this lease deed, the lease was required to be deemed conveyance for *one-fourth* share of residential plot and Stamp Duty, Surcharge and Registration Fee of ₹ 12.32 lakh[31] were chargeable on the market value of ₹ 1.40 crore. However, the Sub-Registrar did not take into account the transfer of ownership title of the land mentioned in the Power of Attorney and recovered Stamp Duty, Surcharge and Registration Fee only on

27 ₹ 1.64 crore: SD of ₹ 1.16 crore, Surcharge of ₹ 0.26 crore and RF of ₹ 0.22 crore.
28 ₹ 0.48 crore: SD of ₹ 0.34 crore, Surcharge of ₹ 0.07 crore and RF of ₹ 0.07 crore.
29 ₹ 1.16 crore: SD of ₹ 0.82 crore, Surcharge of ₹ 0.19 crore and RF of ₹ 0.15 crore.
30 Plot No. 1 Village Roopnagar, Udaipur.
31 ₹ 12.32 lakh: SD of ₹ 8.40 lakh, Surcharge of ₹ 2.52 lakh and RF of ₹ 1.40 lakh.

lease deed without levying duty at the rate of conveyance on the market value of *one-fourth* share of plot which was transferred on the basis of the lease deed. This resulted in short levy of Stamp Duty, Surcharge and Registration Fee of ₹ 12.32 lakh[32].

The State Government accepted the audit contention and replied (September 2023) that the case is under the adjudication of Collector (Stamps). Further progress was awaited (October 2024).

4.3.10 Non-linking of *khasra* numbers with District Level Committee rates in *E-Panjiyan*

To provide a transparent online registration facility to people, Government of Rajasthan introduced *E-Panjiyan* on 1 December 2014. The *E-Panjiyan* system provides executants the facility of self-valuation of their properties as well as assessment of Stamp Duty and providing the payment details of registration. This system is operative at all offices *w.e.f.* 18 October 2017.

District Level Committee rates for agricultural lands situated on the National Highways, State Highways and other Major Roads are determined on the basis of distance from said roads *i.e.* 100 metre, 200 metre, *etc.*

4.3.10.1 Non-linking of Khasra numbers with District Level Committee rates of agriculture lands

Scrutiny (July 2021) of records of Sub Registrar Bikaner-II revealed that three sale deeds[33] were registered on 2 May 2019. The Sub Registrar assessed the market value of lands at agriculture District Level Committee rate at ₹ 0.57 crore and levied Stamp Duty, Surcharge and Registration Fee of ₹ 4.01 lakh[34]. However, according to the recital of sale deeds and the site inspection report (15 May 2019) of Sub Registrar enclosed with the sale deeds, the lands were situated on National Highways and market value of ₹ 1.53 crore[35] was required to be assessed at District Level Committee rate of agriculture land situated on National Highways on which Stamp Duty, Surcharge and Registration Fee of ₹ 10.74 lakh[36] were leviable.

It was observed that the Sub Registrar had generated the modified valuation sheet on the basis of site inspection containing the correct amount of recoverable Stamp Duty, Surcharge and Registration Fee. However, the Sub-Registrar neither recovered the differential amount of Stamp Duty, Surcharge, and Registration Fee nor issued a notice to the concerned parties for recovery

32 ₹ 12.32 lakh: SD of ₹ 8.40 lakh, Surcharge of ₹ 2.52 lakh and RF of ₹ 1.40 lakh.
33 Comprising area 10.95 *bigha* situated at Village Norangdesar
34 ₹ 4.01 lakh: SD of ₹ 2.87 lakh, Surcharge of ₹ 0.57 lakh and RF of ₹ 0.57 lakh.
35 ₹ 1.53 crore: (Agriculture land: 7 bigha and institutional land: 3.9524 bigha)
Market value of agriculture land = ₹ 72,08,460 (DLC rate ₹ 10,29,780 per bigha x 7 bigha) + Market value of institutional land = ₹ 81,40,204 (DLC rate ₹10,29,780 per bigha x 3.9524 bigha x 2 times as the land was institutional) = ₹1,53,48,665 or say ₹ 1.53 crore.
36 ₹ 10.74 lakh: SD of ₹ 7.67 lakh, Surcharge of ₹ 1.53 lakh and RF of ₹ 1.54 lakh.

under Section 54[37], nor made a reference to the Collector (Stamps) under Section 51[38] of the Rajasthan Stamp Act.

Further, the linking of *khasra* numbers with District Level Committee rates in *E-Panjiyan* would have enabled the realisation of the correct Stamp Duty, Surcharge and Registration Fee according to the location of the *khasra* in the first instance itself.

Thus, non-compliance with the provisions of the Act and non-linking of *khasra* numbers with District Level Committee rates in *E-Panjiyan* system resulted in short levy of Stamp Duty, Surcharge and Registration Fee of ₹ 6.73 lakh[39].

The State Government accepted the audit contention and replied (September 2023) that all the three cases are under adjudication of Collector (Stamps). Further progress was awaited (October 2024).

4.3.10.2 Non-linking of Khasra numbers with District Level Committee rates of residential colonies

During test check of records of Sub Registrar Udaipur-II, it was revealed that in case of three sale deeds of residential plots[40] registered by the Sub Registrar, the market value of the residential plots was assessed at ₹ 94.84 lakh on the basis of residential rates of another colony and Stamp Duty, Surcharge and Registration Fee of ₹ 6.64 lakh[41] were levied. However, the value of the residential lands as per prevailing District Level Committee rates was ₹ 1.97 crore on which Stamp Duty, Surcharge and Registration Fee of ₹ 13.76 lakh[42] were leviable.

Audit observed that *E-Panjiyan* system lacked the provision to calculate the correct market value of the plot by linking the *khasra* number, on which the plot was situated, with the District Level Committee rate of the colony. Due to the absence of such a mechanism in *E-Panjiyan*, the concerned Sub Registrar had manually maintained the register containing the details of *khasra* numbers within different colonies. However, in these instances, the Sub-Registrar failed to verify the application of the correct District Level Committee rates for the plots situated on the *khasra* numbers as mentioned in the register.

Thus, the inability of the Sub Registrar to detect the application of correct District Level Committee rates and absence of a provision in *E-Panjiyan* to

37 Section 54 permits the registering authority to provide a reasonable opportunity to pay the deficit stamp duty before making a reference to the Collector (Stamps) under this Act.

38 Section 51 empowers the Collector (Stamps) to determine the true market value of a property. This can be exercised either on the Collector's own initiative or when the registering officer believes that the market value of the immovable property in the document has not been accurately stated.

39 ₹ 6.73 lakh: SD of ₹ 4.80 lakh, Surcharge of ₹ 0.96 lakh and RF of ₹ 0.97 lakh.

40 Comprising an area 12470 sqft and registered between May 2019 and January 2020.

41 ₹ 6.64 lakh: SD of ₹ 4.74 lakh, Surcharge of ₹ 0.95 lakh and RF of ₹ 0.95 lakh.

42 ₹ 13.76 lakh: SD of ₹ 9.83 lakh, Surcharge of ₹ 1.97 lakh and RF of ₹ 1.96 lakh.

link *Khasra* numbers with District Level Committee rates resulted in short levy of Stamp Duty, Surcharge and Registration Fee of ₹ 7.12 lakh[43].

The State Government accepted the audit contention and replied (September 2023) that the entire objected amount of ₹ 2.98 lakh has been recovered (April 2022) in one case. Decision has been given by Collector (Stamps) in another case and demand of Stamp Duty, Surcharge and Registration Fee of ₹ 3.72 lakh along with interest and penalty of ₹ 1.58 lakh had been raised. The remaining case has been rejected by the Collector (Stamps) which may be reviewed by the Department.

Regarding the non-linking of *khasra* numbers as pointed out in the paras above, the State Government informed that the work related to integration of *khasra* numbers situated at National Highways, State Highways and Mega Highways in *E-Panjiyan* system had been completed in four Circles and was under process in the remaining 13 Circles of the State. Further progress was awaited (October 2024).

4.3.11 Ineffectiveness of Site Inspections of immovable properties

Rule 57 of the Rajasthan Stamp Rules provides that in case of an instrument relating to immovable property is chargeable with duty on the market value of the property, the facts affecting duty shall be truly set forth in instruments by executants. Where the registering officer has a doubt about the correctness of facts mentioned in the instrument affecting duty, he may inspect the property himself or may direct his subordinate employee authorized by Inspector General Registration and Stamps in this regard to inspect the property to ascertain the correctness of facts and determine the market value accordingly.

According to Inspector General, Registration and Stamps Circular 11/2006 (dated 08.05.2006), site inspections of all the instruments of immovable properties valuing more than ₹ 25 lakhs were to be compulsorily conducted immediately after registration of the instrument. These directions were continued vide circular 05/2015 (dated 17.06.2015) and were modified *vide* circular 08/2019 (dated 19.06.2019) which prescribed that registration of instruments of immovable property having value more than ₹ 25 lakh will be done after site visit of the property.

According to Article 21(i) of the schedule to the Rajasthan Stamp Act, Stamp Duty on the instrument of conveyance relating to immovable property shall be levied on the market value of the property. Rule 58 of the Rajasthan Stamp Rules, 2004 provides that the market value of the land shall be assessed on the basis of the rates recommended by the District Level Committee, or the rates approved by State Government, whichever is higher.

According to notification dated 09 March 2015, rates of agricultural land purchased for farmhouse purposes or land converted for farmhouse purposes shall be equal to the rates of residential land of that area for 500 sqmt. or

43 ₹ 7.12 lakh: SD of ₹ 5.09 lakh, Surcharge of ₹ 1.02 lakh and RF of ₹ 1.01 lakh.

10 *per cent* of total area or portion on which construction has been done whichever is higher, and

(i) equal to two times of rates of agricultural land of that area for remaining portion, where the total area of the farmhouse is more than 1000 sq. meter but less than 2500 sqmt;

(ii) equal to one and half times of rates of agricultural land of that area for remaining portion, where the total area of the farmhouse is 2500 sqmt. or more.

During test check of records of seven Sub Registrar [44] offices, it was noticed that 18 sale deeds pertaining to agricultural/residential/commercial/ Farmhouse lands were registered during the period 2014-15 to 2020-21. For these 18 sale deeds having market value of more than ₹ 25 lakh, site inspection had to compulsorily be carried out by the Sub Registrars as per the norms. However, the Sub Registrars had conducted site inspection in case of 17 sale deeds and the site inspection was not conducted in one sale deed.

It was also noticed that in all 18 cases, the concerned Sub Registrars had assessed the market value of properties at ₹ 35.02 crore instead of ₹ 52.69 crore due to incorrect adoption of rates with respect to location and nature of properties indicating lack of effective site inspection. The case wise breakup of evasion of Stamp Duty, Surcharge and Registration Fee is as follows:

(i) In 14 out of 17 cases, in which site inspections were carried out, the market value of properties was assessed wrongly by the concerned Sub Registrars (by applying lower District Level Committee rates instead of prescribed District Level Committee rates).

(ii) In the remaining three cases where site inspections were conducted, the Sub Registrars assessed the market value of properties at District Level Committee rate of agriculture land instead of the applicable rates for Farmhouse. However, the relevant deeds clearly mentioned these lands as farmhouse lands.

(iii) In the remaining one case, the Sub Registrar had not carried out inspection of immovable property and assessed the market value at District Level Committee rate instead of auction value as the plot was sold in auction by the Rajasthan Housing Board. Hence, Stamp Duty, Surcharge and Registration Fee were chargeable on auction value instead of District Level Committee value. Charging Stamp Duty, Surcharge and Registration Fee on District Level Committee value led to short levy of Stamp Duty, Surcharge and Registration Fee amounting to ₹ 23.26 lakh.

Thus, it is clear that all the mandatory site inspections were not being carried out and the effectiveness of the site inspections was doubtful in cases where they were being conducted. Thus, in the absence of effective site inspections, the concerned Sub Registrars levied Stamp Duty, surcharge and Registration

44 Badgaon (Udaipur), Bikaner-II, Jaipur-I, Jaipur-II, Jaipur-V, Neemrana and Udaipur-II.

Fee of ₹ 2.94 crore[45] instead of ₹ 4.54 crore[46] resulting in short levy of Stamp Duty, Surcharge and Registration Fee of ₹ 1.60 crore[47].

The State Government accepted the audit contention and replied (September 2023) that three cases are under adjudication of the Collector (Stamps), 10 cases have been decided by the Collector (Stamps) and the demand of Stamp Duty, Surcharge and Registration Fee of ₹ 1.15 crore along with interest and penalty of ₹ 0.45 crore, had been raised. Further, ₹ 31.46 lakh against the objected amount of ₹ 42.37 lakh has been recovered under special relief scheme in five cases. Further progress was awaited (October 2024).

4.3.12 IT system of the Department

In addition to the recoveries and necessary action as indicated in the previous paragraphs, the Department conducted (May 2023) Information Technology security audit of *E-Panjiyan*, which had not been conducted since its inception. The audit findings are given in the succeeding paragraphs:

4.3.12.1 Design of valuation sheet

There is a single proforma of valuation sheet in *E-Panjiyan* for all types of instruments. Different type of instruments requires different assessment formats, for *e.g.* an instrument of developer's agreement requires columns in the valuation sheet for depicting owners' and developers' share separately as Stamp Duty is payable at different rates on them. Similarly, there is no column in the valuation sheet for showing the share of a partner which is transferred to other partners on retirement or showing the share transferred to a new partner on admission in the partnership firm *etc*. All such information is mentioned in the recital of the deeds and/or the supporting documents but not in the valuation sheet distinctly.

Availability of particular valuation sheets for different types of instruments would allow capturing of such distinct information for those types of instruments, thereby allowing Sub Registrar offices to effectively scrutinize the instruments presented before them for registration and enhance transparency.

Similarly, the valuation sheet may also contain a provision for the Sub Registrar to raise demand regarding additional Stamp Duty in cases such as unregistered power of attorney, intermediate transfer such as conversion of company/ partnership firm to LLP, *etc*. which the Sub Registrar may detect on scrutiny of the recital of instruments. This provision may also include recording of the reason for the demand of additional Stamp Duty and the payment details of such additional Stamp Duty. Currently, in the *E-Panjiyan* system, the information of payment of such additional Stamp Duty is not recorded against the registered instrument and the details of such payment, if made, can only be checked by searching with the name of the payee and the

45 ₹ 2.94 crore: SD of ₹ 2.06 crore, Surcharge of ₹ 0.52 crore and RF of ₹ 0.36 crore.
46 ₹ 4.54 crore: SD of ₹ 3.18 crore, Surcharge of ₹ 0.81 crore and RF of ₹ 0.55 crore.
47 ₹ 1.60 crore: SD of ₹ 1.12 crore, Surcharge of ₹ 0.29 crore and RF of ₹ 0.19 crore.

date of payment in *E-Panjiyan*. If the valuation sheet has the provision for recording of reason for additional Stamp Duty and additional Stamp Duty payment details, it would be easily and clearly ascertainable if adequate Stamp Duty has been paid on an instrument.

The State Government accepted the audit contention and replied (September 2023) that the matter is under process with NIC and the results would be communicated. Further progress was awaited (October 2024).

4.3.12.2 Separation of categories of instruments

During audit, it was seen that MIS reports of *E-Panjiyan* were being generated for broad categories such as 'agreements', 'lease deeds', 'sale deeds' *etc*. without any sub-categorisation such as agreement to sale, developer agreement, *etc*. within 'agreements' and lease deeds issued by local bodies under township policy, lease deeds issued on the basis of auction, etc. in case of 'lease deeds' and residential, commercial, industrial, institutional, farmhouse categories within 'sale deeds'. Identification of specific categories of instruments requires their manual identification within the overall MIS generated by *E-Panjiyan*.

Availability of MIS reports regarding such sub-categories would allow the department to gain meaningful insights from them and leverage them in a more effective manner.

The State Government accepted the audit contention and intimated (September 2023) that a letter has been written to NIC for availability of MIS reports regarding sub-category wise search option in the entire *E-Panjiyan* portal.

4.3.12.3 Registration of instruments using wrong/probable forged Challans

Rule 27(2) of Rajasthan General Financial and Accounts Rules (GF&AR) provides that the Controlling officer shall arrange to obtain from their subordinate monthly accounts and returns in form G.A. 13 claiming credit for amount paid into the treasury or otherwise accounted for and compare them with the statement of treasury credits furnished by the Accountant General to see that the amount reported as collected has been duly credited in consolidated fund and/or public account. If in this process, wrong credits come to the notice of the controlling officer, he will at once inform the Accountant General with a view to correct the account. If any credits are claimed but not found in the accounts, enquiries shall be made first from the responsible departmental officer concerned.

Further, as per Rule 44(3) (D) (1), the department will provide service on the basis of deposit of online receipt. Remitter would have to provide GRN and CIN to the department for this purpose. Department shall also verify this data from the information available on *e-GRAS*[48].

48 Online Government Receipts Accounting System of Government of Rajasthan.

According to instructions issued (20 January 2020) by the Finance Department, Government of Rajasthan, it was mandatory for all offices to mark 'Deface' on challans on *e-GRAS*, if they are providing some services to remitters. This was also to be integrated with Departmental applications.

During the test check of the records of seven Sub Registrars[49], it was noticed that the payment of Stamp Duty and Registration Fee of ₹ 1.45 crore was received on registration of 102 instruments through 124 *e-GRAS* challans. Audit analyzed the reports[50] of *E-Panjiyan* and cross checked them with the information available on *e-GRAS* portal which revealed that:

- 73 challans worth ₹ 0.56 crore were used in the registration of 58 instruments, the depositors of which were neither the buyers nor the sellers. The name of depositors as entered in the *E-Panjiyan* system was different from the challans presented physically with the instruments for registration, meaning that wrong challans were used for registration.
- 11 challans of ₹ 0.24 crore deposited in other/wrong heads of account[51] (by persons other than the executants) were used for registration of six instruments. Among these, nine challans were defaced before the date of registration of the instruments.
- 40 challans worth ₹ 0.65 crore were used for registration of 38 instruments, which were defaced before the date of submission of instruments for registration. Here also the name of the person on the challans was different from the names of the executants except in one challan.

As an instance, in one case of Sub Registrar Jaipur-V, the GRN of one challan[52] which was presented with an instrument[53] registered with Sub Registrar Jaipur-V was checked on *e-GRAS* and it was observed that the actual challan with that particular GRN was generated 16 days after the date mentioned on that challan meaning that the challan originally presented with the instrument was probably fake.

These instances showed that:

(i) The Sub Registrars failed to verify the payments of Stamp Duty and Registration Fee before the registration of the instruments reflecting a lack of adherence to the established procedures and absence of adequate checks and balances in their functioning.

(ii) The Sub Registrars neither verified the challans from *e-GRAS* portal under rule 44(3) (D) (1) of GF&AR nor defaced the challans at the time of the registration of instruments in compliance of instructions issued by the Finance Department.

49 Jaipur-II, V, X, Badgaon, Udaipur-I, II and Bhiwadi.

50 Report generated by *E-Panjiyan* system showing details of payments through challans, DD, e-stamps, e-receipts, stamp paper *etc.*

51 Six challans for 0039, three challans for 0041 and two challans for 0030 for stamp paper purchase.

52 GRN no. 46856865 dated 11 January 2021.

53 Instrument no. 916 dated 11 January 2021.

(iii) The *E-Panjiyan* system does not have the provision to prevent the registration of the instruments in case of defaced challans or challans deposited under other/wrong heads of accounts. It also does not co-relate the name/identity of the person(s) mentioned on the relevant challans with the corresponding details on the instruments being registered.

(iv) The *E-Panjiyan* system lacks its own payment gateway/portal through which the payment can be made by the executants at the time of registration of instruments.

Thus, non-compliance with the rules and procedures and the inability of *E-Panjiyan* system to prevent usage of wrong/spurious challans resulted in loss of revenue amounting to ₹ 1.45 crore.

The State Government accepted the audit contention and replied (September 2023) that ₹ 27.71 lakh has been recovered in 39 instruments and efforts for recovery are being made in remaining instruments. Further progress was awaited (October 2024).

However, the Department introduced the 'view/ verify' option in *E-Panjiyan* on July 28, 2021, after which *E-Panjiyan* no longer accepted use of forged challans for document registration.

4.3.12.4 Registration of instruments through Demand Drafts

According to rule 5 of GF&AR, all moneys received by or on behalf of Government either as dues of Government or for deposit, remittance or otherwise shall be brought into Government account without delay. Rule 48(1) provides that every Government servant receiving money on behalf of the Government shall maintain a cash book in form G.A. 48 and a register of money order, cheque, Demand Drafts, *etc*., received in form G.A. 51. Rule 48(2) provides that all monetary transactions shall be entered in the cash book as soon as they occur and be attested by the head of office in token of check.

Further, the head of office/Drawing & Disbursing Officer shall arrange preparation of statement of receipts remitted into treasury in a month and after the end of the month shall get it reconciled with the schedule of the treasury in token of correctness of the amount paid into treasury during the month. The treasury officer shall after comparison with records return the statement so presented after putting his signature. In case of discrepancies, if any, departmental officer shall take necessary action for their rectification under Rule 59.

During test check of the records of two Sub Registrars[54], it was noticed that the payments of Stamp Duty and Registration Fee amounting to ₹ 2.06 crore in 116 cases during the period 2018-21 were received through Demand Drafts. Audit analysed the reports of *E-Panjiyan* and cross checked them with the relevant registration records which revealed that Registers of challan and Demand Drafts/Cheques in prescribed form GA-51 under the rule 59 of

54 Badgaon (Udaipur) and Jaipur-V.

GF&AR were not maintained by these Sub Registrars. The cash book has also not been maintained in prescribed form GA-48 by these Sub Registrars.

Audit further noticed that in five cases, bank challans of Demand Drafts (DDs) involving ₹ 0.14 crore were enclosed with the documents, however, payment of stamp duty and registration fee thereof could not be verified by audit. In remaining 111 cases, bank challans of DDs were not enclosed with the documents and DDs registers were not maintained. Out of these, the details of DDs had been incorrectly entered in 43 cases in the *E-Panjiyan* system with invalid DD numbers such as 0, 1234560, AFSDFSD, *etc*. In remaining 68 cases, the DD number appeared to be correct. However, payment of stamp duty and registration fee in these 111 cases involving amount of ₹ 1.92 crore could not be verified by audit. The *E-Panjiyan* system accepted the incorrect Demand Draft numbers and generated the fee receipts and allowed registration of the instruments even in the absence of deposition of the Demand Draft amount. It is important to mention here that while the amount of the Demand Draft is deposited through challans in the bank, the *E-Panjiyan* system does not have the provision to mandatorily capture the important details of the Demand Draft as well as that of the relevant challans.

Due to non-compliance of rules and the established procedures, lack of due diligence and shortcomings of E-Panjiyan system, loss of revenue could not be ruled out.

The State Government accepted the audit contention and replied (September 2023) that disposal/recovery in 67 cases involving amount of ₹ 1.66 crore[55] has been done and necessary action is being taken in the remaining cases. The Department also intimated that provision related to recovery of stamp duty through Demand Draft or Pay Order has been withdrawn (February 2023). Further progress was awaited (October 2024).

4.3.12.5 Registration of instruments without Stamp Paper

As per rule 126 of the Rajasthan Registration rules 1955, any instrument that has been admitted for registration, should be made over to the registration clerk for reporting about it being properly and sufficiently stamped, looking into its correct nature and correct market value.

During the test check of the records of Sub Registrar Jaipur-V, it was noticed that as per the information available on *E-Panjiyan*, in case of six registered instruments (registered between June 2020 and December 2020), Stamp Duty of ₹ 3.55 lakhs was paid through Stamp Paper. It was observed that the instruments were printed on plain papers instead of Stamp Papers of ₹ 3.55 lakh and the stamps of requisite amount were also not attached with the instruments.

55 ₹ 1.66 crore: ₹ 0.11 crore recovered in 17 cases, ₹ 1.43 crore was already deposited in 39 cases through e-GRAS challan instead of DDs, ₹ 0.04 crore was adjusted against previous deposited amount on account of power of attorney, agreement *etc.* in 10 cases and in one rebate of Stamp Duty of ₹ 0.08 crore was allowed under RIPS.

Thus, inability of the concerned Sub Registrars to properly verify the instruments at the time of registration and lack of necessary features in *E-Panjiyan* resulted in loss of revenue amounting to ₹ 3.55 lakhs.

The State Government accepted the audit contention and replied (September 2023) that ₹ 1.30 lakh has been recovered in two instruments and efforts for recovery are being made in the remaining four instruments. Further progress was awaited (October 2024).

The findings and conclusions of audit mentioned in paras 4.3.12.3, 4.3.12.4 and 4.3.12.5 are based on test check of instruments in the selected SR offices. A wider occurrence of such instances cannot be ruled out.

In addition to reflecting a serious weakness in the functioning and internal controls of the department and severe shortcomings in the operation of the E-Panjiyan system, these instances need wider investigation and suitable action by the Department to prevent further loss of revenue to the Government.

4.3.13 Conclusion and Recommendations

Audit noticed instances of wrong classification of instruments, non-detection of unstamped instruments in the recital of instruments presented for registration, application of incorrect District Level Committee rates for valuation of immovable properties, evasion of Stamp Duty, Surcharge and Registration Fee due to lack of conduct of effective site inspections and shortcomings in the operation of *E-Panjiyan* system.

The State Government may ensure:

- *strict compliance of the provisions of the Act and rules by the Registering authorities.*
- *linking of khasra numbers of various categories of lands with the applicable District Level Committee rates on E-Panjiyan system.*
- *effective site inspections of immovable properties by the registering authorities to plug revenue leakage.*
- *compliance with the established procedures in the Sub Registrar offices and address the weaknesses in the E-Panjiyan system, especially related to payment of duty, to prevent loss of revenue to the Government.*
- *implementing a payment gateway in the E-Panjiyan system as one of the options for making payment to facilitate people as well as for ensuring the security and authenticity of payments.*

Other observations

4.4 Irregular exemption of Stamp Duty under Rajasthan Investment Promotion Scheme

According to Clause 3 of Rajasthan Investment Promotion Scheme (RIPS) 2014 and 2019, the scheme shall be applicable for new and existing

enterprises making investment for setting up new units, existing enterprise making investment for expansion and sick enterprises making investment for their revival provided that the enterprise shall commence commercial production or operation during the operative period of the scheme. Clause 4 of the Scheme provides that an enterprise to which an Entitlement Certificate[56] has been issued shall be eligible to claim 50 *per cent*/100 *per cent* exemption on the Stamp Duty payable on the instruments executed for the purchase or lease of land. Further, Clause 15[57]/17[58] stipulate that in case of breach of any of the conditions of the scheme, the benefits availed under the scheme shall be withdrawn by the appropriate screening committee and on its recommendations, the concerned Department shall recover the benefits availed by the enterprise along with interest at the rate of 18 *per cent* per annum from the date from which the benefits have been availed.

During test check of records of two Sub Registrar offices[59], it was noticed that two instruments[60] were registered (between September 2020 and December 2020) with 50 and 100 *per cent* exemption in Stamp Duty under Rajasthan Investment Promotion Scheme [61] as discussed below:

4.4.1 In Sub Registrar Jaipur-I, a lease deed was executed (October 2020) between Rajasthan State Industrial Development and Investment Corporation Limited, Jaipur (lessor) and a company (lessee) for an industrial plot[62] situated at Rajasthan State Industrial Development and Investment Corporation Limited, Prahaldpura, Jaipur which was purchased through public auction by the lessee. 100 per cent exemption from Stamp Duty and Surcharge of ₹ 17.49 lakh[63] was granted at the time of registration of lease deed on presentation of Entitlement Certificates issued by the District Industries Centre, Jaipur (Rural) under the scheme for setting up an industrial unit for manufacturing of Handicraft items. However, the lessee sold (23 December 2020) the industrial plot without establishing the unit and again 100 per cent exemption was given to the purchaser at the time of registration[64] by the Sub Registrar. Therefore, the exemption of Stamp Duty and Surcharge amounting to ₹ 17.49 lakh was recoverable along with ₹ 1.52 lakh interest[65] from the lessee.

4.4.2 In Sub Registrar Neemrana, a lease deed was executed (November 2017) between Rajasthan State Industrial Development and Investment Corporation Limited, Neemrana, Alwar (lessor) and a company (lessee) for an industrial plot situated at Rajasthan State Industrial Development and Investment Corporation Limited, Majrikath (Rajasthan State Industrial

56 Entitlement Certificate issued by the District Industries Center under Department of Industries, Government of Rajasthan for claiming benefits under RIPS.
57 Of RIPS 2014 (50 *per cent* exemption).
58 Of RIPS 2019 (100 *per cent* exemption).
59 Jaipur-I and Neemrana.
60 One sale deed and one supplementary deed.
61 50 *per cent* in RIPS 2014 and 100 *per cent* in RIPS 2019.
62 Number F-87 of 1,950 sqmt valuing ₹ 2.24 crore.
63 ₹ 17.49 lakh: SD of ₹ 13.45 lakh and Surcharge of ₹ 4.04 lakh.
64 Registration No. 9105 dated 23 December 2020.
65 Calculated up to 31 March 2022.

Development and Investment Corporation Limited, Neemrana-Second Phase). 50 *per cent* exemption from Stamp Duty and surcharge of ₹ 49.38 lakh[66] was granted on consideration value ₹ 16.46 crore at the time of registration[67] of lease deed on presentation of Entitlement Certificates issued by the Commissioner of Industries, Jaipur under the scheme for setting up an industrial unit for Automotive Parts. Subsequently, the lessee (Transferor Company) amalgamated into another company (Transferee Company) without establishing the unit due to which all the assets were vested to the transferee company. Therefore, the exemption of Stamp Duty and Surcharge of ₹ 49.38 lakh was recoverable along with ₹ 30.02 lakh interest[68] from the transferor company.

Thus, in these cases Stamp Duty and Surcharge aggregating to ₹ 66.87 lakh[69] and interest ₹ 31.54 lakh[70] were recoverable.

The State Government accepted the audit contention and replied (September 2023) that a case is under adjudication of Collector (Stamps) and ₹ 49.38 lakh against objected amount of ₹ 79.40 lakh has been recovered in another case, while the reply was silent about recovery of the remaining ₹ 30.02 lakh in this case. Further, progress was awaited (October 2024).

4.5 Contribution of immovable property to partnership firms

According to article 43(1)(c) of the schedule to the Rajasthan Stamp Act, in case of an instrument of partnership, where share contribution is brought in by way of immovable property, the Stamp Duty shall be chargeable as on conveyance on the market value of such property.

During test check of records of Sub Registrar Jaipur-X, it was noticed that an instrument of agreement to sale of immovable property was registered[71] on 23 June 2020. Scrutiny of recital of the instrument and the enclosed instruments[72] revealed that the land[73] of the company was converted for residential purpose by Jaipur Development Authority on 1 October 2012. The company and seven others together formed a partnership firm which was registered by Registrar of Firms, Delhi on 11 March 2013.

The company had transferred the said land as its capital contribution in the partnership firm. Jaipur Development Authority issued a lease deed[74] in favour of the partnership firm which was registered with Sub Registrar Jaipur-II on 25 November 2013 on which Stamp Duty of ₹ 2.83 crore[75] was leviable on the

66 ₹ 49.38 lakh: SD of ₹ 41.15 lakh and Surcharge of ₹ 8.23 lakh.
67 Registration No. 3820 dated 15 November 2017.
68 Calculated up to 31 March 2022.
69 ₹ 66.87 lakh: (₹ 17.49 lakh + ₹ 49.38 lakh).
70 ₹ 31.54 lakh: (₹ 1.52 lakh + ₹ 30.02 lakh).
71 Registration number 2393 dated 23.06.2020.
72 Order of 90-A and lease deed issued by JDA Jaipur, Copy of Partnership Deed, Information downloaded from RERA website and Copy of Jamabandi Report.
73 Comprising an area 43000 sqmt situated in Village Ninder.
74 Comprising an area 37968.60 sqmt
75 ₹ 2.83 crore: SD of ₹ 2.57 crore and Surcharge of ₹ 0.26 crore

market value of ₹ 51.43 crore[76] of the land. However, Sub Registrar failed to consider the relevant instruments, due to which the instrument of partnership deed was notarized with Stamp Duty of ₹ 5,000 only resulting in short levy of Stamp Duty and Surcharge of ₹ 2.83 crore[77].

The State Government accepted the audit contention and replied (September 2023) that the case is under adjudication of Collector (Stamps). Further progress was awaited (October 2024).

4.6 Non-utilization of information available with Real Estate Regulatory Authority

Inability of Registering Authorities to effectively inspect the records of Real Estate Regulatory Authority led to short levy of Stamp Duty and Surcharge on instrument of Developer Agreement

During the audit of Sub Registrar, Bhiwadi, audit analysed the information[78] available on Rajasthan Real Estate Regulatory Authority's website[79] related to properties falling under the jurisdiction of Sub Registrar, Bhiwadi. Audit noticed that an instrument of Developer Agreement was executed (8 November 2017) between a landowner and a developer for a commercial project[80] with share of landowner and developer as 39 *per cent* and 61 *per cent* respectively. The market value of the property was ₹ 59.59 crore[81] on which Stamp Duty and Surcharge of ₹ 115.13 lakh[82] were payable. However, the Developer Agreement was not registered with Sub Registrar Bhiwadi and was instead notarized with Stamp Duty of ₹ 500 only which resulted in short levy of Stamp Duty and surcharge of ₹ 115.12 lakh[83].

The State Government accepted the audit contention and replied (August 2022) that instructions have been issued *vide* circular 08/2021 (dated 19.07.2021) to use the information available on the website of public offices for recovery of Stamp Duty, Surcharge and Registration Fee. The Department also intimated (September 2023) that the objected case is under adjudication of Collector (Stamps). Further progress was awaited (October 2024).

76 ₹ 51.43 crore: (37968.60 sqmt or 45393.57 sqyd x ₹ 11,330/- per sqyd) = ₹ 51,43,09,148
77 ₹ 2.83 crore: SD of ₹ 2.57 crore and Surcharge of ₹ 0.26 crore
78 Real estate project details: RERA registration No. RAJ/P/2018/701 dated 26 April 2018.
79 https://rera.rajasthan.gov.in.
80 Situated in khasra no. 827/533 and 810/534 on State Highway No. 25 in village Khanpur Tehsil Tijara comprising an area of 5594.13 sqmt or 6688.09 sqyd.
81 ₹ 59.59 crore: 6688.09 sqyd X ₹ 89,100 per sqyd = ₹ 59,59,08,819.
82 ₹ 115.13 lakh: SD of ₹ 95.94 lakh and Surcharge of ₹ 19.19 lakh calculated at 2 *per cent* on developer's share and one *per cent* on owner's share as per article 5(e) of the schedule to the RS Act. Surcharge is calculated at 20 *per cent* on SD as applicable from 08 March 2016.
83 ₹ 115.12 lakh: SD of ₹ 95.93 lakh and Surcharge of ₹ 19.19 lakh.

CHAPTER-V
STATE EXCISE

CHAPTER-V: STATE EXCISE

5.1 Tax administration

The Secretary, Finance (Revenue) is the administrative head of the State Excise Department (Department) at Government level. The Department is headed by the Excise Commissioner (EC). The Department has been divided into seven zones each headed by Additional Excise Commissioner (AEC). District Excise Officers (DEOs) and Excise Inspectors working under the AECs of the respective zones are deputed to monitor and regulate levy/collection of excise duty and other levies.

5.2 Results of audit

There are 108 auditable units (including 54 implementing units) in the State Excise Department, out of which, Audit selected 44 units (including 33 implementing units) for audit. The records of these units including 2,663 retail licensees (out of total 3,069 licensees) were analysed along with scrutiny of 7,512 cases. Audit noticed 5,391 cases (72 *per cent*) of non/short realization of excise duty, license fee, differential amount of additional excise duty, additional amount, interest/penalty on delayed payment, loss of excise duty on account of excess wastage of spirit/liquor/beer and other irregularities involving ₹ 195.42 crore. These cases are illustrative only, based on audit of the records of these selected units. Audit had pointed out similar omissions in previous years. However, not only did these irregularities persist but some of the issues also remained undetected till the conduct of the subsequent Audit.

Irregularities noticed broadly fall under the following categories given in Table 5.1.

Table 5.1- Results of Audit

(₹ in crore)

Sl. No.	Category	Number of cases	Amount
1	Non/short realization of excise duty and license fees	1,908	100.96
2	Non recovery of differential amount of additional excise duty on IMFL and Beer from retail-on and retail-off licensees	1,954	72.88
2	Non/short realization of additional amount on IMFL/Beer	1,190	15.25
3	Loss of excise duty on account of excess wastage of spirit/liquor/beer	11	0.34
4	Non-recovery of interest/penalty on delayed payment	267	5.98
5	Other irregularities: (i) Revenue (ii) Expenditure	 58 03	 0.01 0.00
Total		**5,391**	**195.42**

The Department accepted deficiencies in 5,203 cases involving ₹40.43 crore, of which 1,484 cases involving ₹39.08 crore were pointed out in audit during 2021-22 and the rest in earlier years. The Department recovered ₹1.76 crore in 3,731 cases, of which 12 cases involving ₹0.42 crore related to the year 2021-22 and the rest from earlier years.

The State Government accepted (May 2022) and recovered ₹17.37 lakh out of ₹18.85 lakh in 25 cases[1] of non-recovery of interest on delayed payment of Exclusive Privilege Amount and Composite fees after it was pointed out by Audit. Further, the State Government accepted and completely recovered ₹28.63 lakh in four cases (pertaining to DEO-Production Units, Behror) of non-recovery of excise duty on IMFL and beer short delivered at the export destination (May 2022) and ₹22.50 lakh in six cases of short levy of license fee for wholesale vend of CL and IMFL (July 2022). These paragraphs have not been discussed in the Report.

Few illustrative cases involving ₹ 143 crore observed in the audited units of the Department are discussed in the succeeding paragraphs. It is pertinent to mention that most of these issues have been raised earlier and published in the CAG's Audit Report of previous years wherein the Government accepted the observations and initiated action/recoveries. However, it is seen that the Department took action only in cases which were pointed out by audit and failed to strengthen the internal control system which has led to recurrence of similar issues in subsequent years.

5.3 Compliance Audit on 'Levy and Collection of State Excise Duty'

5.3.1 Introduction

The Excise Department (Department) is a major revenue earning Department of the State Government. The Department is entrusted with the responsibility of regulating the production, storage, transportation and sale of intoxicants along with levy and collection of State Excise Duty and applicable fees in the State. The objective of the Department is to regulate consumption of intoxicants, enhance revenue by way of levying duty and fees and prohibit illegal production and sale of intoxicants in the State.

The State excise revenue mainly comprises license fees levied on the manufacturing, wholesale and retail sale units, export and import permit fees and the excise duty collected on the liquor manufactured/imported and sold in the State. The levy and collection of state excise duty, license fees and other fees are governed by the Rajasthan Excise Act (Act), 1950 and the Rajasthan Excise Rules (Rules), 1956 framed thereunder. The State Government announces Excise and Temperance Policy (Policy) to lay down the principles for granting licenses for operating liquor shops and prescribing the rates of excise duty, fees and related matters.

Audit of efficacy of the systems and procedures in place for levy and collection of excise duty was conducted from June 2021 to February 2022. For this Compliance Audit (CA), seven[2] DEO offices were selected. Besides this, the office of the EC, as the controller and administrative head of the Department, was also selected. 33 implementing units such as distilleries, bottling plants, breweries, etc. under these DEO offices were also covered during the audit.

1 Pertaining to office of the DEOs, Ajmer, Jaipur-urban, Kota and Sirohi
2 DEOs Ajmer, Alwar, Behror (Production Unit), Jaipur (Urban), Kota, Sikar and Sirohi

5.3.2 Audit Findings

The Department introduced (April 2011) an IT System called Integrated Excise Management System (IEMS) for the departmental officials and the two Government owned companies *viz.* Rajasthan State Beverages Corporation Limited (RSBCL) and Rajasthan State Ganganagar Sugar Mills Limited (RSGSML) to manage the business of IMFL, Beer, CL and other excisable articles in the State. Various modules are provided in IEMS for the assistance of officials. Login ID based access to IEMS was provided to Audit in December 2021 by the Excise Department.

Audit findings noticed on the basis of scrutiny of cases in the selected units are included in the subsequent paragraphs.

5.3.2.1 Non recovery of excise duty on short lifted monthly guarantee quota of Country Liquor (CL) and Rajasthan Made Liquor (RML)

According to the Policy 2020-21, group/shop wise licenses of CL and RML were allocated on the basis of Exclusive Privilege Amount (EPA)[3]. The licensee of CL and RML group/shop was liable to pay the EPA prescribed for his licence period in the form of excise duty on CL and RML. Further, as per the conditions of CL and RML retail sale licence, the licensee was required to pay the annual EPA fixed for the prescribed group/shop for the concerned year in 12 equal monthly installments. The monthly installment is to be paid by the last date of that month. If a licensee failed to lift the minimum monthly quota of CL and RML, he was liable to pay the difference of excise duty in cash.

Scrutiny of the records of offices of six DEOs[4] revealed that during 2020-21, 1157 licensees lifted CL and RML worth ₹ 777.61 crore against the quota of ₹ 828.67 crore fixed for the concerned months due to which there was shortfall of ₹ 51.06 crore in monthly guarantee amount pertaining to 839 licensees. Out of this shortfall, ₹ 27.18 crore was recovered/adjusted from security amount of 375 licensees. However, the concerned DEOs did not recover the remaining amount of ₹ 23.88 crore from 464 licensees. DEOs did not enforce the provisions of the policy which led to short collection of revenue amounting to ₹ 23.88 crore.

This issue has been raised regularly in the CAG's Audit Reports of previous years, wherein the Department accepted the observations and initiated action/recoveries in the cases pointed out by audit. Further, the Government had also stated (December 2020) that suitable provision to facilitate the recovery of shortfall of monthly guarantee amount has been introduced in the Integrated Excise Management System (IEMS). However, audit scrutiny revealed that such a provision had not been introduced in IEMS as of March 2022.

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3 EPA: The amount to be charged by the Excise Department from country liquor groups/shops for exclusive right to trade in liquor in the specified area.

4 DEOs Ajmer, Alwar, Jaipur (Urban), Kota, Sikar and Sirohi (no retail licensee under DEO Behror (Production Unit).

On this being pointed out (February 2022), the Department accepted (March 2022) that the feature in IEMS to allow issuing of next permit for purchase of liquor to a licensee only after the deposition of pending/shortfall amount has not been implemented so far.

The matter was reported to the Department and State Government (March and May 2022). The Government accepted the fact and replied (June 2022) that ₹10.46 crore has been recovered and efforts are being made to recover the remaining amount. However, evidence in support of the recovery has not been provided by the State Government. Further progress was awaited (October 2024).

5.3.2.2 Non recovery of differential amount of excise duty and basic license fees

Para 3.7.6 of the Policy 2020-21, and condition number 2.4 and 2.5 of retail sale licence of CL and RML and direction of EC (February 2020 and February 2021) provided that licensees of CL and RML had to fulfil minimum 30 *per cent* of monthly EPA with lifted quantity of 25 UP[5] RML and remaining 70 *per cent* with lifted quantity of CL.

If the licensee failed to fulfill the prescribed guarantee ratio of RML and CL in a particular month, he had to ensure lifting of RML and CL in other months of concerned quarter. In case of short lifting of RML and CL in a quarter, the licensee was liable to pay the difference of excise duty and basic license fee payable on required quota and actual lifting of RML and CL, in cash.

Scrutiny of records (during the period June 2021 to February 2022) of offices of six DEOs[6] revealed that during 2020-21, 1157 licensees lifted RML and CL worth ₹ 454.67 crore against the prescribed quota of ₹ 480.63 crore for the concerned quarters and thus there was shortfall of ₹ 25.96 crore in quarterly guarantee quota against 720 licensees. Out of the shortfall, entire shortfall of ₹ 38.16 lakh was either deposited or adjusted from SD in case of 37 licensees and ₹ 92.94 lakh pertaining to partial shortfall was deposited or adjusted from security deposit in respect of 683 licensees. However, the concerned DEOs did not recover the remaining difference amount of ₹ 24.65 crore from 683 licensees. DEOs could not enforce the provisions of the policy which led to short collection of revenue amounting to ₹ 24.65 crore.

The matter was reported to the Department and State Government (March and May 2022). The Government accepted the facts and replied (June 2022) that ₹ 3.14 crore has been recovered and efforts are being made to recover the remaining amount. However, evidence in support of the recovery has not been provided by the State Government. Further progress was awaited (October 2024).

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5 UP refers to 'Under Proof'. It reflects the content of alcohol in an alcoholic beverage. For example, 50 Degree Proof can be denoted as 50 UP and 40 Degree proof can be denoted as 60 UP.

6 DEOs Ajmer, Alwar, Jaipur (Urban), Kota, Sikar and Sirohi.

5.3.2.3 Short recovery of basic license fee on short-lifted quantity

Scrutiny of records of offices of six DEOs[7] revealed that during 2020-21, 1,157 licensees lifted 173.71 lakh Bulk Liter (BL) RML and 255.19 lakh BL 50/60 UP CL against the prescribed quota of 189.41 lakh BL RML and 265.17 lakh BL 50/60 UP CL for the concerned quarters and thus there was shortfall of 15.70 lakh BL RML and 9.98 lakh BL 50/60 UP CL against 802 licensees on which basic license fees of ₹ 9.96 crore was recoverable.

However, the concerned DEOs, adjusted from security amount or recovered ₹4.40 crore pertaining to 251 licensees, resulting in short recovery of ₹ 5.56 crore from 551 licensees. Therefore, lack of action on part of the DEOs to enforce the provisions of the policy led to loss of revenue amounting to ₹ 5.56 crore.

The matter was reported to the Department and State Government (March and May 2022). The Government accepted the fact and replied (June 2022) that ₹ 1.38 crore has been recovered and efforts are being made to recover the remaining amount. However, evidence in support of the recovery has not been provided by the State Government. Further progress was awaited (October 2024).

5.3.3 Non recovery of differential amount of additional excise duty on IMFL and Beer from retail-on and retail-off licensees

Section 28 of the Act provides the Rates of Excise Duty (ED) and Additional Excise Duty (AED) on IMFL and Beer. Excise duty on IMFL was leviable in various slabs according to price[8] per carton of quarts, pints, nips or other sizes and in case of Beer, excise duty was leviable on the basis of a fix *per cent* ad-valorem of ex-brewery price. Rate of AED in case of IMFL was 20 *per cent* upto the price of ₹ 900 per carton and 35 *per cent* on the cartoon value of more than ₹ 900 per carton. In case of Beer it was 35 *per cent* leviable on the sum of ex-manufacturing unit price, export fee, excise duty and actual cost reimbursed by Rajasthan State Beverages Corporation Limited (RSBCL) to the manufacturer during the year 2019-20.

The State Government, *vide* notification dated 29 April 2020, increased the rate of AED in case of IMFL to 35 *per cent* upto the price of ₹ 950 per carton and 45 *per cent* above the price of ₹ 950 per carton and 45 *per cent* in case of Beer for the year 2020-21. It was also directed by the Government that the increase in the margin of retail licensees due to the increase in AED on IMFL and beer from the said notification should be deposited in the Government account.

Further, all DEOs were directed (05 May 2020) by EC that due to lockdown from 22 March 2020 onwards, the AED as per the revised new provision on

7 DEOs Ajmer, Alwar, Jaipur (Urban), Kota, Sikar and Sirohi.

8 Price in respect of IMFL and Beer means the price as declared by licensees/ manufacturers and accepted by Rajasthan State Beverages Corporation Limited.

IMFL/Beer was to be calculated on the quantity of stock remaining at retail-on[9] and retail-off licensees[10] on the expiry of the licence period on 31 March 2020 and the difference of due amount of AED was to be deposited in the Government account.

During the audit of the office of EC, Audit collected information regarding closing balance of the stock position of IMFL and beer of all the retail-on and retail-off licensees for the year 2019-20 from the *'Item Ledger Stock RSBCL'* report in the Licensee Stock Management module of IEMS. Scrutiny of this information revealed that all the 954 retail-on licensees and 972 out of 1000 retail-off licensees under the jurisdiction of 34 DEOs showed the closing balance of such IMFL and Beer brands as on 31 March 2020 for which rate of AED had been increased from 29 April 2020. Closing stock of these retail-on and retail-off licensees involved the difference of AED amounting to ₹ 2.59 crore and ₹ 70.29 crore respectively.

Thus, difference of AED aggregating to ₹ 72.88 crore was leviable on closing stock of IMFL and beer on these licensees. However, scrutiny of records of the six selected DEOs revealed that difference amount of AED (₹ 22.72 crore in case of the six selected DEOs) was neither deposited by the licensees nor demanded by the concerned DEOs. Thus, non-compliance with the extant directions of EC resulted in non-recovery of difference of AED amounting to ₹ 72.88 crore.

The matter was reported to the Department and State Government (March and May 2022). The Government replied (June 2022) that directions have been given to DEOs to recover the difference amount. Further progress was awaited (October 2024).

5.3.4 Non recovery of the prescribed additional amount on short lifted quantity of IMFL and beer

According to Para 3.18 (i) and 4.6 of the Rajasthan State Excise and Temperance Policy (Policy) 2020-21, an additional amount was to be charged quarterly at the rate of ₹ 20 per bulk litre (BL) on short lifted quantity of Indian Made Foreign Liquor (IMFL) and ₹ 10 per BL on short lifted quantity of Beer during 2020-21 from *retail-off licensees* who did not increase lifting of IMFL and Beer upto minimum 10 *per cent* during each quarter of current year in comparison to the quantity lifted in the corresponding quarter of the previous year. Shop-wise calculation of such short-lifted quantity was to be done at the end of each quarter.

Similarly, according to Para 5.4 of the Policy, this provision was applicable to those *retail-on licensees* who did not increase lifting of IMFL and Beer upto minimum 5 *per cent* during each quarter of current year in comparison to the

9 Retail-on means a licensee holding a license of Hotel/Restaurant/Club Bar for retail sale of foreign liquor for consumption on the premises and to serve liquor and beer to customers and visitors who visit such premises.

10 Retail-off means retail sale of liquor in sealed pack containers and not to be consumed in the premises of the retailer.

quantity lifted in the corresponding quarter of the previous year. Subsequently, Government of Rajasthan revised (July 2020) the above provision in relation to the *retail-on licensees* such that no penalty was prescribed for upto 10 *per cent* less lifting as compared to the corresponding quarter of previous year.

Further, as per the directions issued (February 2020) by the Excise commissioner, recovery of additional amount after the end of each quarter was to be done by all District Excise Officers (DEOs) after giving a notice through the departmental website and subsequent permits should be issued to a group/shop only after deposition of the additional amount due at the end of each quarter. In addition, the IT section of the department was also directed to make necessary provisions on the departmental website to ensure timely collection of the revenue.

Test check (between June 2021 and December 2021) of the records of six[11] offices of DEOs, revealed that during 2020-21, 1192 licensees (retail-off and retail-on) did not lift the IMFL and Beer as per the prescribed criteria and were thus liable to pay the additional amount of ₹15.25 crore.

The concerned DEOs, however, could not recover the prescribed additional amount on the short-lifted quantities and issued permits for lifting of liquor without ensuring deposition of additional amount due at the end of previous quarter. Thus, DEOs could not enforce policy provisions and did not ensure compliance with the extant directions of EC which resulted in non-recovery of additional amount of ₹15.25 crore.

Further audit scrutiny also revealed that the feature in IEMS to allow issue of next permit to a licensee only after the deposition of pending additional amount was not implemented as of March 2022.

The matter was reported to the Department and State Government (April and May 2022). The State Government replied (June 2022) that ₹ 5.15 crore had been recovered and directions had been issued to concerned DEOs to recover remaining additional amount. However, evidence in support of the recovery has not been provided by the State Government. Further progress was awaited (October 2024).

5.3.5 Short recovery of the second installment of remaining license fees from Restaurant Bar licensees

According to Rule 3 (3) of the Rajasthan Excise (Grant of Restaurant Bar licenses) Rules, 2004 as amended[12] (April 2020), Initial/basic license fee for restaurant situated in and within urbanisable limit of (a) Jaipur/Jodhpur headquarters was prescribed as ₹9.00 lakh and (b) other divisional headquarters and other District Headquarters as ₹6.50 lakh.

11 DEOs: Ajmer, Alwar, Jaipur (Urban), Kota, Sikar and Sirohi.

12 *vide* notification No. F4(1)FD/Ex/2020-Part-I dated 01 April 2020 issued by the Finance Department, Government of Rajasthan.

Further, the State Government exempted[13] 25 *per cent* of the initial license fees or basic license fees, payable by the licensee for renewal of licence of Hotel Bar, Club Bar or Restaurant Bar, whose license had been renewed upto 30 September 2020 for the year 2020-21. Such licensee shall have to pay full amount of initial license fees or basic license fees in two installments upto 31 December 2020 without interest and additional fees and the exempted amount of fees shall be adjusted at the time of renewal of their licenses for the year 2021-22.

Test check of the records of District Excise Officer (DEO), Jaipur (Urban) and Kota, revealed (between July and August 2021) that 17 (out of total 93) restaurant bar licensees under DEO, Jaipur (Urban) and one (out of 45) restaurant bar licensee under DEO, Kota had applied for renewal of their licenses for the period 2020-21 upto 30 September 2020 by depositing first installment of 50 *per cent* of prescribed license fees aggregating to ₹82.00 lakh against the full amount of initial/basic license fees of ₹159.50 lakh. The concerned DEOs renewed the licenses of these restaurant bars on receipt of the first installment. However, they did not recover the second installment of remaining license fees that was to be deposited by the licensees upto 31 December 2020. Therefore, non-compliance with the extant provisions of the Rule/notification *ibid* by the DEOs resulted in short recovery of license fees amounting to ₹77.50 lakh.[14]

The matter was reported to the Department and State Government (April and May 2022). The State Government replied (June 2022) that ₹ 36 lakh pertaining to DEO, Jaipur (Urban) had been recovered and directions had been issued to concerned DEOs to recover the remaining amount. The State Government further stated (January 2024) that the amount of ₹15.75 lakh from seven licensees was not recoverable as benefit of 25 *per cent* rebate was given in the year 2020-21 instead of in the year 2021-22. The reply of the Government is not acceptable as the rebate of 25 *per cent* was to be given in the year 2021-22 only after license fees had been fully paid in the year 2020-21. Further progress was awaited (October 2024).

5.3.6 Computerisation in the State Excise Department

Deficiencies noticed in the functioning of IEMS are discussed in the succeeding paragraphs:

5.3.6.1 Lack of a feature in IEMS to red flag licensees who failed to lift CL and RML as per the prescribed quota

Licensee Stock Management Module of IEMS is used for maintaining liquor inventory of the retail-off and retail-on licensees online. Various payment modes like online challan generation through cash/DD/Cheque, Internet Banking, NEFT and RTGS are available to licensees for deposit of funds for purchase of liquor. After deposit of funds, liquor purchased by licensees from RSBCL or RSGSML is automatically added to respective licensee's inventory

13 *vide* notification No. F4(1)FD/Ex/2020-Part-I dated 28 October 2020 issued by the Finance Department, Government of Rajasthan.

14 DEO, Jaipur (Urban): ₹ 74.25 lakh and DEO, Kota: ₹ 3.25 lakh.

ledger. A unique ledger of each licensee is maintained under Liquor Inventory Management Module of IEMS. The licensee ledger contains details of each transaction with the licensee *i.e.* receipts of amount, invoices issued, balance available in the ledger, *etc.*

Audit observed that these modules lacked facility to red flag those CL/RML licensees who failed to lift CL/RML as per the prescribed monthly guarantee quota and as per the prescribed minimum ratio of 50/60 UP CL/RML in quarterly guarantee quota. Besides, feature to calculate remaining monthly guarantee amount and quarterly difference amount of excise duty and basic license fee payable in cash by the licensees on such short-lifted quantity of CL and RML was also not available. Additionally, there was no provision in these modules to compute the interest leviable due to delayed deposit and the cash deposit by the licensee against the short-lifted quantity.

In light of the above, it is evident that the Department could not effectively leverage IEMS for complete and timely realization of the monthly and quarterly guarantee amount and differential amount of excise duty leviable on CL and RML from defaulting licensees on short-lifted quantity of liquor.

The matter was reported to the Department and State Government (March and May 2022). The Government replied (June 2022) that action to introduce facility to red flag those CL/RML licensees who failed to lift CL/RML as per the prescribed guarantee quota has been initiated and would be introduced in the IEMS soon. Further progress was awaited (October 2024).

5.3.6.2 Irregularities in the data of Customer Ledger

A proper database system should necessarily observe the correct procedure for maintenance of accounts. The customer ledger of CL/RML groups under Country Liquor Permit Online Module of IEMS contains the transactions with licensees relating to excise duty of CL such as excise duty deposited, excise duty adjusted, excise duty balance, *etc.*

Scrutiny of IEMS data regarding customer ledger of CL/RML groups of all DEOs for the year 2020-21 revealed that database showed credit in closing balance of excise duty amounting to ₹ 21.40 lakh at the end of year 2020-21 against 2,681 licensees under 15 DEOs. However, analysis of the customer ledger data by audit revealed that instead of credit balance, there should be debit balance of ₹399.98 lakh of excise duty in the closing balance at the end of the year 2020-21**.** This indicated that the information in IEMS lacked reliability and integrity.

On being pointed out (February 2022), the Department replied (February 2022) that as per para 3.12.2 and 3.12.3 of the Policy, maximum 25 *per cent* amount of composite fee payable for the year regarding composite shops of periphery area could be included in the EPA on the application of the licensee and adjusted against excise duty of CL in monthly guarantee from September 2021 to February 2022. Thus, the difference in data of customer ledger was due to non-inclusion of adjustment amount of concerned licensees in the

customer ledger. However, audit is of the opinion that the adjustment amount should also be reflected in the customer ledger to provide complete and updated information.

The matter was reported to the Department and State Government (March and May 2022). The Government replied (June 2022) that action for improvement in customer ledger report of IEMS is under progress. Further progress was awaited (October 2024).

5.3.6.3 Variation in data of excise duty of CL between EPA report and Customer Ledger report

In the Country Liquor Permit Online Module of IEMS, the Customer Ledger of CL/RML groups contains details of transactions of excise duty of CL pertaining to a licensee such as excise duty deposited, excise duty adjusted, excise duty balance, etc. whereas the EPA report of CL/RML contains the details of transactions of lifted quantity of CL/RML, excise duty and basic license fee adjusted against lifted quantity of CL/RML pertaining to a licensee.

Audit collected information regarding EPA report and customer ledger of CL/RML groups of all DEOs for the year 2020-21 through login ID based access to IEMS. Scrutiny of data revealed that excise duty of CL realised in the EPA report and the excise duty of CL shown adjusted in the Customer Ledger were same only in case of 13 DEOs out of total 34 DEOs. For the remaining DEOs, irregularities observed were as follows:

- In the case of 20 DEOs, the EPA report indicated the realised excise duty amounting to ₹ 1,421.05 crore on the basis of actual lifted quantity of CL. However, the Customer Ledger report indicated the realised excise duty as ₹ 1,425.80 crore. Thus, excise duty in the Customer Ledger report exceeded the actual excise duty realised as reflected in the EPA report by ₹ 4.75 crore.
- In the case of DEO Sirohi, the figure of the realised excise duty in the EPA report was in excess of the figure in the Customer Ledger report by ₹ 0.77 lakh.

This indicates that the information in IEMS lacks consistency and integrity. The matter was reported to the Department and State Government (March and May 2022). The Government replied (June 2022) that report received from server and customer ledger report are the same. The reply of the Government is not acceptable as it was not in accordance with the point of variation in data between EPA and customer ledger report as pointed by audit.

5.3.6.4 Information regarding excise duty and basic license fee of RML not reflected in the Customer Ledger report

The licensee of CL and RML group/shop was liable to pay the EPA prescribed for the licence period in the form of excise duty on CL and RML. Policy 2020-21 introduced a new variety of liquor called *"Rajasthan Made Liquor (RML)"* of strength of 25 UP based on extra neutral alcohol spirit.

Scrutiny of IEMS data regarding EPA report and Customer Ledger of CL/RML groups of all DEOs for the year 2020-21 revealed that the EPA report contained the details of transactions of lifted quantity, excise duty and basic license fee of CL as well as RML. However, the Customer Ledger report contained the details of transactions of excise duty of CL only and lacks information regarding excise duty and basic license fee of RML. Therefore, the information in the Customer Ledger of IEMS was incomplete to the extent of transactions related to RML.

The matter was reported to the Department and State Government (March and May 2022). The Government replied (June 2022) that action for improvement in customer ledger report of IEMS is under progress. Further progress was awaited (October 2024).

5.3.6.5 Other issues in IEMS

Examination of IEMS disclosed some other shortcomings such as:

- There is no provision/mechanism in IEMS for sending SMS in advance regarding shortfall amount or outstanding dues and the related due date to the concerned licensees or such category-wise information to the DEOs. Such a notification would alert the concerned DEOs and licensees before the due date and enable it in the timely collection of revenues. It is pertinent to mention that such notification systems involving SMS/email are utilised quite effectively by companies in diverse sectors such as in insurance, banking, utilities, etc. for collection of dues/recoveries.

- There was no mechanism for a periodical review/audit of the IT system for progressive development/modification of the IT system according to the evolving business and cyber security environment and changing Excise and Temperance policies.

The matter was reported to the Department and State Government (March and May 2022). The Government replied (June 2022) that the provision for facility of SMS to DEOs and licensees would be considered. Further progress was awaited (October 2024).

5.3.7 Conclusion

The Department did not levy and collect the applicable excise duty in several cases, resulting in loss of revenue. There were instances of non-compliance to the provisions of extant Act/Rules/Policy and instructions of Government/EC such as non-recovery of excise duty and difference amount of excise duty on short lifted monthly and quarterly guarantee quota of RML and CL, difference amount of additional excise duty on closing stock of IMFL and Beer available at retail-on and retail-off licensees, non-recovery of additional amount on short lifted quantity of IMFL and beer, short recovery of license fee from bar licensees *etc.*

Further, deficiencies were noticed in the functioning of IEMS such as lack of facility in the system to red flag the CL/RML licensees who failed to lift

CL/RML as per the prescribed monthly/quarterly guarantee quota and the information in IEMS lacking consistency and integrity.

Audit also noticed deficiencies in the internal control mechanism of the Department such as ineffective action in case of defaulter licensees.

5.3.8 Recommendations

- *The Department needs to enforce the provisions of the Excise Policy/ Act/Rules/orders stringently in levying and collecting applicable excise duties and penalties.*
- *Module for recovery of excise duty and basic licence fee on short lifted quantity of CL and RML from licensees may be developed in IEMS which would tag the details of recoveries with the short lifted quantity of CL and RML after each month or quarter as the case may be, so that recovery could be made automatically from the next amount deposited by the licensees and before next issue of liquor stock to them.*
- *The Department may consider to introduce mechanism of automated calculation of interest in late payment cases in IEMS.*
- *The Department may incorporate an SMS based notification system in IEMS to alert the concerned licensees and DEOs regarding shortfall amount or outstanding dues and the related due date.*
- *The Department may ensure the integrity, consistency and timely updating of the information in IEMS.*

Part-B
EXPENDITURE SECTOR

CHAPTER-VI
GENERAL

CHAPTER-VI: GENERAL

6.1 Profile of the Audited Entity

There are 66 Departments, 236 Autonomous Bodies (ABs) and 14 Public Sector Undertakings (PSUs) under General and Social Sector of the Government of Rajasthan, headed by Additional Chief Secretary/Principal Secretaries/Secretaries, which are audited by the Principal Accountant General (Audit-I), Rajasthan, Jaipur. A list of the Departments is given in ***Appendix 6.1***.

The comparative position of expenditure incurred by the Government of Rajasthan during 2017-18 to 2021-22 is given in **Table 6.1.**

Table 6.1: Comparative position of expenditure incurred by the Government

(₹ in crore)

Particulars	2017-18	2018-19	2019-20	2020-21	2021-22
Revenue expenditure					
General services	43,451	54,364	56,186	60,144	65,406
Social services	53,064	65,687	68,313	74,009	85,054
Economic services	49,327	46,722	51,986	44,156	59,330
Grants-in-aid and Contribution	-*	-**	-***	-****	-*****
Total (A)	**1,45,842**	**1,66,773**	**1,76,485**	**1,78,309**	**2,09,790**
Capital and other expenditure					
Capital Outlay	20,623	19,638	14,718	15,271	24,152
Loans and Advances disbursed	1,334	1,113	2,255	491	621
Payment of Public Debt[1]	11,674	16,915	20,032	41,023	56,128
Contingency Fund	-	-	-	-	500
Public Accounts disbursement	1,47,088	1,60,570	1,79,741	1,99,229	2,40,110
Total (B)	**1,80,719**	**1,98,236**	**2,16,746**	**2,56,014**	**3,21,511**
Grand Total (A+B)	**3,26,561**	**3,65,009**	**3,93,231**	**4,34,323**	**5,31,301**

Source: Audit Reports on State Finances of the respective years.
* ₹ 11 lakh only, ** ₹ 9 lakh only, *** ₹ 7 lakh only, **** ₹ 7 lakh only, ***** ₹ 4 lakh only.

6.2 Authority for Audit

The authority for Audit by the Comptroller and Auditor General of India (CAG) is derived from Articles 149 and 151 of the Constitution of India and Section 13, 14, 15 & 17 of the CAG's (Duties, Powers and Conditions of Service) Act, 1971. Principles and methodologies for various audits are prescribed in the Regulations on Audit and Accounts, 2007, as amended in 2020, and the Auditing Standards, 2017 issued by the CAG.

1 Including Ways & Means Advances and Overdraft.

6.3 Audit Planning and conduct of Audit

The Office of the Principal Accountant General (Audit-I), Rajasthan conducts audit of Government Departments/Offices/Autonomous Bodies/ PSUs/Institutions under the General and Social Sector, under the directions of the CAG. During 2021-22, financial and compliance audits of the selected units under various General and Social Sector Departments, Autonomous Bodies, PSUs and externally aided projects of the GoR were conducted by audit teams of the office of the Principal Accountant General (Audit-I), Rajasthan, Jaipur.

The audit process starts with an assessment of risk exposure of various Government Departments/Organisations/Autonomous Bodies and schemes/ projects, etc. Risk assessment is based on expenditure, criticality/complexity of activities, level of delegated financial powers and assessment of overall internal controls and the concerns of stakeholders. Audit findings during previous years are also considered in this exercise.

After completion of audit of each unit, Inspection Reports (IRs) containing audit findings are issued to the Heads of the units/departments with the request to furnish replies on audit findings within one month of receipt of the Inspection Report. When the 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.

During 2021-22, 10,023 mandays (for financial audit and compliance audit) were used for audit of 533 units (out of the 24,550) of General and Social Sector Departments (except Panchayati Raj Institutions and Urban Local Bodies). The audit plan covered those units/entities, which were vulnerable to significant risk, as per the risk assessment.

6.4 Response of the Government/ Departments to Audit observations

6.4.1 The draft paragraphs are forwarded to the Principal Secretaries/ Secretaries of the departments concerned, drawing their attention, for their response. 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. Accordingly, draft paragraphs proposed for inclusion in this report, were forwarded to the Principal Secretaries/Secretaries concerned. The responses of the concerned departments wherever received, have been suitably incorporated in the Report.

6.4.2 Rule 327 (1), read with Appendix 6 of General Financial and Accounts Rules prescribes the retention period of various accounting records, which ranges between one and three years after Audit by Accountants General.

Inability of the departmental officers to furnish compliance of the audit observations in Inspection Reports results in non-settlement of IR paragraphs. As of September 2022, there were 6,171 IRs containing 27,119 paragraphs,

issued during the period from 1998-99 to 2021-22 which were pending for settlement. Year-wise pendency is given in **Table 6.2.**

Table 6.2: Details of IRs and Paragraphs pending for settlement

S.No.	Year	IRs	Paragraphs
1	Up to 2014-15	3,097	8,945
2	2015-16	655	2,638
3	2016-17	502	2,254
4	2017-18	302	1,925
5	2018-19	499	3,090
6	2019-20	656	4,590
7	2020-21	306	2,254
8	2021-22 (issued up to March 2022)	154	1,423
Total		**6,171**	**27,119**

The GoR issued (May 1997) instructions to all the departmental officers for sending first reply to IRs within a month and replies to further audit observations within a fortnight, to ensure early settlement of outstanding paragraphs in IR. These instructions have been reiterated from time to time. The instructions issued in March 2002 envisaged appointment of nodal officers and Departmental Committee in each Administrative Department for ensuring compliance to all the matters relating to audit.

Detailed analysis of IRs issued to two departments was carried out to study the pendency of responses to the paragraphs brought out in the IRs. Analysis of the IRs of various units of Tribal Area Development Department (90 IRs) and Technical Education Department (104 IRs) revealed that 1,131 paragraphs pertaining to 194 IRs were outstanding as on 30 September 2022. Category-wise details of irregularities commented in IRs are given in ***Appendix 6.2.*** It was noticed that the first compliances, which had to be submitted to Audit within one month of issue of IRs, were received with an average delay of 15 months (ranging from 04 days to 137 months) in respect of 191 IRs[2] and first compliance of one IR[3] is yet to be received.

The Government should look into the matter and ensure that procedures exist for (a) taking action against the officials who failed to send replies to IRs/paragraphs as per time schedule, (b) taking action to recover loss/outstanding advances/overpayment in time bound manner and (c) revamping the system to ensure prompt and proper response to audit observations.

6.5 Follow-up on Audit Reports

The Finance Department of the GoR decided (December 1996) that Action Taken Explanatory Notes (ATENs) on all paragraphs/performance audits that have appeared in Audit Reports be submitted to the Public Accounts

2 Total 191 IRs where first compliance was received with delays-Technical Education Department: 103 IRs (09 days to 137 month), Tribal Area Development Department: 88 IRs (04 days to 107 months).

3 First compliance of IR of Vidya Bhavan College, Udaipur (Technical Education Department) for the period April 2007 to March 2013 was not received.

Committee (PAC), duly vetted by Audit, within three months from the date of laying of the Reports in the State Legislature.

A total of 54 compliance audit paragraphs that featured in the Reports of the Comptroller and Auditor General of India on Expenditure Sector (erstwhile General and Social Sector) for the years ended 31 March 2017, 2018, 2019, 2020 and 2021 were placed before the State Legislature between 05 September 2018 and 22 September 2022. ATENs on eight paragraphs were received within prescribed time and ATENs on 46 paragraphs were received late with an average delay of 03 to 04 months.

The PAC discussed 29 selected paragraphs pertaining to the Audit Reports for the years from 2016-17 to 2019-20 and its recommendations on these 29 paragraphs were incorporated in 19 PAC Reports (pertaining to 18 departments) up to September 2024.

6.6 Coverage of this part of the Report

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, which had impacted the success of programmes and functioning of the departments. Similarly, the deficiencies noticed during compliance audit of the government departments/organizations were also reported.

The current report brings out deficiencies in critical areas, which impact the effectiveness of the GoR. Some important findings of compliance audit paragraphs have been reported in Chapter VII.

CHAPTER-VII
COMPLIANCE AUDIT OF EXPENDITURE SECTOR

CHAPTER-VII:
COMPLIANCE AUDIT OF EXPENDITURE SECTOR

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

Youth Affairs and Sports Department

7.1 Purchase of Automatic Electronic Target Scoring Systems in shooting range

The State of Rajasthan had one shooting range at Jaipur and for its upgradation to international standards, the Rajasthan State Sports Council (Council) decided to procure Automatic Electronic Target Scoring Systems in 2016. In the budget for 2018-19, the State Government had allocated ₹ 5 crore for the purchase of the Automatic Electronic Target Scoring Systems in compliance to the Chief Minister's budget announcement.

In 2016, the Council had identified M/s SIUS AG Switzerland (Firm) for single source procurement of the Automatic Electronic Target Scoring Systems as the firm was the only distributor of Automatic Electronic Target Scoring Systems approved by National Rifle Association of India (NRAI) and International Shooting Sports Federation (ISSF).

The Firm submitted its proposal in April 2016 and offered Automatic Electronic Target Scoring Systems consisting of 10M (16 sets), 25M (5 sets) and 50M (5 sets) targets, at a total price of CHF 2,59,004 (in Swiss Franc) (equivalent to ₹ 1.80 crore[1]).

In May 2016, after negotiations with the firm's agent in India (M/s Gem International), price was further reduced to CHF 2,56,100 (₹ 1.72 crore[2]), which the Firm claimed was lower than that offered to Kerala Sports Council. However, the Council did not place order.

After negotiating three times (August 2016, February 2017 and June 2017) with the firm, in October 2017, during the meeting of the firm with the Sports Minister, the firm was asked to quote its price in INR, and to offer 2 years of free comprehensive AMC and 5 years of warranty on additional charge. The firm agreed and quoted ₹ 1.68 crore.

1 CHF 2,59,004*₹ 69.5363 (exchange rate on 06 April 2016) = ₹ 1.80 crore.
2 CHF 2,56,100*₹ 67.3428 (exchange rate on 27 May 2016) = ₹ 1.72 crore.

Supply order was placed to the Firm on 05 April 2018, for ₹ 1.88 crore (inclusive of IGST ₹ 0.20 crore) for 16 sets of 10 M, 5 sets of 25 M and 5 sets of 50 M targets. However, the Letter of Credit[3] (LC) could not be opened even after more than a year because of the Council's lack of understanding of the import purchase process. The firm sent (September 2019) a draft contract agreement, but the Council did not sign it, as it was different from the draft agreement prescribed in the GF&AR (Rule 68)[4] which was enclosed in the RFP initially sent to the firm in April 2016. Banks could not open LC without the agreement.

After three years of efforts, the whole procurement process was cancelled on 05 November 2019. Audit noted that the grounds for cancellation of the procurement process viz: draft contract agreement was different from the one sent by the firm, non-signing of contract agreement within 15 days of LoA, bid evaluation took 3 years is violation of Rule 40 of RTPP Rules and actual cost negotiated was higher than estimated cost notified in SPP portal etc, were arbitrary as the agreement was drafted by the firm as per international practice and further rules do not say that if the time-frame is not adhered to, the process should be cancelled.

Thus, the tendering process took three and a half years from April 2016 till its cancellation in November 2019. After the first round of negotiations in May 2016, when the purchase was finalised for ₹ 1.72 crore, contract was not signed with the firm. Instead, many rounds of negotiations were held for the next two years before placing order with the firm.

After cancellation of the tendering in November 2019, the Council again obtained estimate from the firm (M/s Gem International, Indian agent to M/s SIUS AG Switzerland). The firm submitted an estimate of ₹ 4.91 crore in February 2020. In August 2020, the Council decided to initiate a fresh procurement process and invited bid in March 2021, but due to Covid wave, bids could not be opened, and the tender was cancelled again in September 2021.

In September 2021, NIT was again issued with an estimated price of ₹ 4.97 crore and M/s SIUS AG Switzerland was again the sole bidder with a quote of ₹ 5.84 crore. In January 2022, negotiations were held with the firm, which gave a final offer of ₹ 5.43 crore. The evaluation committee found this price to be much higher than the estimated price of ₹ 4.97 crore and cancelled the tender again in July 2022.

Audit finds this evaluation by the Committee to be incorrect. The price of ₹ 4.91 crore was estimated by the firm in February 2020 when the value of

3 LCs are operated based on a Contract Agreement which is a legally binding document between the two parties. Supply orders are formal offers issued to a seller, expressing the consent to purchase an amount of goods for an agreed price.

4 RTPP Rules also prescribe the use of Contract Agreement form.

1 CHF was ₹74.00. The value of this estimate on the bid submission date (October 2021) was ₹ 5.50 crore as the rate of exchange at that time was 1 CHF = ₹ 82.92. At this exchange rate, the bid price of the firm was ₹ 5.43 crore, which was less than the estimated price.

In January 2023, the Council initiated re-tendering for the fourth time and issued NIT for 31 sets of 10 M, 10 sets of 25 M and 10 sets of 50 M targets. The quantities were increased in comparison to supply order issued in April 2018 on demand of Rajasthan Rifles Association. In February 2023, the supply order was issued to the firm M/s Gem International at the negotiated price of ₹ 5.34 crore. The Automatic Electronic Target Scoring Systems has been installed by the firm in July 2023. But the Joint physical verification conducted by Audit (October 2023) found that 25 meter (10 sets) and 50 meter (10 sets) shooting targets were not being used due to non-installation of safety features of equipment.

The above facts show that the procurement of the Automatic Electronic Target Scoring Systems was conducted very inefficiently, as the Council took a long time in decision making at each stage. The procurement was also grossly mismanaged due to lack of procurement capability.

These cancellations and re-tenderings were arbitrary and served no purpose except to increase the cost of purchase of the same set of items[5] from ₹ 3.69 crore in April 2018 to ₹ 5.34 crore in February 2023 which was ₹ 1.65 crore higher.

Most importantly, the multiple rounds of negotiations held with the vendor were a violation of Rule 69(1), (2) and (5) of RTPP[6] which prohibits negotiations except in exceptional situations, like unreasonably higher price.

The State Government in its reply (March 2023) accepted the facts and audit observations.

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5 Cost of 31 sets of 10 M target, 10 sets of 25 M target and 10 sets of 50M targets is calculated based on the offer price of April 2018.

6 Rule 69 (1) Except in case of procurement by method of single source procurement or procurement by competitive negotiations, to the extent possible, no negotiations shall be conducted after the pre-bid stage. All clarifications needed to be sought/shall be sought in the pre-bid stage itself.

(2) Negotiations may, however, be undertaken only with the lowest or most advantageous bidder under the following circumstances-

(a) when ring prices have been quoted by the bidders for the subject matter of procurement; or

(b) when the rates quoted vary considerably and considered much higher than the prevailing market rates.

(5) Negotiations shall not make the original offer made by the bidder inoperative. The bid evaluation committee shall have option to consider the original offer in case the bidder decides to increase rates originally quoted or imposes any new terms or conditions.

It is pertinent to mention that the State Government expedited the procurement process after audit pointed out the flaws in the procurement process and recommended corrective action in February 2023.

Medical Education Department

7.2 Lack of timely action by the department resulted in non-recovery of Government dues

Medical Superintendent, Sawai Man Singh (SMS) Hospital, Jaipur entered into an agreement (July 2007) with M/s Imaging Super Consultant Private Limited (Licensee), Jaipur for installation and operation of 'Linear Accelerator Machine' meant for treating cancer patients. Patients would be referred by SMS Hospital for treatment. There are ten[7] types of treatment to be given by the licensee using this machine. The period of agreement was ten years from the date of the commissioning/operation (April 2009) of the facility.

As per clause 7 of the agreement, 21.21 *per cent* share of the total revenue collected would have to be paid by the licensee to Rajasthan Medicare Relief Society (RMRS) every month. As per clause 8, upto 20 *per cent* of the cases referred by SMS Hospital to the licensee would be treated free[8] under the RMRS scheme.

The percentage would be calculated for each treatment separately. If the number of free cases was more than 20 *per cent*, RMRS would pay for the excess cases and if the free cases were less than the mandatory 20 *per cent*, the licensee would pay back the amount to RMRS for the shortage every six months.

The licensee carried out tests for 9,384 cases referred by the hospital authorities between April 2013 and January 2019. Out of these, only 1,474 cases (15.70 *per cent*) were referred by the hospital authorities as free cases. Since this was less than 20 *per cent* cases, the licensee was to pay ₹ 1.47 crore[9] for shortfall of 402 free cases to RMRS (details given in ***Appendix 7.1***). However, the licensee failed to make the payment (August 2022). Also, details of tests undertaken during the period February 2019 to April 2019 were not provided by the licensee.

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7 Ten modalities: Intensity Modulated Radiation Therapy (IMRT) with Computer Treatment Planning; 3D Conformal Radiotherapy (3DCRT); Complete Treatment Planning on 3DTPS (3DTPS); RECT/Stereotactic Prostate Radiation Therapy (SPRT); Cetuximab (CET); Stereotactic Radio Surgery (SRS); Image-guided radiation therapy (IGRT); Stereotactic radiotherapy (SRT); Concurrent chemoradiotherapy (CCRT) and Complex Palliative Treatment (CPRT).

8 RMRS provides free health services to BPL, Heirless, Widow, HIV positives, *Astha* card holder, *Sahariya* Jati, Prisoners, Haemophilia and Thalassemia patients, Pensioner and Senior Citizens.

9 Shortfall for 117 cases of IMRT: ₹ 1.17 crore, 65 cases of 3DCRT: ₹ 16.25 lakh, 4 cases of CET: ₹ 0.60 lakh, 9 cases of CPRT: ₹ 0.68 lakh, 217 cases of 3DTPS: ₹ 10.85 lakh, 1 case of IGRT: ₹ 1.10 lakh, 1 case of SRT: ₹ 0.75 lakh, 1 case of CCRT: ₹ 0.23 lakh; Excess for 13 cases of RECT/SPRT : ₹ 0.65 lakh. Net 402 cases: ₹ 1.47 crore.

Audit noted that the shortfall in free cases occurred since April 2013. However, RMRS issued notices of shortfall of free cases to the licensee, in June 2018 and August 2019. It is pertinent to mention that this issue had been raised earlier in CAG's Audit Report (General and Social Sector) 2013-14, Government of Rajasthan on which the PAC had directed the Department to recover the pending amount from the licensee. While the Department recovered/adjusted the pending amount highlighted in the report on the instructions of PAC, it failed to prevent the recurrence of the lapse.

Further, as per clause 7 of the agreement, the licensee was supposed to pay 21.21 *per cent* of the total revenue to RMRS on monthly basis. Scrutiny of records revealed that the licensee earned total revenue of ₹ 19.44 crore during the period April 2013 to January 2019. After deducting the TDS and refunds on account of non-conducting of certain tests, the licensee was required to pay ₹ 3.63 crore as per the agreement. However, the licensee had paid only ₹ 2.62 crore to RMRS. The licensee was required to pay remaining amount of ₹ 1.01 crore. Further, RMRS adjusted recovery of ₹ 84.80 lakh pointed out by audit in earlier CAG's Audit Report against the amount of ₹ 1.08 crore due to the firm for treatments undertaken under Bhamashah Swasthya Bima Yojana (BSBY). Thus, after adjusting the remaining revenue of ₹ 23.50 lakh payable to licensee under BSBY, the outstanding amount towards 21.21 *per cent* share was ₹ 0.77 crore (details given in ***Appendix 7.2***). It was further observed that the licensee did not pay any amount to RMRS for 20 months from May 2016 to December 2017 despite regular collections from the patients. However, RMRS issued notices to the licensee in this regard only from October 2017 onwards.

These instances reflect weak monitoring of the terms of the agreement by the Department. Even after taking a much delayed cognizance of the breach of agreement conditions, the Department, instead of initiating action under clause 9 of the agreement to terminate the contract, allowed the licensee to continue collecting the revenue.

The State Government while accepting the facts stated (August 2022) that ₹ 2.24 crore[10] is to be recovered from the firm and notice for recovery of outstanding amount has been issued to the firm in June 2022. Medical Superintendent, SMS Hospital stated (03 June 2024) that security deposit of ₹ 11.17 lakh of the firm has been forfeited and deposited (June 2023) in the account of RMRS, Jaipur. Efforts to recover the remaining amount of ₹ 2.13 crore are being made.

Thus, during the period April 2013 to January 2019, the department failed to collect the outstanding dues aggregating to ₹ 2.13 crore from the licensee as per the terms of the agreement. Also, details of tests undertaken during the period

10 ₹ 1.47 crore in lieu of the shortfall of free cases and ₹ 0.77 crore revenue share as per agreement.

February 2019 to April 2019 by the licensee could not be obtained by GoR. Lackadaisical approach, weak monitoring and lack of timely and necessary action resulted in non-realisation of government revenue and undue monetary benefit to the licensee.

JAIPUR,
The 21 April, 2025

(SATISH KUMAR GARG)
Principal Accountant General
(Audit-I), Rajasthan

Countersigned

NEW DELHI,
The 30 April, 2025

(K. SANJAY MURTHY)
Comptroller and Auditor General of India

APPENDICES

Appendix 2.1

(Refer Paragraph 2.3.7.2)

Summary of deficiencies noticed during Centralized audit

(₹ in crore)

Audit Dimension	Cases where reply received		Cases yet to be examined by Department		Department reply accepted by Audit						Compliance deviations							
					Data entry errors		Action taken before query		Other valid explanations		Recovery made or SCN issued[1]		ASMT-10/Notice/ DRC-01A issued		Department's reply not acceptable to Audit (Rebuttal)		Total	
	No.	Amount	No.	Amount	No.	Amount	No.	Amount	No.	Amount	No.	Amount	No.	Amount	No.	Amount	No.	Amount
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
ITC mismatch between GSTR 2A and GSTR 3B (D1)	50	205.91	10	35.49	5	17.66	7	23.6	6	24.33	1	1.53	21	103.3	0	0	22	104.83
ITC availed under RCM versus payment of tax in GSTR 3B/ GSTR 9 (D2)	48	30.3	4	1.77	10	5.98	5	0.79	1	0.55	0	0	28	21.21	0	0	28	21.21
RCM ITC availed without payment (D3)	47	29.76	4	1.65	11	6.19	4	0.5	2	0.67	0	0	26	20.75	0	0	26	20.75
Incorrect availment of ISD credit (D4)	50	12.87	8	3.16	17	4.11	1	0.15	0	0	1	0.1	22	5.21	1	0.14	24	5.45
Reconciliation between ITC availed in Annual returns with expenses in financial statements(D5)	47	1686.59	10	235.55	5	69.81	2	30.73	20	819.53	0	0	10	#	0	0	10	#
Mismatch of ITC availed between Annual returns and Books of accounts (D6)	50	463.93	6	7.64	5	29.85	3	3.47	14	18.9	0	0	22	$	0	0	22	$
Mismatch in turnover declared in GSTR 9C Table 5R (D7)	50	-[2]	11	-	0	-	0	-	12	-	0	-	27	-	0	-	27	-

1 Recovery made of ₹ 1.87 crore in 19 cases and SCN issued of ₹ 25.88 crore in 31 cases.

\# Compliance deviation of unreconciled ITC in table 14T of GSTR- 9C ₹ 530.97 crore.

$ Compliance deviation of unreconciled ITC in table 12F of GSTR- 9C ₹ 404.07 crore.

2 Total unreconciled turnover (TO) in table 5R of GSTR 9C in the 50 cases is ₹ 5889.32 crore, out of which mismatched TO of ₹1342.73 crore in 11 cases is yet to be examined by Department, in 12 cases involving mismatched TO of ₹ 672.36 crore valid explanations were provided by the Department and the deviations in the remaining 27 cases involving mismatched TO of ₹ 3874.23 crore have been accepted by Department.

Audit Dimension	Cases where reply received		Cases yet to be examined by Department		Department reply accepted by Audit						Compliance deviations							
					Data entry errors		Action taken before query		Other valid explanations		Recovery made or SCN issued[1]		ASMT-10/Notice/ DRC-01A issued		Department's reply not acceptable to Audit (Rebuttal)		Total	
	No.	Amount	No.	Amount	No.	Amount	No.	Amount	No.	Amount	No.	Amount	No.	Amount	No.	Amount	No.	Amount
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
Mismatch in taxable turnover declared in GSTR 9C Table 7G(D8)	50	-[3]	8	-	4	-	0	-	7	-	5	-	26	-	0	-	31	-
Mismatch in taxpaid between books of accounts and returns(D9)	48	45.72	3	1.64	4	2.78	5	2.12	4	4.15	10	1.36	22	33.67	0	0	32	35.03
Unsettled liabilities (D10)	39	188.85	14	75.64	2	3.89	2	13.80	2	20.15	7	21.64	12	53.73	0	0	19	75.37
Composition taxpayer also availing e-commerce facility (D11)	26	0	4	0	0	0	0	0	9	0	3	0	10	0	0	0	13	0
GSTR 3B was not filed but GSTR 1 is available (D12)	50	0	13	0	0	0	1	0	5	0	9	0	22	0	0	0	31	0
Short payment of interest(D13)	50	12.48	9	2.1	0	0	0	0	1	0.13	14	3.12	25	6.97	1	0.16	40	10.25
Total	**605**	**2,676.41**	**104**	**364.64**	**63**	**140.27**	**30**	**75.16**	**83**	**888.41**	**50**	**27.75**	**273**	**244.84**	**2**	**0.3**	**325**	**272.89**

3 Total unreconciled taxable turnover (TO) in table 7G of GSTR 9C in the 50 cases is ₹ 3,138.42 crore, out of which mismatched TO of ₹259.52 crore in eight cases is yet to be examined by Department, mismatched TO of ₹ 64.87 crore in four cases was due to data entry error, in seven cases involving mismatched TO of ₹ 322.34 crore valid explanations were provided by the Department and deviations in the remaining 31 cases involving mismatched TO of ₹ 2491.69 crore have been accepted by Department.

Appendix 2.2 (A)

(Refer Paragraph 2.3.7.3 (a))

ITC mismatch between GSTR 2A and GSTR 3B

S.N.	GSTIN	State Jurisdiction	ITC as per GSTR 3B col. 4(A)(5)	ITC reversed as per table 4(B)(2) of GSTR-3B	sum of all taxes in GSTR 9 as per col. 8 (c)	Total ITC Claimed (Col.D-Col.E+Col.F)	Total of GSTR 2A for b2b supply Col 3 of 2A	Total of all taxes as per GSTR net 2A, Col 4 of 2A	As per col. 5 of GSTR2A	Total ITC available according to 2A (Col.H+Col.I+Col.J)	Excess ITC availed (Col.G-Col.K)
A	B	C	D	E	F	G	H	I	J	K	L
1	08AAFCG9082L1Z0	Circle-G, Jaipur IV, AC / CTO Ward	116551736	0	67960	116619696	92160448	202844	-46019	92317274	2,43,02,422
2	08AADCC5109J1ZQ	Circle-G, Jaipur IV, - Ward-I	391489975	341401	310312	391458886	274664327	39785	1638625	276342738	11,51,16,148
3	08AACCH1274J1ZK	Circle-N, Jaipur III, AC / CTO Ward	332561937	0	463926	333025863	270660241	0	-58660	270601581	6,24,24,282
4	08AAACL6442L1ZA	Circle-N, Jaipur III	2204645632	0	64667959	2269313591	2086502846	840339	-17005869	2070337315	19,89,76,276
5	08AAACE0078P1ZD	Circle-N, Jaipur III	1175864536	0	52975630	1228840166	1196969387	39029	806331	1197814747	3,10,25,419
6	08AAAGC0017Q2ZH	Circle-D, Bikaner	326179067	0	0	326179067	262253633	567	-4422479	257831721	6,83,47,346
7	08ACIFS5325G1Z0	Circle-B, Sikar, Jaipur IV, - Ward-II	55378631	0	0	55378631	39233458	0	-5878	39227580	1,61,51,051
8	08ADMPC4705D1ZX	Circle-B, Sikar, Jaipur IV, AC / CTO Ward	17331288	0	0	17331288	527048	0	0	527048	1,68,04,240
9	08AADCB2008D1ZC	Circle-C, Jaipur I, AC / CTO Ward	22135888	0	31367370	53503258	27766081	16391	-121783	27660688	2,58,42,570
10	08AAVCS8021P1ZF	Circle-C, Jaipur I, AC / CTO Ward	24885673	0	902823	25788496	11225486	0	-26552	11198934	1,45,89,562
11	08AEFPR6781L1ZQ	(Circle-A, Udaipur, AC / CTO Ward	32115847	0	27881	32143728	12395188	0	-413	12394775	1,97,48,953
12	08AAFCR0446M1Z5	Circle-Jhunjhunu, Bikaner	317033501	0	0	317033501	302845870	0	-387622	302458248	14575,253
13	08AAACT0686N1ZW	Circle-I, Jaipur III, - Ward-I	729739836	35280	0	729704556	707340089	0	221176	707561265	22143,291
14	08AADCS0472N1Z2	Circle-I, Jaipur III, - Ward-II	314522651	1497610	29923398	342948439	213507113	32611	-6645870	206893854	136054,585

S.N.	GSTIN	State Jurisdiction	ITC as per GSTR 3B col. 4(A)(5)	ITC reversed as per table 4(B)(2) of GSTR-3B	sum of all taxes in GSTR 9 as per col. 8 (c)	Total ITC Claimed (Col.D-Col.E+Col.F)	Total of GSTR 2A for b2b supply Col 3 of 2A	Total of all taxes as per GSTR net 2A, Col 4 of 2A	As per col. 5 of GSTR2A	Total ITC available according to 2A (Col.H+Col.I+Col.J)	Excess ITC availed (Col.G-Col.K)
A	B	C	D	E	F	G	H	I	J	K	L
15	08AAFCR1929K1Z3	Circle-I, Jaipur III, AC / CTO Ward	254325104	0	0	254325104	238805068	-409540	-235202	238160326	16164,778
16	08AAXCS0910P1ZN	A Jaipur IV	36225340	0	588029	36813369	14483455	0	0	14483455	22329,914
17	08ADQPK6623E1ZE	A, Ajmer	14864278	0	15014632	29878910	14590163	0	-8218	14581945	15296,965
18	08ADJPP6148E1ZC	Circle-B, Kota, AC / CTO Ward	18760370	0	19242092	38002462	18624819	0	1169	18625989	19376,473
19	08AAKCA1961F1ZQ	Circle-B, Kota, AC / CTO Ward	87002481	27000	0	86975481	25169010	0	0	25169010	61806,471
20	08AAACM5489L1ZW	Circle A, Bhiwadi	368076036	0	0	368076036	341884137	37876	126074	342048086	26027,950
21	08AAACR0259D1ZQ	Circle A, Bhiwadi	182872373	0	0	182872373	144513620	0	-412489	144101131	38771,242
22	08AAACM8040P1Z3	Circle A, Bhiwadi	778205590	0	0	778205590	697150110	5458	-1379628	695775940	82429,650
Total											**1048304,841**

Appendix 2.2 (B)

(Refer Paragraph 2.3.7.3 (a))

ITC availed under RCM versus payment of tax in GSTR 3B/GSTR 9

S.No.	GSTIN	State Jurisdiction	Turnover of RCM as per 4(G) of GSTR 9	ITC of RCM as per 6(C) GSTR 9	ITC of RCM as per 6(D) GSTR 9	ITC of RCM as per 6(F) GSTR 9	r3_itc_imps	Total ITC of RCM 4(A)(3) of GSTR 3B	ITC claimed under RCM (Col.5+6+7, where GSTR-9 filed and Col.8+9)	Total tax paid under RCM 3.1 (d) of GSTR 3B	Excess ITC under RCM
1	2	3	4	5	6	7	8	9	10	11	12
1	08APDPS1961G1ZR	Circle-C, Jodhpur I, AC / CTO Ward	0	1635581	0	0	0	1635581	1635581	0	1635581
2	08AAACW1337M1Z5	Circle-C, Jodhpur I, AC / CTO Ward	127533644	7311988	0	0	0	7311988	7311988	6327180	984808
3	08AAJFT9023H1ZX	Circle-G, Jaipur IV, - Ward-I	0	0	0	1046287	0	0	1046287	0	1046287
4	08AABFR2507C1ZQ	Circle-B, Udaipur, AC / CTO Ward	1935928	98416	0	21090552	0	106885	21188968	106883	21082085
5	08ABEFA5297L1ZY	Circle-C, Bhiwadi, AC / CTO Ward	11029600	3275313	0	0	0	3275315	3275313	551480	2723833
6	08AAECS4917P1ZR	Circle-C, Bikaner	24920836	2361161	0	0	0	569301	2361161	1194813	1166348
7	08AADCH1906N1ZG	Circle-C, Jaipur I, AC / CTO Ward	9419240	0	1695464	0	0	0	1695464	0	1695464
8	08AABCB0916C1ZB	Circle-C, Jaipur I, AC / CTO Ward	10773692	1134137	0	4151924	0	1134047	5286061	1134137	4151924
9	08AARCS9459D1ZO	Circle-C, Jaipur I, AC / CTO Ward	5274124	1953333	0	0	0	830178	1953333	722247	1231086
10	08ABUPY0172G1Z4	Circle-E, Jaipur IV, AC / CTO Ward	3612474	180623	1526986	0	0	140614	1707609	181638	1525971
11	08AAJCS5263M1ZR	(Pali),(Circle-Sirohi),(Circle-Sirohi - Ward-IV Headquarter, Abu Road)	0	0	1781051	0	0	0	1781051	0	1781051
12	08ABUPB6717E1ZK	(Pali),(Circle-Sirohi),(Circle-Sirohi - Ward-IV Headquarter, Abu Road)	0	0	1148266	0	0	0	1148266	0	1148266
13	08AACCR5652A1ZN	(Pali),(Circle-Sirohi),(Circle-Sirohi, AC / CTO Ward)	33167632	14316116	0	0	0	2866651	14316116	3451748	10864368
14	08AACCA4856H1ZM	Circle-I, Jaipur III, AC / CTO Ward	0	0	1485559	0	0	0	1485559	0	1485559
15	08AGWPS9925N1Z0	Circle - Kishangarh, AC / CTO Ward	738946	0	44748	1143474	1035365	44748	1188222	44748	1143474
16	08AANCS6218A1ZF	A Jaipur-IV	15652420	3528912	0	0	0	2005367	3528912	2005367	1523545
17	08BMQPK0010D1ZJ	F Jaipur-III	0	0	2433949	0	0	0	2433949	0	2433949
18	08AQLPK0940L1ZL	Shahapura Jaipur-I	NULL	NULL	NULL	NULL	0	1210866	1210866	0	1210866

S.No.	GSTIN	State Jurisdiction	Turnover of RCM as per 4(G) of GSTR 9	ITC of RCM as per 6(C) GSTR 9	ITC of RCM as per 6(D) GSTR 9	ITC of RCM as per 6(F) GSTR 9	r3_itc_imps	Total ITC of RCM 4(A)(3) of GSTR 3B	ITC claimed under RCM (Col.5+6+7, where GSTR-9 filed and Col.8+9)	Total tax paid under RCM 3.1 (d) of GSTR 3B	Excess ITC under RCM
1	2	3	4	5	6	7	8	9	10	11	12
19	08AOOPR5883G1Z6	Shahapura Jaipur-I	NULL	NULL	NULL	NULL	0	1213932	1213932	0	1213932
20	08CHWPD3031M1Z0	Shahapura Jaipur-I	NULL	NULL	NULL	NULL	0	1727047	1727047	0	1727047
21	08AABCK4906F1ZQ	CTO Circle I, Jaipur I	NULL	NULL	NULL	NULL	0	2845944	2845944	906	2845038
22	08ADJPP6148E1ZC	Circle-B, Kota	142360	0	19242094	0	0	2233	19242094	7118	19234976
23	08AVVPK9777E1ZN	Circle A, Pali	376776	1210130	0	0	0	19562	1210130	20714	1189416
24	08AAACP1563C1ZT	Circle- Jaisalmer, AC / CTO Ward	NULL	NULL	NULL	NULL	113895952	145112272	259008224	145112256	113895968
25	08AACCA7721R1Z7	Circle-A, Bhiwadi, AC / CTO Ward	11765779	521948	0	7541959	0	368298	8063907	673470	7390437
26	08AAHCA7988H1Z2	Circle-A, Bhiwadi, AC / CTO Ward	19604500	13864	3045967	2816038	2816038	243793	5875869	3264210	2611659
27	08AABCS6963J1ZW	Circle-A, Bhiwadi, AC / CTO Ward	34451364	2497930	0	0	0	913643	2497930	933358	1564572
28	08AAACN6127E1ZP	Circle-A, Bhiwadi, AC / CTO Ward	19975470	2772034	0	0	0	1018012	2772034	1187873	1584161
Total											**212091671**

Appendix 2.2 (C)

(Refer Paragraph 2.3.7.3 (a))

RCM ITC availed without payment

S.N.	GSTIN	State Jurisdiction	Total tax of RCM 3.1 (d) of GSTR 3B	r3_itc_imps	Total ITC of RCM 4(A)(3) of GSTR 3B	ITC of RCM (Col 6C of GSTR-9)	ITC of RCM (Col 6D of GSTR-9)	ITC of RCM (Col 6F of GSTR-9)	Table 4G of GSTR 9	Excess ITC without payment
1	08AAACW1337M1Z5	Circle-C, Jodhpur I, AC / CTO Ward	6327181	0	7311988	7311988	0	0	6327180	984807
2	08APDPS1961G1ZR	Circle-C, Jodhpur I, AC / CTO Ward	0	0	1635581	1635581	0	0	0	1635581
3	08AAJFT9023H1ZX	Circle-G, Jaipur IV, - Ward-I	0	0	0	0	0	1046286	0	1046286
4	08AAFCR5544Q1ZO	Circle-B, Udaipur, AC / CTO Ward	1514	0	851286	851286	0	0	1514	849772
5	08AABFR2507C1ZQ	Circle-B, Udaipur, AC / CTO Ward	106883	0	106885	98416	0	21090552	118467	21070501
6	08ABEFA5297L1ZY	Circle-C, Bhiwadi, AC / CTO Ward	551480	0	3275315	3275315	NULL	NULL	551479	2723836
7	08AABCB0916C1ZB	Circle-C, Jaipur I, AC / CTO Ward	1134137	0	1134047	1134137	0	4151924	1134137	4151924
8	08ABUPY0172G1Z4	Circle-E, Jaipur IV, AC / CTO Ward	181638	0	140614	180623	1526986	0	180622	1526985
9	08AGVPG4807G1Z5	Kota, Circle-Jhalawar - Ward-II	0	0	911727	911727	0	0	0	911727
10	08AAJCS5263M1ZR	(Pali),(Circle-Sirohi),(Circle-Sirohi - Ward-IV Headquarter, Abu Road)	0	0	0	0	1781051	0	0	1781051
11	08ABUPB6717E1ZK	(Pali),(Circle-Sirohi),(Circle-Sirohi - Ward-IV Headquarter, Abu Road)	0	0	0	0	1148266	0	0	1148266
12	08AACCR5652A1ZN	(Pali),(Circle-Sirohi),(Circle-Sirohi, AC / CTO Ward)	3451749	0	2866651	14316116	0	0	3451747	10864367
13	08AAECB4903A1Z9	Circle-G, Jaipur III, - Ward-I	294847	887050	294848	NULL	NULL	NULL	NULL	887051
14	08AACCA4856H1ZM	Circle-I, Jaipur III, AC / CTO Ward	0	0	0	0	1485559	0	0	1485559
15	08AGWPS9925N1Z0	Circle - Kishangarh, AC / CTO Ward	44748	1035365	44748	0	44748	1143474	44748	1143474
16	08BMQPK0010D1ZJ	F Jaipur-III	0	0	0	0	2433950		0	2433950
17	08AQLPK0940L1ZL	Shahpura Jaipur-I	0	0	1210866	NULL	NULL	NULL	0	1210866
18	08CHWPD3031M1Z0	Shahpura Jaipur-I	0	0	1727047	NULL	NULL	NULL	NULL	1727047
19	08AOOPR5883G1Z6	Shahpura Jaipur-I	0	0	1213932	NULL	NULL	NULL	NULL	1213932
20	08AABCK4906F1ZQ	CTO Circle I, Jaipur I	906	0	2845945	NULL	NULL	NULL	NULL	2845039
21	08ADJPP6148E1ZC	Circle-B, Kota	7118	0	2233	0	19242094	0	7118	19234976
22	08AVVPK9777E1ZN	Circle A, Pali	20714	0	19562	1210130	0	0	20714	1189416
23	08AAACP1563C1ZT	Circle-Jaisalmer	145112272	113895952	145112272	NULL	NULL	NULL	NULL	113895952
24	08AAHCA7988H1Z2	Circle A, Bhiwadi	3264210	2816038	243793	13864	3045967	2816038	3264210	2611659
25	08AACCA7721R1Z7	Circle A, Bhiwadi	673470	0	368298	521948	0	7541959	673470	7390437
26	08AAACN6127E1ZP	Circle A, Bhiwadi	1187873	0	1018012	2772034	0	0	1187873	1584161
Total										**207548622**

Appendix 2.2 (D)

(Refer Paragraph 2.3.7.3 (a))

Incorrect availment of ISD credit

S. No.	GSTIN	State Jurisdiction	Year	ITC claimed in GSTR-3B under ISD credit	ITC claimed in GSTR-9 under ISD credit (Col. 6G of GSTR-9)	Table 5a of GSTR-6 filed by ISD	Table 8a of GSTR-6 filed by ISD	Table 9a of GSTR-6 filed by ISD	Excess ISD Credit
1	2	3	4	5	6	7	8	9	10
1	08CDYPK1410P1ZY	Circle-Jhunjhunu - Ward-III	2017-18	575340	575340	NULL	NULL	NULL	575340
2	08AABCH5055Q1Z4	Circle-C Kota - Ward-II	2017-18	7366670	3808800	2415840	NULL	NULL	1392960
3	08AAACH0812J1ZW	Circle - Shahjahanpur AC / CTO Ward	2017-18	55919652	55919652	34823095	NULL	NULL	21096557
4	08AAECV7170P1ZL	Circle-A Bhiwadi AC / CTO Ward	2017-18	1048559	1048559	NULL	NULL	NULL	1048559
5	08AINPB0354M1Z6	Circle-B Sikar Jaipur IV AC / CTO Ward	2017-18	1477402	1477402	NULL	NULL	NULL	1477402
6	08AAACL1954B1ZW	Circle-A Jaipur II AC / CTO Ward	2017-18	1675520	1675520	571072	NULL	NULL	1104448
7	08AAPCS6078Q1Z6	Circle-A Bhiwadi AC / CTO Ward	2017-18	1154242	1154242	NULL	NULL	NULL	1154242
8	08ABUPG7724J1Z3	Circle-A Jaipur II AC / CTO Ward	2017-18	1101508	1101508	NULL	NULL	NULL	1101508
9	08BPIPD5621Q1ZI	Circle-Chittorgarh AC / CTO Ward	2017-18	539540	539540	NULL	NULL	NULL	539540
10	08ACDPT6227B1ZQ	Circle-A Bhilwara - Ward-I	2017-18	715589	715589	NULL	NULL	NULL	715589
11	08ABDPJ5662M1ZA	Circle-B Udaipur AC / CTO Ward	2017-18	2810333	2810333	NULL	NULL	NULL	2810333
12	08AAGCM8122L1Z6	Circle-C Jaipur I AC / CTO Ward	2017-18	2891376	2891376	1031854	NULL	NULL	1859522
13	08AADCE4925E1ZT	Circle - Shahjahanpur AC / CTO Ward	2017-18	3302604	3302607	2341105	NULL	NULL	961499
14	08AAOFS2084A1Z8	Circle-B Udaipur AC / CTO Ward	2017-18	638093	638093	NULL	NULL	NULL	638093
15	08AACCS4797D1Z4	Circle-A Bhiwadi AC / CTO Ward	2017-18	1312854	1410960	NULL	NULL	NULL	1312854
16	08BEQPS4084D1Z2	Circle B -Pali AC / CTO Ward	2017-18	1326668	1326668	NULL	NULL	NULL	1326668
17	08AAOFN2658R1ZA	Circle-Bundi Ward - Circle-Bundi - Ward-II	2017-18	763893	763893	NULL	NULL	NULL	763893
18	08ABMPD1117G1Z2	Circle-C Bikaner AC / CTO Ward	2017-18	435130	435130	NULL	NULL	NULL	435130
19	08AAACE7582J1ZA	Circle-B Bhilwara - Ward-II	2017-18	7845853	NULL	5996980	NULL	NULL	1848873
20	08ABLFS2104H1ZA	Circle-C Kota AC / CTO Ward	2017-18	5051356	5051356	NULL	NULL	NULL	5051356
21	08AAACL6442L1ZA	Circle-I Jaipur III AC / CTO Ward	2017-18	47380832	47380832	42671972	NULL	NULL	4708860
22	08AAACV8389C1Z1	Circle - Makrana AC / CTO Ward	2017-18	612134	612134	NULL	NULL	NULL	612134
23	08AJXPS0733J1ZK	Circle-E Jaipur III AC / CTO Ward	2017-18	596423	596423	NULL	NULL	NULL	596423
Total									**53131783**

Appendix 2.2 (E)

(Refer Paragraph 2.3.7.3 (a))

Unreconciled ITC in Table 14T of GSTR-9C

S. N.	GSTIN	State Jurisdiction	ITC claimed in Annual Return 9C(14S)	eligible ITC 9C(14R)	Un-reconciled ITC 9C(14T)
1	08AAGCP9214Q1ZQ	Circle B -Pali - Ward-II	277825219	0	277825219
2	08AABCD9335M1Z9	Circle-N, Jaipur III, AC / CTO Ward	135651985	0	135651985
3	08AANCS4504R1ZN	Circle-N, Jaipur III, AC / CTO Ward	130031764	0	130031764
4	08AAECP4708K1Z7	Circle-A Bhilwara	229555320	0	229555320
5	08AADCG3235B1Z4	Circle-C, Jaipur I, AC / CTO Ward	260015560	0	260015560
6	08AAFFS2927K1ZW	Circle-C, Jaipur I, AC / CTO Ward	185064170	0	185064170
7	08AAACM9401C1ZV	Circle-E, Jaipur III, AC / CTO Ward	133774067	0	133774067
8	08AAACC9762A1ZT	Circle-C, Kota, AC / CTO Ward	5537379731	1899371927	3638007804
9	08AELPV5424N1ZQ	CTO Circle I, Jaipur I	192415152	0	192415152
10	08AAACN6127E1ZP	Circle A, Bhiwadi	127387113	0	127387113
Total					**5309728154**

Appendix 2.2 (F)

(Refer Paragraph 2.3.7.3 (a))

Mismatch of ITC availed between Annual returns and Books of accounts

S. N.	GSTIN	State Jurisdiction	Mismatch in ITC availed (ITC as per Table 12 F of GSTR 9C)
1	08AAACI5139B1ZY	Circle-C, Jaipur III, - Ward-I	32208855
2	08AQAPA8752D1Z5	Circle-C, Jodhpur I, AC / CTO Ward	10104057
3	08AADFU2915M1ZW	Circle-D, Jaipur III, AC / CTO Ward	23232428
4	08AAACI7990L1ZY	Circle-H, Jaipur III, AC / CTO Ward	10039868
5	08AABCT1296R1ZN	Circle-J, Jaipur III, AC / CTO Ward	8862179
6	08ADZPA1697H1Z1	Circle-B, Udaipur, AC / CTO Ward	12399122
7	08AACCR8969E1ZX	Circle-C, Jaipur II	8944752
8	08AAACJ2238E1ZX	Circle-C, Bhiwadi, AC / CTO Ward	29783330
9	08AAACM0405A1ZD	Circle-C, Bhiwadi, AC / CTO Ward	15216731
10	08AAACS0206P1ZD	Circle-C, Bhiwadi, AC / CTO Ward	11670149
11	08AACCS0255J1ZE	Circle-A, Bhilwara, AC / CTO Ward	8648750
12	08AAACC9762A1ZT	Circle-C, Kota, AC / CTO Ward	3639963610
13	08AABCG3707A1Z7	Circle-C, Kota, AC / CTO Ward	102015583
14	08ACLPK0524G1ZT	Circle-G, Jaipur III	7909228
15	08AABCR7436B1ZK	Circle-I, Jaipur III, - Ward-I	53223908
16	08AAIFT0891J1ZR	Circle-I, Jaipur III, AC / CTO Ward	14296204
17	08AACCD5740R1Z5	Circle-I, Jaipur III, AC / CTO Ward	12505682
18	08AAFCB0525K1ZT	Circle-I, Jaipur III, AC / CTO Ward	9742817
19	08AADCB0274F1Z0	Circle-I, Jaipur III, AC / CTO Ward	8653445
20	08AAHCR3870P1ZN	B Jaipur-III	7623505
21	08AADCB2110L1Z0	Circle-B, Kota	6699552
22	08AAACH0156K1ZP	Circle A, Bhiwadi	6919362
Total			**4040663117**

Appendix 2.2 (G)

(Refer Paragraph 2.3.7.3 (a))

Unreconciled turnover in Table 5R of GSTR-9C

S.N.	GSTIN	State Jurisdiction	Table 5 (P) of GSTR 9C	Table 5 (Q) of GSTR 9C	Mismatch in turnover Table 5 (R) of GSTR 9C
1	08AAECG1174A1Z3	Circle-C, Jaipur III, AC / CTO Ward	917769416	240162032	677607384
2	08ABDPK8467H1ZB	Circle-C, Jaipur III	1104822540	563027346	541795194
3	08AAACI5139B1ZY	Circle-C, Jaipur III, - Ward-I	2628346539	2432273370	196073169
4	08AABCJ6373K1Z7	Circle-H, Jaipur I, - Ward-II	133160261666	119506745650	13653516016
5	08AANCS6027R1ZH	Circle-N, Jaipur III, AC / CTO Ward	11397611142	50000	11397561142
6	08AABCL4708Q1Z2	Circle-B, Udaipur, AC / CTO Ward	1967509970	660653831	1306856139
7	08AAACS8479A1Z9	Circle-B, Udaipur, AC / CTO Ward	163160317	3013689	160146628
8	08AAFFA7652R1ZS	Circle-B, Udaipur, AC / CTO Ward	175308548	17426904	157881644
9	08AAGFC0806N1ZF	Circle-D, Jaipur II	275525510	95000	275430510
10	08AWNPS2137D2ZE	Circle-H, Jaipur IV	3736209032	1631848368	2104360664
11	08AWNPS2137D1ZF	Circle-H, Jaipur IV	3736209032	2034761998	1701447034
12	08FJWPS4147A1ZR	Circle-H, Jaipur IV	4590045216	4403182427	186862789
13	08AAAAS1601G2ZY	Circle-B, Sikar, Jaipur IV, AC / CTO Ward	823516599	10199395	813317204
14	08AADCG4274G1ZL	Circle - A, Alwar, AC / CTO Ward	768145158	0	768145158
15	08AAMCS7915D1Z4	Circle-C, Jaipur I, - Ward-II	180894422	4244000	176650422
16	08AAACC9762A1ZT	Circle-C, Kota, AC / CTO Ward	26431397606	26219876397	211521209
17	08AACCC0502G1ZB	Circle-C, Jaipur II, AC / CTO Ward	265142219	5887333	259254887
18	08AAATB2599R1ZZ	Circle-Jhunjhunu - Ward-IV Headquarter, Chirawa	2494107351	2252864182	241243169
19	08AACCH5105N1ZI	Circle-G, Jaipur III, AC / CTO Ward	280510144	21599512	258910632
20	08AAACX1139J1ZA	Circle-I, Jaipur III, - Ward-II	381122586	64975109	316147477
21	08AABCE5026E1Z1	Circle-I, Jaipur III, - Ward-II	199462786	52758476	146704310
22	08AAACM3816F1ZQ	Circle-I, Jaipur III, AC / CTO Ward	4764230911	4216753421	547477490
23	08AACCS2613L2ZB	Circle-I, Jaipur III, AC / CTO Ward	168104561	23328940	144775621
24	08AACCR7382R1ZH	Circle-B, Bhiwadi	1006432060	840317767	166114293
25	08AAACC1205A1ZN	B Jaipur-III	4681035597	2985246805	1695788792
26	08AJQPM4885J1ZC	CTO Circle I, Jaipur I	552121015	131303721	420817294
27	08AADCR0723R1Z1	Circle A, Pali	252240066	36327464	215912602
Total					**38742318873**

Appendix 2.2 (H)

(Refer Paragraph 2.3.7.3 (a))

Unreconciled taxable turnover in Table 7G of GSTR-9C

S.N.	GSTIN	State Jurisdiction	TTO as per Table 7 (F) of GSTR 9C	TTO after adjustments Table 7 (E) of GSTR 9C	Unreconciled taxable turnover as per Table 7 (G) of GSTR 9C
1	08ATQPK6567R2ZE	Circle-A, Jodhpur I, AC / CTO Ward	0	172596128	172596128
2	08AAECG1174A1Z3	Circle-C, Jaipur III, AC / CTO Ward	240162032	917769416	677607384
3	08ABDPK8467H1ZB	Circle-C, Jaipur III	212129287	753924480	541795193
4	08AAACI5139B1ZY	Circle-C, Jaipur III, - Ward-I	2432273370	2628346539	196073169
5	08AAFCR8492P1ZD	Circle-J, Jaipur I, AC / CTO Ward	36457912	289257573	252799661
6	08AANCS6027R1ZH	Circle-N, Jaipur III, AC / CTO Ward	50000	11397611142	11397561142
7	08AABCL4708Q1Z2	Circle-B, Udaipur, AC / CTO Ward	650134606	1956990746	1306856140
8	08AAACS8479A1Z9	Circle-B, Udaipur, AC / CTO Ward	639641	160786269	160146628
9	08AAFFA7652R1ZS	Circle-B, Udaipur, AC / CTO Ward	17426904	175308548	157881644
10	08AFKPG6770N1ZT	Circle-A, Bhilwara - Ward-1	922263	113674064	112751801
11	08BDVPS9401A1ZA	Circle-F, Jaipur II, AC / CTO Ward	159331	151859786	151700455
12	08AAGFC0806N1ZF	Circle-D, Jaipur II	95000	275525510	275430510
13	08AWNPS2137D2ZE	Circle-H, Jaipur IV	1631848368	3736209032	2104360664
14	08AWNPS2137D1ZF	Circle-H, Jaipur IV	2024847465	3726294499	1701447034
15	08FJWPS4147A1ZR	Circle-H, Jaipur IV	4393334347	4580197136	186862789
16	08AAACW5831E1ZF	Circle-G, Jaipur I, AC / CTO Ward	9495373	185761411	176266038
17	08AAKCA2581R1ZZ	Circle-B, Sikar, Jaipur IV, - Ward-II	512	139670397	139669885
18	08AADCG4274G1ZL	Circle - A, Alwar, AC / CTO Ward	0	768127058	768127058
19	08AAACA6522C1Z7	Circle-C, Bikaner, AC / CTO Ward	3716084564	3876007261	159922697
20	08AAMCS7915D1Z4	Circle-C, Jaipur I, - Ward-II	4244000	180894422	176650422
21	08AJLPP7284P1Z3	Circle-C, Kota - Ward-I	0	140965461	140965461
22	08AACCC0502G1ZB	Circle-C, Jaipur II, AC / CTO Ward	5887333	265142219	259254886
23	08AAMFA7698A1Z6	Circle-C, Jaipur II, AC / CTO Ward	9689480	150860266	141170786
24	08AANPM7316E1ZL	Kota, Circle-D, Kota, AC / CTO Ward	15316754	126958847	111642093
25	08AACCH5105N1ZI	Circle-G, Jaipur III, AC / CTO Ward	21587140	280497773	258910633
26	08AAACX1139J1ZA	Circle-I, Jaipur III, - Ward-II	64334423	287416442	223082019
27	08AAACM3816F1ZQ	Circle-I, Jaipur III, AC / CTO Ward	4216753421	4710366248	493612827
28	08AACCS2613L2ZB	Circle-I, Jaipur III, AC / CTO Ward	0	144775621	144775621
29	08AAACC1205A1ZN	B Jaipur-III	2834728611	4528148283	1693419672
30	08AJQPM4885J1ZC	CTO Circle I, Jaipur I	131303721	552121015	420817294
31	08AADCR0723R1Z1	Circle A, Pali	36327464	249103106	212775642
Total					**24916933376**

Appendix 2.2 (I)

(Refer Paragraph 2.3.7.3 (a))

Mismatch of tax paid between books of accounts and returns

S. N.	GSTIN	State Jurisdiction	Taxable turnover as per GSTR 9 C(9)	Tax CGST as per GSTR 9C (9P)	Tax SGST as per GSTR 9C (9P)	Tax IGST as per GSTR 9C (9P)	Tax Cess as per GSTR 9C (9P)	Total of col. 9P of GSTR-9C	amount paid as per GSTR 9C (9Q)	Un-reconciled payment CGST as per GSTR 9C(9R)	Un-reconciled payment SGST as per GSTR 9C(9R)	Un-reconciled payment IGST as per GSTR 9C(9R)	Un-reconciled payment Cess as per GSTR 9C(9R)	Total Un-reconciled payment of tax column 9Q of GSTR-9C
1	08AFFPK9391G2Zl	Circle-B, Jaipur I	163674293	15650375	15650375	11880	NULL	31312630	15700182	7806224	7806224	0	0	15612448
2	08AAACI5139B1ZY	Circle-C, Jaipur III, - Ward-I	2432273370	147559350	147559350	0	0	295118700	204651156	45233772	45233772	0	0	90467544
3	08AAJFT9023H1ZX	Circle-G, Jaipur IV, - Ward-I	375128493	NULL	NULL	67523289.2	NULL	67523289	58380305	0	0	9142984	0	9142984
4	08AALCS5957L1ZI	Circle-H, Jaipur I, AC / CTO Ward	513286059.6	30892477.8	30892477.8	11805878.58	0	73590834	67832603	1353317	1353317	3051598	0	5758231
5	08ABTPG9248A1ZG	Circle-J, Jaipur III, AC / CTO Ward	75652212.92	10203061.42	10203061.42	0	46281013.98	66687137	57968329	1182146	1182146	0	6354516	8718808
6	08AAACR9697P1Z9	Circle-A, Bhilwara	274233959	6666287	6666287	462173.9	NULL	13794748	10206557	69000	69000	1	3450190	3588191
7	08AABCP4431G1ZN	Circle-A, Jaipur II, - Ward-I	48328808	4067405	4067405	513573	0	8648383	4663183	1992600	1992600	0	0	3985200
8	08AAIFM3956F1Z3	Circle-Chittorgarh, AC / CTO Ward	14509003	NULL	NULL	3761157.14	NULL	3761157	0	0	0	3761157	0	3761157
9	08AAIFM9990R1Z0	Circle-D, Bikaner - Ward-I	52681870.49	4741368.34	4741368.34	0	0	9482737	5459450	2011643	2011643	0	0	4023287
10	08AAACB1534F1Z6	Circle-C, Jaipur I, AC / CTO Ward	1679719572	145078668	145078672	12192181	NULL	302349521	298967427	1682385	1699627	82	0	3382094
11	08AABCK7530K1ZD	Circle-C, Jaipur I, AC / CTO Ward	369548379.4	32117889	35188614	5863782	0	73170285	66501446	183213	3253938	3231688	0	6668839
12	08AABFL2967J1Zl	Circle-C, Jaipur I, AC / CTO Ward	388395659.2	9709891.48	9709891.48	0	0	19419783	16610520	1404631	1404631	0	0	2809263
13	08AARCS9459D1ZO	Circle-C, Jaipur I, AC / CTO Ward	266376040	17475332	17475312	15872217	0	50822861	0	17475332	17475312	15872217	0	50822861
14	08AACAP3835H1ZI	Circle-E, Jaipur III, AC / CTO Ward	40719493	3664128.85	3664128.85	NULL	NULL	7328258	1169410	3079424	3079424	0	0	6158848
15	08AARPC0479J1ZE	(Pali),(Circle-Sirohi),(Circle-Sirohi, AC / CTO Ward)	26535034.83	3002514.00	3002513.00	0	15831798.00	21836825	8092247	1	1	0	13744578	13744578
16	08AACCR5652A1ZN	(Pali),(Circle-Sirohi),(Circle-Sirohi, AC / CTO Ward)	1043335458	63930328	63928655	0	0	127858983	114650721	6604967	6603295	0	0	13208262
17	08AAACU3561B2ZN	Circle-I, Jaipur III	288844018.2	25957703.39	25957703.39	204119.73	NULL	52119527	47011184	2553954	2554389	0	0	5108343

S. N.	GSTIN	State Jurisdiction	Taxable turnover as per GSTR 9 C(9)	Tax CGST as per GSTR 9C (9P)	Tax SGST as per GSTR 9C (9P)	Tax IGST as per GSTR 9C (9P)	Tax Cess as per GSTR 9C (9P)	Total of col. 9P of GSTR-9C	amount paid as per GSTR 9C (9Q)	Un-reconciled payment CGST as per GSTR 9C(9R)	Un-reconciled payment SGST as per GSTR 9C(9R)	Un-reconciled payment IGST as per GSTR 9C(9R)	Un-reconciled payment Cess as per GSTR 9C(9R)	Total Un-reconciled payment of tax column 9Q of GSTR-9C
18	08AAACP0165G1ZP	Circle-I, Jaipur III, - Ward-I	1793206336	139887020	139887020	49479735	NULL	329253775	314923818	7094846	7094846	140266	0	14329957
19	08AAFCR1929K1Z3	Circle-I, Jaipur III, AC / CTO Ward	4337064405	129588165	129588165	2043124.76	0	261219455	256331099	2485070	2485070	-81783	0	4888356
20	08AAFAT1966Q1ZO	Circle-I, Jaipur III, AC / CTO Ward	2347816306	143097931	143097931	NULL	NULL	286195862	281737940	2228961	2228961	0	0	4457922
21	08AACCN1451B1Z0	Circle-B, Bhiwadi	29711880	99011.25	99011.25	5150115.9	NULL	5348138	1266790	99011	99011	3883326	0	4081348
22	08AWPPK3179D1Z9	Circle-L, Jaipur-III	52823105.66	7131990.22	7131990.22	0	36319837.47	50583818	44805285	3	3	0	5778526	5778533
23	08AAHFV4156F2Z0	Circle-Baran	71766318	6458968.62	6458968.62	NULL	NULL	12917937	9370524	1773706	1773706	0	0	3547413
24	08ATUPJ4781A1ZF	Circle-Bundi	24468437.03	3389686	3389686	0	32073121.73	38852494	31392309	31298	31298	0	7397589	7460185
25	08AASPJ1823C1ZV	Circle A, Pali	103310140	414345.03	414345.03	4326345.14	0	5155035	0	414345	414345	4326345	0	5155035
26	08AAFCM1868G2ZA	Circle A, Hanumangarh	37481868	0	0	6746736.24	0	6746736	0	0	0	6746736	0	6746736
27	08ACRFS4474M1Z6	Circle C Sriganganagar	131918815.8	8176065	8176065	0	0	16352130	5080058	5636036	5636036	0	0	11272072
28	08AAFFB0669P1Z0	Circle Suratgarh	115454563	9858901	9858901	0	0	19717802	8898344	5409729	5409729	0	0	10819458
29	08AADHA0499Q1ZT	Circle - Makrana	33094747.29	1975967.82	1975967.82	0	0	3951936	0	1975968	1975968	0	0	3951936
30	08AIMPM1727C1ZE	Circle-Dausa	57811322.61	3541000.04	3541000.04	0	0	7082000	2529910	2276045	2276045	0	0	4552090
31	08AABCS3931J1ZA	Circle A, Bhiwadi	1594282040	4259600	4259600	163283311	14863	171817374	163093216	0	0	15933	8740092	8724158
32	08AAJCS3085P1ZL	Circle A, Bhiwadi	382927274.6	11405516.85	11405516.85	45600711.56	NULL	68411745	60800157	1436646	1436646	4738297	0	7611588
Total														**350337725**

Appendix 2.2 (J)

(Refer Paragraph 2.3.7.3 (a))

Unsettled liabilities

S. No.	GSTIN	State Jurisdiction	Liability as per GSTR-1	Liability as per GSTR-9	Maximum of Column 4 and 5	Payment in GSTR-3B	Payment as per GSTR-9	Maximum of Colum 7 and 8	Undischarged liability (Col. 6-9)
1	2	3	4	5	6	7	8	9	10
1	08AAACI5139B1ZY	Circle-C, Jaipur III, - Ward-I	210418129	295118696	295118696	115343308	199835355	199835355	95283341
2	08AADCR0095E1ZJ	Circle-I, Jaipur III	20681618	20681618	20681618	5468	5468	5468	20676150
3	08AACCB5744P1Z7	Circle-G, Jaipur IV, AC / CTO Ward	38432838	0	38432838	7140777	0	7140777	31292061
4	08AGBPS2905H1ZG	Circle-G, Jaipur I, AC / CTO Ward	176423581	0	176423581	228360	0	228360	176195221
5	08AAKCM6407G1ZD	Circle-A, Jaipur III, AC / CTO Ward	22668830	1708219	22668830	1633900	1647789	1647789	21021041
6	08BDHPM6568A1ZG	Circle-B, Sikar, Jaipur IV, AC / CTO Ward	28989278	0	28989278	1356530	0	1356530	27632748
7	08AADCR3380E1ZH	Circle-C, Bhiwadi, AC / CTO Ward	139975916	0	139975916	13657723	0	13657723	126318193
8	08ADIPK3399P1ZO	Circle-C Alwar AC / CTO Ward	64475215	0	64475215	40112644	0	40112644	24362571
9	08AABCD9782E1ZF	Circle-C, Bikaner, AC / CTO Ward	877132113	856895036	877132113	856826936	856826936	856826936	20305177
10	08AAACB1534F1Z6	Circle-C, Jaipur I, AC / CTO Ward	269202866	294259854	294259854	265179353	273269024	273269024	20990830
11	08AAKCA8820H1ZI	(JURISDICTION - STATE) State - Rajasthan Zone - Kota Circle - Circle-Jhalawar Ward - Circle-Jhalawar AC / CTO Ward	215826588	209977133	215826588	189292545	191034650	191034650	24791938
12	08AATPC6739R1ZP	Circle-E, Udaipur, AC / CTO Ward	197523	197524	197524	5822	33896	33896	163628
13	08ADDPS7629F1Z9	Circle-Jhunjhunu - Ward-IV Headquarter, Chirawa	23009172	0	23009172	490994	0	490994	22518178
14	08ASFPV5712K1ZA	Circle-E Jaipur-III	33612112	0	33612112	7543263	0	7543263	26068849
15	08AACCK7334A1ZV	B Bhiwadi	50877864	83906895	83906895	50857112	52111905	52111905	31794990
16	08AAACO7127K1Z9	A Jaipur-IV	791547385	768085741	791547385	755777145	755856345	755856345	35691040
17	08ASNPA2590A1Z2	F Jaipur-IV	42695385	0	42695385	23662618	0	23662618	19032767
18	08AAFFB0669P1Z0	Circle Suratgarh	25215443	19698340	25215443	14415448	14415448	14415448	10799995
19	08AAACA4691C1ZX	Circle - Merta city	60171836	45110863	60171836	40708624	41398099	41398099	18773737
Total									**753712455**

Appendix 2.2 (K)

(Refer Paragraph 2.3.7.3 (a))

Composition taxpayer also availing e- commerce facility

S. No.	GSTIN	State Jurisdiction
1	08ABDFM8485D1Z0	Circle-H, Jaipur I, AC / CTO Ward
2	08ADGPV1079F1ZB	Circle-A, Jaipur I, - Ward-I
3	08ASQPD3430K1ZM	Circle- A Sikar Ward- I
4	08GKWPS2573G1ZA	Circle - A Alwar - Ward-III
5	08ACEPP4179R1ZP	Circle-C, Jaipur I, - Ward-II
6	08ARJPP5671J1Z6	Circle-C, Jaipur II, AC / CTO Ward
7	08AAEFO6307N1ZX	JURISDICTION - STATE), State - Rajasthan, Zone - Jaipur-II Circle - Circle-C, Jaipur II, Ward - Circle-C, Jaipur II, - Ward-I
8	08ACBPY4374J1Z2	Circle-I, Jaipur II, - Ward-I
9	08BEDPG5036G1ZR	Circle-I, Jaipur II, - Ward-II
10	08AMUPA0595N1ZF	Circle-A, Udaipur - Ward-II
11	08AVJPC8169Q1ZQ	Circle-H, Jaipur II, - Ward-II
12	08CQFPM4613L1ZL	F Jaipur-III
13	08AMQPD1518A1ZI	Circle A, Pali

Appendix 2.2 (L)

(Refer Paragraph 2.4.7.3 (a))

GSTR 3 B was not filed but GSTR 1 is available

S. No.	GSTIN	State Jurisdiction	Tax Liability (Max of GSTR-1 and GSTR-9)	ITC (As per GSTR 2A)
1	08AOPPP4204C1Z2	Circle-B, Jaipur I	104985	89686
2	08AQJPR5543E1ZM	Jodhpur-II, Circle-B, Ward-II	152016	74746
3	08AADHM4855J2ZU	Circle-C, Jaipur III	601125	147182
4	08AAFCN5063L1Z4	Circle-C, Jaipur III	67314	358180
5	08CILPS3667Q1Z3	Circle-G, Jaipur IV	278318	27392
6	08AOKPK8754P1ZY	Circle-G, Jaipur IV	21309	207084
7	08AJMPP6146K2ZK	Circle-J, Jaipur III	496030	319568
8	08AHDPK0349Q1ZZ	Circle-L, Jaipur III	66510	333973
9	08AALFD4535E1ZI	Circle-D, Bhilwara	142709	171502
10	08AAHCM2298L1ZW	Circle-A, Jaipur II	277263	66586
11	08AACCA6422D1Z4	Circle-A, Beawar	1488334	118442
12	08CHIPS2096B1Z7	Circle-A, Beawar	294970	139130
13	08AJFPD7782C1Z9	Circle-A, Bhilwara, AC / CTO Ward	41387	27948
14	08AOJPG0306C1ZM	Circle-D, Jaipur II	4175036	91074
15	08AANFV5968P1ZW	Circle-D, Jaipur II	50335	478362
16	08BOTPS1319L1Z9	Circle-B, Bhiwadi	1461314	39152
17	08AFNPC2277B1ZP	Circle-B, Bhiwadi	40064	659
18	08AZSPK1048H1Z4	Circle-B, Bharatpur	355341	522778
19	08AABCK2947C2ZQ	B Jaipur-III	123572	3303
20	08AQRPJ5909Q1ZV	F Jaipur-III	1249078	270170
21	08CJTPB8029C1Z5	Shahapura Jaipur-I	809788	128835
22	08AMDPJ4521G1ZC	Shahapura Jaipur-I	104694	14619
23	08AFZPM7566B1ZT	Circle-B, Jodhpur 1	3508346	7033
24	08AZIPA5131H1ZO	Circle-B, Jodhpur 1	146849	109803
25	08EEKPK6922K1ZZ	Circle-B, Kota	70382	37604
26	08CWGPS0220L1ZF	Circle-Bundi	376321	379985
27	08AKQPG3782P1ZA	Circle-Nagaur	46372	23502
28	08BPVPS8555K1ZN	Circle - Dholpur	123748	948
29	08AIGPK5577N1ZJ	Circle-Dausa	86400	2272
30	08DDIPK4324R1ZY	Circle-Jaisalmer	309118	72109
31	08HXXPS1224R1Z9	Circle A, Bhiwadi	145563	51068

Appendix 2.2 (M)

(Refer Paragraph 2.4.7.3 (a))

Short Payment of Interest

S. No.	GSTIN	State Jurisdiction	Interest Leviable	Interest paid in cash ledger	Interest payable as declared in GSTR 3B	Short payment of Interest
1	08AAACJ5184F1ZK	Circle-B, Barmer-Jodhpur-II, AC / CTO Ward	7213237	5807670	5807670	1405567
2	08AARCS6166P1Z9	Circle-D Bhilwara	2377923	774021	727347	1603902
3	08AACCS5810P1ZZ	Circle-G, Jaipur IV, - Ward-I	1350486	0	0	1350486
4	08AAACR7643H1Z8	Circle-H, Jaipur I, AC / CTO Ward	4084108	1612402	1244936	2471706
5	08AACCS5778G1ZZ	Circle-H, Jaipur I, AC / CTO Ward	1237956	0	0	1237956
6	08AAJCS0425R1ZV	Circle-J, Jaipur III, AC / CTO Ward	1866489	0	0	1866489
7	08AAECJ0228L1ZK	Circle-N, Jaipur III, AC / CTO Ward	1797984	0	0	1797984
8	08AACCR8969E1ZX	Circle-F, Jaipur II	5174930	0	0	5174930
9	08AFRPS1722D1ZD	Circle-Chittorgarh, AC / CTO Ward	1324478	0	0	1324478
10	08AAECG6662M1Z3	Circle-B, Sikar, Jaipur IV, AC / CTO Ward	2311852	10257	10257	2301595
11	08AAGCA0724Q1ZG	Circle-C, Bhiwadi, AC / CTO Ward	2293251	0	0	2293251
12	08AAACT3227D1ZQ	Circle-C, Bhiwadi, AC / CTO Ward	3559627	640918	640918	2918709
13	08BBIPS6001H1ZN	Circle-A Bhilwara AC / CTO Ward	1383531	0	0	1383531
14	08AABCI4025P1ZD	Circle-C, Jaipur I, AC / CTO Ward	4605074	0	0	4605074
15	08AACCK0420F1Z4	Circle-C, Jaipur I, AC / CTO Ward	4976758	0	0	4976758
16	08AAMFN7746C1Z0	Circle-C, Jaipur I, - Ward-II	2354287	0	0	2354287
17	08AABCK7530K1ZD	Circle-C, Jaipur I, AC / CTO Ward	6614645	514942	514942	6099703
18	08AAAJB1164C1ZV	Circle-C, Ajmer, AC / CTO Ward	1692514	0	0	1692514
19	08AIJPR5867K1ZE	Circle-E, Jodhpur I, - Ward-III	2540407	0	0	2540407
20	08AALCS2349L1ZU	Circle-C, Jaipur II, AC / CTO Ward	2455034	0	0	2455034
21	08ABJPH3476P1Z0	Circle-D, Kota, AC / CTO Ward	1357884	0	0	1357884
22	08AAKCS5538G1Z1	(Rajasthan),(Udaipur),(Circle-A, Udaipur),(Circle-A, Udaipur, AC / CTO Ward)	2143839	0	0	2143839
23	08AADCS0852Q1ZW	Circle-A, Udaipur - Ward-III	1756680	0	0	1756680
24	08AAECR0062J1ZG	Circle-Jhunjhunu - Ward-II	1866113	0	0	1866113
25	08AVMPK0958Q1ZQ	(Rajasthan),(Bikaner),(Circle-Jhunjhunu),(Circle-Jhunjhunu, AC / CTO Ward)	3423901	0	0	3423901
26	08AACCD5090Q1Z4	Circle-D, Jaipur II, AC / CTO Ward	1457933	0	0	1457933
27	08AAEFF8562C1ZG	JURISDICTION - STATE) State - Rajasthan Zone - Jaipur-II Circle - Circle-D Jaipur II Ward - Circle-D Jaipur - Ward-II	2446694	0	0	2446694
28	08AAEFH4702Q1Z3	Circle-H Jaipur- ward-I, Zone- Jaipur 4	4100320	0	0	4100320
29	08AAACD0817B1ZC	Shahajanpur	2183791	12547	12547	2171244
30	08AAAFD9568L1ZV	A, Bikaner	1937738	0	0	1937738
31	08AABFH1270Q1Z5	Circle-F, Bikaner	4176111	0	0	4176111
32	08AAECM2181R1ZX	Circle-F, Bikaner	1853760	0	0	1853760
33	08AAHFK5693G1ZY	B Jaipur-III	7291821	0	0	7291821
34	08AAMFT1994Q1Z3	Circle A Barmer/New circle-B Barmer	2359070	0	0	2359070
35	08ABAPL0783A1Z4	Circle-B, Kota	1584783	0	0	1584783
36	08AFCPS0369H1ZB	Circle A, sriganganagar	1323862	0	0	1323862
37	08AAACH3581N1Z8	Circle-Jaisalmer	1304892	0	0	1304892
38	08AAACP1563C1ZT	Circle-Jaisalmer	2114088	0	0	2114088
39	08AABCC7684C1ZN	Circle A, Bhiwadi	4368773	18500	18500	4350273
Total						**100875367**

Appendix 2.3 (A)

(Refer Paragraph 2.3.7.3 (c))

ITC mismatch between GSTR 2A and GSTR 3B

S.N.	GSTIN	State Jurisdiction	ITC as per GSTR 3B col. 4(A)(5)	ITC reversed as per table 4(B)(2) of GSTR-3B	sum of all taxes in GSTR 9 as per col. 8 (c)	Total ITC Claimed (Col.D-Col.E+Col.F)	Total of GSTR 2A for b2b supply Col 3 of 2A	Total of all taxes as per GSTR net 2A, Col 4 of 2A	As per col. 5 of GSTR2A	Total ITC available according to 2A (Col.H+Col.I+Col.J)	Excess ITC availed (Col.G-Col.K)
A	B	C	D	E	F	G	H	I	J	K	L
1	08AAHCP0002D1Z4	Circle-A, Jaipur I, AC / CTO Ward	24325325	0	0	24325325	NULL	NULL	NULL	0	24325325
2	08AHHPM2757N1ZR	Circle-B, Alwar - Ward-III Headquarter, Khairthal	106714340	0	0	106714340	2970514	0	-7	2970506	103743834
3	08AAACU0748E1ZJ	Circle-E, Jodhpur I, AC / CTO Ward	403898283	110404	7328433	411116312	392785858	42480	-992897	391835441	19280871
4	08AANPA8904C1ZX	Circle - Kishangarh, AC / CTO Ward	18862580	0	0	18862580	4042901	0	0	4042901	14819679
5	08AADFJ8965A1ZA	Circle - Kishangarh, AC / CTO Ward	21380924	0	37044	21417968	6989289	0	-1179	6988110	14429858
Total											**176599567**

Appendix 2.3 (B)

(Refer Paragraph 2.3.7.3 (c))

ITC availed under RCM versus payment of tax in GSTR 3B/ GSTR 9

S.N.	GSTIN	State Jurisdiction	Turnover of RCM as per 4(G) of GSTR 9	ITC of RCM as per 6(C) GSTR 9	ITC of RCM as per 6(D) GSTR 9	ITC of RCM as per 6(F) GSTR 9	r3_itc_imps	Total ITC of RCM 4(A)(3) of GSTR 3B	ITC claimed under RCM (Col.5+6+7, where GSTR-9 filed and Col.8+9)	Total tax paid under RCM 3.1 (d) of GSTR 3B	Excess ITC under RCM
1	2	3	4	5	6	7	8	9	10	11	12
1	08AAECK1273E1ZR	Circle-D, Jaipur III	NULL	NULL	NULL	NULL	0	13379693	13379693	23389	13356304
2	08AUQPN8583M1ZG	Circle-H, Jaipur I, AC / CTO Ward	6845785	31664498	0	0	0	342289	31664498	342289	31322209
3	08BFHPJ6539J1Z1	Circle-C, Bhilwara, AC / CTO Ward	NULL	NULL	NULL	NULL	0	1792602	1792602	0	1792602
4	08BLXPK8100N1ZE	Circle-B, Beawar	0	0	1419568	0	0	0	1419568	0	1419568
5	08AABCK0743J1ZM	Circle-C, Alwar, AC / CTO Ward	17915902	751757	0	4920905	0	751757	5672662	992346	4680316
6	08AYAPA2914K1ZQ	Circle-A, Beawar	0	0	1128437	0	0	0	1128438	0	1128437
7	08CWPPK3732G1ZA	Circle-Ratangarh, AC / CTO Ward	555000	23250	0	2174451	0	23250	2197701	27750	2169951
8	08AOJPD7368F1ZR	Circle-A, Bharatpur),(Circle-A, Bharatpur, AC / CTO Ward)	0	0	1743655	0	0	0	1743655	0	1743655
9	08AUSPS4008C1ZI	Circle-I, Jaipur II, AC / CTO Ward	0	1099794	0	0	0	1099794	1099794	0	1099794
10	08CDDPS2565N1ZX	Sawai Madhopur	NULL	NULL	NULL	NULL	0	1073031	1073031	0	1073031
Total											**59785867**

Appendix 2.3(C)

(Refer Paragraph 2.3.7.3 (c))

RCM ITC availed without payment

S.N.	GSTIN	State Jurisdiction	Total tax of RCM 3.1 (d) of GSTR 3B	R3_ITC_IMPS	Total ITC of RCM 4(A)(3) of GSTR 3B	ITC of RCM (Col 6C of GSTR-9)	ITC of RCM (Col 6D of GSTR-9)	ITC of RCM (Col 6F of GSTR-9)	Table 4G of GSTR 9	Excess ITC without payment
1	08AAECK1273E1ZR	Circle-D, Jaipur III	23389	0	13379693	NULL	NULL	NULL	NULL	13356304
2	08AUQPN8583M1ZG	Circle-H, Jaipur I, AC / CTO Ward	342289	0	342289	31664498	0	0	342289	31322209
3	08BFHPJ6539J1Z1	Circle-C, Bhilwara, AC / CTO Ward	0	0	1792602	NULL	NULL	NULL	NULL	1792602
4	08BLXPK8100N1ZE	Circle-B, Beawar	0	0	0	0	1419568	0	0	1419568
5	08AABCK0743J1ZM	Circle-C, Alwar, AC / CTO Ward	992346	0	751757	751757	0	4920905	992346	4680316
6	08AYAPA2914K1ZQ	Circle-A, Beawar	0	0	0	0	1128437	0	0	1128437
7	08CWPPK3732G1ZA	Circle-Ratangarh, AC / CTO Ward	27750	0	23250	23250	0	2174451	27750	2169951
8	08AAQFP5970J1ZH	Circle-A, Bharatpur),(Circle-A, Bharatpur, AC / CTO Ward	0	0	0	0	829566	0	0	829566
9	08AOJPD7368F1ZR	Circle-A, Bharatpur),(Circle-A, Bharatpur, AC / CTO Ward)	0	0	0	0	1743655	0	0	1743655
10	08AUSPS4008C1ZI	Circle-I, Jaipur II, AC / CTO Ward	0	0	1099794	1099794	0	0	0	1099794
11	08ABHPM2978F1ZD	Circle-F, Udaipur, AC / CTO Ward	946701	0	3259537	3259537	0	0	937048	2322488
Total										**61864890**

Appendix 2.3(D)

(Refer Paragraph 2.3.7.3 (c))

Incorrect availment of ISD credit

S. No	GSTIN	State Jurisdiction	Year	ITC claimed in GSTR-3B under ISD credit	ITC claimed in GSTR-9 under ISD credit (Col. 6G of GSTR-9)	table 5a of GSTR-6 filed by ISD	table 8a of GSTR-6 filed by ISD	table 9a of GSTR -6 filed by ISD	Excess ISD Credit
1	2	3	4	5	6	7	8	9	10
1	08AGFPG8371B1ZK	Circle-Shahpura Jaipur I AC / CTO Ward	2017-18	1195051	1195051	NULL	NULL	NULL	1195051
2	08AQLPM0408P1ZG	Circle-B Bharatpur - Ward-II	2017-18	416724	416724	NULL	NULL	NULL	416724
3	08AGHPB0466E1ZT	Circle-Neem Ka Thana Jaipur IV AC / CTO Ward	2017-18	1600987	1600987	NULL	NULL	NULL	1600987
4	08AJNPJ6396G1ZN	Circle-B Jaipur III - Ward-II	2017-18	436598	436598	NULL	NULL	NULL	436598
5	08AAECN6497P1 ZH	Circle-Dausa AC / CTO Ward	2017-18	11710696	11710696	NULL	NULL	NULL	11710696
6	08ACEFS6845F1ZV	Circle-C Alwar AC / CTO Ward	2017-18	15146442	14425182	NULL	NULL	NULL	14425182
7	08AAFCN3096H1Z8	Circle-H Jaipur III AC / CTO Ward	2017-18	470291	470291	NULL	NULL	NULL	470291
8	08AHPPP1506J1Z3	Circle-Jalore Ward - Circle-Jalore - Ward-I	2017-18	599096	599096	NULL	NULL	NULL	599096
9	08AAECC0130G1Z9	Circle-D Bhilwara AC / CTO Ward	2017-18	907835	907835	NULL	NULL	NULL	907835
10	08ABIPA5083A2Z3	Circle-B Jaipur II - Ward-II	2017-18	521670	521670	NULL	NULL	NULL	521670
11	08BAHPR0331P2ZC	Circle-Jaisalmer Jodhpur I AC / CTO Ward	2017-18	525071	525071	NULL	NULL	NULL	525071
12	08AITPM0331P1ZQ	Circle-B Bharatpur - Ward-II	2017-18	760636	760636	NULL	NULL	NULL	760636
13	08ABYPJ7321A1ZM	Circle-A Beawar AC / CTO Ward	2017-18	792614	792614	NULL	NULL	NULL	792614
14	08AFXPA5676E1Z2	Circle-B Bhilwara AC / CTO Ward	2017-18	4024373	4024373	NULL	NULL	NULL	4024373
15	08AGDPA5209J1ZO	Circle-A Bhilwara AC / CTO Ward	2017-18	1210047	1210047	NULL	NULL	NULL	1210047
16	08AABCF8391H1ZC	Circle - Shahjahanpur AC / CTO Ward	2017-18	1025065	1025065	NULL	NULL	NULL	1025065
17	08AAOHS8935C1ZO	Circle-Jalore AC / CTO Ward	2017-18	489902	489902	NULL	NULL	NULL	489902
Total									**41111838**

Appendix 2.3(E)

(Refer Paragraph 2.3.7.3 (c))

Unreconciled ITC in Table 14 T of GSTR 9C

S. N.	GSTIN	State Jurisdiction	ITC claimed in Annual Return 9C(14S)	Eligible ITC 9C(14R)	Un-reconciled ITC 9C(14T)
1	08AUQPN8583M1ZG	Circle-H, Jaipur I, AC / CTO Ward	147855216	3897557	143957659
2	08AAGCA9158C1ZN	Circle-B, Beawar	129448883	0	129448883
3	08ACLPM9140N1ZY	Circle-F, Udaipur, AC / CTO Ward	112691312	0	112691312
4	08AABCD0834B1ZA	Circle-H, Jaipur II, AC / CTO Ward	212306936	0	212306936
5	08ABCPB3962H1ZV	A-Ajmer	117593842	17876413	99717429
Total					**698122219**

Appendix 2.3(F)

(Refer Paragraph 2.3.7.3 (c))

Mismatch of ITC availed between Annual returns and Books of accounts

S. N.	GSTIN	State Jurisdiction	Mismatch in ITC availed (ITC as per Table 12 F of GSTR 9C)
1	08AUQPN8583M1ZG	Circle-H, Jaipur I, AC / CTO Ward	143957659
2	08ALEPA0112A1ZB	Circle-Churu - Ward-II	18100000
3	08AANPA8904C1ZX	Circle - Kishangarh, AC / CTO Ward	14819941
4	08ABCPB3962H1ZV	A, Ajmer	99717429
5	08AAEAM5743R1ZV	E Bikaner	21902480
Total			**298497509**

Appendix 2.3(G)

(Refer Paragraph 2.3.7.3 (c))

Unreconciled taxable turnover in Table 7G of GSTR-9C

S.N.	GSTIN	State Jurisdiction	TTO as per Table 7 (F) of GSTR 9C	TTO after adjustments Table 7 (E) of GSTR 9C	Unreconciled taxable turnover as per Table 7 (G) of GSTR 9C
1	08AAACG7586Q1ZQ	Circle-C, Bikaner	2593648	252697816	250104168
2	08AACCJ2882L1Z6	Circle - Kishangarh, AC / CTO Ward	14252658	141568271	127315613
3	08AAKPJ9060D1ZO	Circle - Merta city	522743340	661839265	139095925
4	08ABYPA7699E1ZY	Circle C, Jaipur-IV	0	132211499	132211499
Total					**648727205**

Appendix 2.3(H)

(Refer Paragraph 2.3.7.3 (c))

Mismatch in tax paid between books of accounts and returns

S. N.	GSTIN	State Jurisdiction	Taxable turnover as per GSTR 9 C(9)	Tax CGST as per GSTR 9C (9P)	Tax SGST as per GSTR 9C (9P)	Tax IGST as per GSTR 9C (9P)	Tax Cess as per GSTR 9C (9P)	Total of col. 9P of GSTR-9C	amount paid as per GSTR 9C (9Q)	Un-reconciled payment CGST as per GSTR 9C(9R)	Un-reconciled payment SGST as per GSTR 9C(9R)	Un-reconciled payment IGST as per GSTR 9C(9R)	Un-reconciled payment Cess as per GSTR 9C(9R)	total Un-reconciled payment of tax column 9Q of GSTR-9C
1	08ABRPA3635P1Z6	Circle-C, Ajmer, AC / CTO Ward	40677811.36	5184888.21	5184888.21	881234.83	0	11251011	6091044	2139513	2139513	880940	0	5159968
2	08AAGCP5334D1ZK	Circle-B, Jodhpur 1	603813499	75151803	75151803	19269119	41969755	211542480	207028332	257074	257074	4000000	0	4514148
3	08ABLFS0344P1ZN	Circle B Sriganganagar	35104664.65	2117767.23	2117767.23	0	0	4235534	0	2117767	2117767	0	0	4235534
4	08ABCPM4752G1ZO	Circle-Nagaur	209727257	29361907.81	29361907.81	0	148091230.4	206815046	192968977	1	1	0	13846067	13846069
Total														**27755719**

Appendix 2.3(I)

(Refer Paragraph 2.3.7.3 (c))

Unsettled liabilities

S. No.	GSTIN	State Jurisdiction	Liability as per GSTR-1	Liability as per GSTR-9	Maximum of Column 4 and 5	Payment in GSTR-3B	Payment as per GSTR-9	Maximum of Colum 7 and 8	Undischarged liability (Col. 6-9)
1	**2**	**3**	**4**	**5**	**6**	**7**	**8**	**9**	**10**
1	08AAGHB1735H1ZJ	Circle- B Beawar- Ward- III	11762143	0	11762143	0	0	0	11762143
2	08ACUPV7990A1ZT	Circle-D, Kota, AC / CTO Ward	80239856	80236824	80239856	53051115	53051115	53051115	27188741
Total									**38950884**

Appendix 2.4

(Refer Paragraph 2.3.8.1)

Non-production of records

(₹ in crore)

Jurisdictional Circle	Sample	Non-production	
	Number of taxpayers	Number of taxpayers	Mismatch in ITC/tax liability
D, Udaipur	1	1	0.32
B, Jaipur II	5	1	2.88
B, Udaipur	2	2	2.36
E, Jaipur-I	1	1	0.88
F, Udaipur	1	1	0.54
H, Jaipur-I	2	2	2.02
I, Jaipur-III	9	8	7.62
Nimbahera	2	2	3.22
A, Udaipur	1	1	2.38
A, Jaipur III	1	1	1.06
C, Jodhpur II	1	1	2.09
A, Rajsamand	1	1	0.22
H Jaipur II	2	2	0.35
C, Jodhpur I	1	1	0.14
Jaisalmer	1	1	0.46
B, Kota	2	2	36.12
B, Jaipur III	1	1	0
B, jaipur IV	1	1	0.01
C, Jaipur III	5	5	129.33
D, Jodhpur II	7	7	13.68
E, Kota	3	3	10.28
I, Jaipur I	3	3	4.45
C, Jaipur I	4	4	5.92
E, Jodhpur I	2	1	0.07
Total	**59**	**53**	**226.40**

Appendix 2.5

(Refer Paragraph 2.3.8.1)

Partial production of records

(₹ in crore)

Jurisdictional Circle	Sample	Mismatch of ITC/tax liability	
	Number of taxpayers	Number of taxpayers	Amount of deviation
C, Jaipur II	2	2	10.50
J, Jaipur-III	1	1	3.79
A, Bhiwadi	3	1	1.77
A, Jaipur-II	1	1	1.23
I, Jaipur III	9	1	0.55
G, Jaipur IV	1	1	0.44
G, Jaipur III	1	1	0.13
Shahpura, Jaipur-I	2	1	0.03
D, Jaipur II	1	1	0.01
Total	**21**	**10**	**18.45**

Appendix 2.6

(Refer Paragraph 2.3.8.1)

Non-production of Records during detailed Audit

S. No.	Circle Name	GSTIN	Records called for and not produced to Audit	
			Basic records such as Financial Statement, Trial Balance, Auditor's Report etc.	Corresponding other Records such as debit/credit notes, invoices, records of exempted supply, etc.
1. Cases where no taxpayer record was provided by the Department				
1	Circle D Udaipur	08AIUPM8432G1ZQ	No record provided.	No record provided
2	Circle B Jaipur II	08AAACG1895Q1ZY	No record provided.	No record provided
3	Circle B Udaipur	08ADNPC5964D1ZH	No record provided.	No record provided
4		08AAACG5306N1ZI	No record provided.	No record provided
5	Circle E Jaipur-I	08AABCE3582F1ZQ	No record provided.	No record provided
6	Circle-F Udaipur	08AAGCM0477N1Z0	No record provided.	No record provided
7	Circle-H Jaipur-I	08AAWCA1501B1ZK	No record provided.	No record provided
8		08ALWPS9412P1ZV	No record provided.	No record provided
9	Circle-I Jaipur-III	08AACI7351P1Z3	No record provided.	No record provided
10		08AABCR0347P1Z	No record provided.	No record provided
11		08AACCE4248H1ZO	No record provided.	No record provided
12		08AACI0996E1ZL	No record provided.	No record provided
13		08ACDPV6557E1Z9	No record provided.	No record provided
14		08AAACU2414K2ZE	No record provided.	No record provided
15		08AAFFE1898K1ZY	No record provided.	No record provided
16		08AAACB2894G1ZN	No record provided.	No record provided
17	Circle Nimbhera	08AAACH0968B1ZW	No record provided.	No record provided
18		08AEFPV5593N1Z1	No record provided.	No record provided
19	Circle A Udaipur	08AABCJ0672P1Z7	No record provided.	No record provided
20	Circle A Jaipur III	08AAACA1517B1ZG	No record provided.	No record provided
21	Circle C Jodhpur II	08AABCS1848L1Z2	No record provided.	No record provided
22	Circle A Rajsamand	08AEBPC9520J1ZM	No record provided.	No record provided
23	Circle H Jaipur II	08AAATT0611L1ZK	No record provided.	No record provided
24		08ADAFS8903K1ZV	No record provided.	No record provided
25	Circle C Jodhpur I	08AAHHJ3320F2ZK	No record provided.	No record provided
26	Circle Jaisalmer	08ADEFS3875Q1Z6	No record provided.	No record provided
27	Circle B Kota	08AABCJ0355R1Z7	No record provided.	No record provided
28		08AFRPS6744K1ZI	No record provided.	No record provided
29	Circle B Jaipur-III	08AAGCP6333A1ZP	No record provided.	No record provided
30	Circle B jaipur IV	08ASQPA3326D1Z1	No record provided.	No record provided
31	Circle C Jaipur III	08AAACL0140P7ZD	No record provided.	No record provided
32		08AABCL5967D1ZE	No record provided.	No record provided
33		08AHIPG0574C1ZO	No record provided.	No record provided
34		08AACCN4450C1ZT	No record provided.	No record provided
35		08AADCB1093N1ZG	No record provided.	No record provided
36	Circle D Jodhpur II	08AABCV3315P1Z1	No record provided.	No record provided
37		08AABCD9523D1ZU	No record provided.	No record provided
38		08AACCN6194P1ZP	No record provided.	No record provided
39		08ABPPS7358P1ZE	No record provided.	No record provided
40		08AAECP9650J1ZY	No record provided.	No record provided
41		08AANFM4741R1ZG	No record provided.	No record provided
42		08AABCH2668B1ZU	No record provided.	No record provided
43	Circle E Kota	08AAACT4119L1Z8	No record provided.	No record provided
44		08AAECN8067D1ZC	No record provided.	No record provided
45		08ABZPG0374K1Z4	No record provided.	No record provided
46	Circle I Jaipur I	08AADCK7842G1ZD	No record provided.	No record provided
47		08ABFFM6647P1AH	No record provided.	No record provided
48		08AILPG2384C1ZE	No record provided.	No record provided
49	Circle C Jaipur I	08AAACO0191M2ZA	No record provided.	No record provided
50		08AACCE8931F1ZM	No record provided.	No record provided
51		08ABEPV4860A1ZO	No record provided.	No record provided
52		08ACHFS6211Q1ZL	No record provided.	No record provided
53	Circle E Jodhpur I	08AAWPV7430R1ZD	No record provided	No record provided

S. No.	Circle	GSTIN	Basic records such as Financial Statement, Trial Balance, Auditor's Report etc.	Corresponding other Records such as debit/credit notes, invoices, records of exempted supply, etc. which were not provided by the Department
2. Cases where corresponding other records were not provided by the Department				
1	Circle A Bhiwadi	08AAACI3924J1ZK	Records provided	(i) Sample invoices
				(ii) Annual Financial Statement with Schedules & Director's Report with 3CB/CD Reports
				(iii) Credit Notes , Debit Notes, Job Work or other documents related to reduction of tax liability
				(iv) Sales Ledger/Outward Supply Register
				(v) Relevant Bill of RCM
				(vi) Selected Months/ Invoices
				(vii) Relevant ISD Invoices
2	Circle A Jaipur-II	08ACTPM0139M1Z3	Records provided	(i) Debit/Credit Notes, underlying invoices
				(ii) Reconciliation Statement, Payment Details etc.
				(iii) ITC Register/ledger
				(iv) GSTR-1 and GSTR 2A
				(v) Sample invoices
				(vi) Asset Ledger- Depreciation Schedule
				(vii) Schedule of financial statement along with Auditor's Report
3	Circle C Jaipur II	08AAACS7018R1ZT	Records provided	(i) Debit/Credit Notes underlying invoices
4		08AAACB2100P1ZX		(ii) Reconciliation Statement, Payment Details etc.
				(iii) ITC Register/Ledger
				(iv) GSTR 2A
				(v) Sample invoices
				(vi) State specific Financial Statements/Trial Balance
				(vii) Schedule of Financial Statement along with Auditor's Report and Director's Report
				(viii) GSTR-6 of input Tax Distributor in the case of GSTIN 08AAACB2100P1ZX
5	Circle Shahpura Jaipur-I	08AAUCS3125P1ZL	Records provided	(I) Sample of Invoices of each type of outward supply
				(ii) State specific annual financial statement with schedules/annexure
				(iii) Credit, Debit Note, Job work or other documents reduction of tax liability
				(iv) Relevant ISD invoice
				(v) Relevant bill of RCM
				(vi) Selected Month bills/invoices
6	Circle J Jaipur-III	08AAACP9588R1Z9	Records provided	(i) ITC Register/Ledger
				(ii) Sales Ledger
				(iii) Invoices for Month of February2018 and March 2018
				(iv) Schedule of Financial Statement along with Auditors Report
				(v) Schedule of Fixed Assets
7	Circle D Jaipur II	08ABPFS3650Q1ZA	Records provided	(i) ITC Register/ledger
				(ii) Sales Ledger
				(iii) Invoice for the month of February and March 2018
				(iv) Schedules of Financial statement along with Auditors' Report
8	Circle I Jaipur III	08AAECM8357R1ZJ	Records provided	(i) Sample invoices of each type of outward supply
				(ii) Sales Ledger / Outward supply Register
				(iii) State specific Annual Financial Statement with Schedules
				(iv) Details of Advance
				(v) Bills/Invoices
9	Circle G Jaipur IV	08AAFDE4760C1ZQ	Records provided	(i) ITC Register/Ledger
				(ii) Sales Ledger
				(iii) Invoices for the month of February and March 2018
				(iv) Details of amended invoices
				(v) Details of Sundry Debtors/Creditors
				(vi) Details of RCM related transactions
10	Circle G Jaipur III	08AATCS8224J1ZO	Records provided	(i) ITC Register/Ledger
				(ii) Sales Ledger
				(iii) Invoices for the month of February and March 2018
				(iv) Schedules of Financial Statements along with Auditors Report

Appendix 2.7 (A)

(Refer Paragraph 2.3.8.2 I (a))

Non-payment of Interest

S. No.	GSTIN	Name of Taxpayers	Name of Circle	Month	Due date of tax payable	Actual date of tax paid	Delay in days	IGST	CGST	SGST	Cess	Total tax paid	IGST	CGST	SGST	Cess	Total Interest leviable @ 18 %
1	08AADFE4760C1ZQ	Eiffil Construction	Circle G Jaipur-IV	Jul-17	25.08.2017	24.12.2017	121	0	605350	605350	0	1210700	0	36122	36122	0	72244
2	08AADFE4760C1ZQ	Eiffil Construction	Circle G Jaipur-IV	Aug-17	20.09.2017	24.12.2017	95	0	668835	668835	0	1337670	0	31334	31334	0	62669
3	08AADFE4760C1ZQ	Eiffil Construction	Circle G Jaipur-IV	Sep-17	20.10.2017	25.12.2017	66	0	393346	393346	0	786692	0	12803	12803	0	25605
4	08AADFE4760C1ZQ	Eiffil Construction	Circle G Jaipur-IV	Oct-17	20.11.2017	07.04.2018	138	0	1493992	244217	0	1738209	0	101673	16620	0	118293
5	08AADFE4760C1ZQ	Eiffil Construction	Circle G Jaipur-IV	Mar-18	20.04.2018	17.09.2018	150	0	70579	70579	0	141158	0	5221	5221	0	10442
6	08AAACB2100P1ZX	Vodafone Idea Ltd	Circle C Jaipur-II	Jul-17	25.08.2017	02.11.2017	69	42346865	1539785	1539785		45426435	1440954	52395	52395	0	1545743
7	08AAACB2100P1ZX	Vodafone Idea Ltd	Circle C Jaipur-II	Aug-17	20.09.2017	08.11.2017	49	157745	849743	849743		1857231	3812	20534	20534	0	44879
8	08AAACB2100P1ZX	Vodafone Idea Ltd	Circle C Jaipur-II	Sep-17	20.10.2017	09.11.2017	20	293811	773432	773432		1840675	2898	7628	7628	0	18155
9	08AAACT5317J1ZA	TIRUPATI PLASTOMATICS PRIVATE LIMITED	Circle-A, Jaipur IV, AC / CTO Ward	Jul-17	25.08.2017	18.10.2017	54	4745	86522	86522	0	177789	126	2304	2304	0	4735
10	08AAACT5317J1ZA	TIRUPATI PLASTOMATICS PRIVATE LIMITED	Circle-A, Jaipur IV, AC / CTO Ward	Aug-17	20.09.2017	18.10.2017	28	15773	217239	217239	0	450251	218	3000	3000	0	6217
11	08AAFCM4722P1Z1	MANGAL ELECTRICAL INDUSTRIES PRIVATE LIMITED	Circle-A, Jaipur IV, AC / CTO Ward	Jul-17	25.08.2017	31.08.2017	6	16586	567844	567844	0	1152274	49	1680	1680	0	3409
12	08AAFCM4722P1Z1	MANGAL ELECTRICAL INDUSTRIES PRIVATE LIMITED	Circle-A, Jaipur IV, AC / CTO Ward	Oct-17	20.11.2017	19.12.2017	29	2860	111836	111836	0	226532	41	1599	1599	0	3240
13	08AAFCM4722P1Z1	MANGAL ELECTRICAL INDUSTRIES PRIVATE LIMITED	Circle-A, Jaipur IV, AC / CTO Ward	Mar-18	20.04.2018	12.05.2018	22	105751	199057	199057	0	503865	1147	2160	2160	0	5467
14	08AAGCS6809Q1ZK	SHREE PRITHVI STEEL ROLLING MILLS PRIVATE LIMITED	Circle-A, Jaipur IV, AC / CTO Ward	Dec-17	20.01.2018	22.01.2018	2	103192	11500	11500	0	126192	102	11	11	0	124

S. No.	GSTIN	Name of Taxpayers	Name of Circle	Month	Due date of tax payable	Actual date of tax paid	Delay in days	IGST	CGST	SGST	Cess	Total tax paid	IGST	CGST	SGST	Cess	Total Interest leviable @ 18 %
15	08AAGCS6809Q1ZK	SHREE PRITHVI STEEL ROLLING MILLS PRIVATE LIMITED	Circle-A, Jaipur IV, AC / CTO Ward	Mar-18	20.04.2018	24.04.2018	4	64829	6780	1757859	0	1829468	128	13	3468	0	3609
16	08AASFS7334R1Z2	SATYAM POLYPLAST	Circle-A, Jaipur IV, AC / CTO Ward	Aug-17	20.09.2017	21.09.2017	1	533	9721	9721	0	19975	0	5	5	0	10
17	08AASFS7334R1Z2	SATYAM POLYPLAST	Circle-A, Jaipur IV, AC / CTO Ward	Dec-17	20.01.2018	22.01.2018	2	600	19676	19676	0	39952	1	19	19	0	39
18	08AAMFA4380K1Z4	A R S STONES	Circle Kishangarh	Aug-17	20.09.2017	21.09.2017	1	562166	0	0	0	562166	277	0	0	0	277
19	08AAACV5228N1ZY	VENKATESH IRRAGATION SYSTEMS (P) LTD	Circle-B, Ajmer	Sep-17	20.10.2017	25.10.2017	5	0	31195	31195	0	62390	0	77	77	0	154
20	08AAACV5228N1ZY	VENKATESH IRRAGATION SYSTEMS (P) LTD	Circle-B, Ajmer	Feb-18	20.03.2018	04.05.2018	45	0	53248	53248	0	106496	0	1182	1182	0	2363
21	08AAACV5228N1ZY	VENKATESH IRRAGATION SYSTEMS (P) LTD	Circle-B, Ajmer	Mar-18	20.04.2018	04.05.2018	14	0	45985	45985	0	91970	0	317	317	0	635
22	08ABBFM5944K1ZX	MERCURY INDUSTRIES	Circle-B, Bhiwadi	Dec-17	20.01.2018	22.01.2018	2	866988	0	0	0	866988	855	0	0	0	855
23	08ABBFM5944K1ZX	MERCURY INDUSTRIES	Circle-B, Bhiwadi	Jan-18	20.02.2018	28.02.2018	8	1812556	0	0	0	1812556	7151	0	0	0	7151
24	08AAACI3924J1ZK	GILLETTE INDIA LIMITED	Circle-A, Bhiwadi	Nov-17	20.12.2017	21.12.2017	1	234636	5940	5940	0	246516	116	3	3	0	122
25	08AAACI3924J1ZK	GILLETTE INDIA LIMITED	Circle-A, Bhiwadi	Dec-17	20.01.2018	22.01.2018	2	717545	0	5376160	0	6093705	708	0	5303	0	6010
26	08AAACA0062F1ZA	AKSH OPTIFIBRE LIMITED	Circle-A, Bhiwadi	Dec-17	20.01.2018	22.01.2018	2	127801	127570	127570	0	382941	126	126	126	0	378
27	08AAAAS5265L1Z4	SABARKANTHA DIST CO OP MILK PROD UNION LTD	Circle-Shahpura Jaipur I	Mar-18	20.04.2018	13.06.2018	54	5771642	0	0	0	5771642	153700	0	0	0	153700
28	08AAEFR2027A1ZS	R T INDUSTRIES	Circle-Tonk, Jaipur II	Dec-17	20.01.2018	21.01.2018	1	0	938121	0	0	938121	0	463	0	0	463
29	08AAEFR2027A1ZS	R T INDUSTRIES	Circle-Tonk, Jaipur II	Jan-18	20.02.2018	24.02.2018	4	0	988341	0	0	988341	0	1950	0	0	1950
30	08AAEFR2027A1ZS	R T INDUSTRIES	Circle-Tonk, Jaipur II	Mar-18	20.04.2018	24.04.2018	4	0	36695	36695	0	73390	0	72	72	0	145

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31	08ABQPG6565P1ZQ	GINNY INDUSTRIES	Circle-A, Hanumangarh	Jul-17	25.08.2017	22.09.2017	28	0	9116	0	0	9116	0	126	0	0	126
32	08ABQPG6565P1ZQ	GINNY INDUSTRIES	Circle-A, Hanumangarh	Aug-17	20.09.2017	22.09.2017	2	0	41735	0	0	41735	0	41	0	0	41
33	08ABQPG6565P1ZQ	GINNY INDUSTRIES	Circle-A, Hanumangarh	Mar-18	20.04.2018	25.04.2018	5	0	8956	0	0	8956	0	22	0	0	22
34	08AYQPS3768M1ZA	KAPIL TRADING COMPANY	Circle-B, Sri Ganganagar	Jul-17	25.08.2017	19.10.2018	420	0	2662	2661	0	5323	0	551	551	0	1103
35	08AYQPS3768M1ZA	KAPIL TRADING COMPANY	Circle-B, Sri Ganganagar	Aug-17	20.09.2017	19.10.2018	394	0	4906	4906	0	9812	0	953	953	0	1906
36	08AAUFS5858C1ZM	SUNNY WOOLLENS INDUSTRIES	CIRCLE A BIKANER	Sep-17	20.10.2017	19.11.2017	30	384965	16048	16048	0	417061	5695	237	237	0	6170
37	08AABCU0113A1Z7	UNICHARM INDIA PVT LTD	Circle-Shahjahanpur	Aug-17	20.09.2017	25.09.2017	5	21872241	1042287	1042287	0	23956815	53932	2570	2570	0	59072
38	08AABCU0113A1Z7	UNICHARM INDIA PVT LTD	Circle-Shahjahanpur	Sep-17	20.10.2017	23.10.2017	3	8283977	756105	756105		9796187	12256	1119	1119	0	14493
39	08AABCU0113A1Z7	UNICHARM INDIA PVT LTD	Circle-Shahjahanpur	Nov-17	20.12.2017	26.12.2017	6	507057	16650	98838	0	622545	1500	49	292	0	1842
40	08AABCU0113A1Z7	UNICHARM INDIA PVT LTD	Circle-Shahjahanpur	Dec-17	20.01.2018	23.01.2018	3	326089	37987	37987	0	402063	482	56	56	0	595
41	08AABCU0113A1Z7	UNICHARM INDIA PVT LTD	Circle-Shahjahanpur	Mar-18	20.04.2018	23.04.2018	3	152967	5400	5400	0	163767	226	8	8	0	242
42	08AADCT9702E1ZD	TOKAI IMPERIAL HYDRAULICS PVT LTD	Circle-Shahjahanpur	Jul-17	25.08.2017	28.08.2017	3	50042	900	900		51842	74	1	1	0	77
43	08AADCT9702E1ZD	TOKAI IMPERIAL HYDRAULICS PVT LTD	Circle-Shahjahanpur	Sep-17	20.10.2017	23.10.2017	3	44649	638	638		45925	66	1	1	0	68
44	08AABCJ0355R1Z7	J. K. CEMENT LTD.	Circle-B Kota	Jul-17	25.08.2017	29.11.2017	96	415828155	10755055	77102469	0	503685679	19686330	509171	3650221	0	23845722
45	08AABCJ0355R1Z7	J. K. CEMENT LTD.	Circle-B Kota	Aug-17	20.09.2017	30.11.2017	71	378694533	72846526	72846526	0	524387585	13259496	2550626	2550626	0	18360749
46	08AABCJ0355R1Z7	J. K. CEMENT LTD.	Circle-B Kota	Sep-17	20.10.2017	30.11.2017	41	347415166	68972665	68972665	0	485360496	7024449	1394571	1394571	0	9813590
47	08AABCJ0355R1Z7	J. K. CEMENT LTD.	Circle-B Kota	Oct-17	20.11.2017	01.12.2017	11	375883093	68246425	68246425	6866	512382809	2039037	370213	370213	37	2779501

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48	08AFRPS6744K1ZI	POPULAR TYRES	Circle-B Kota	Sep-17	20.10.2017	07.12.2017	48	0	48715	48715	0	97430	0	1153	1153	0	2306
49	08AFRPS6744K1ZI	POPULAR TYRES	Circle-B Kota	Oct-17	20.11.2017	07.12.2017	17	3113	21222	21222	0	45557	26	178	178	0	382
50	08AFRPS6744K1ZI	POPULAR TYRES	Circle-B Kota	Jan-18	20.02.2018	26/02/2018	6	0	5928	0	0	5928	0	18	0	0	18
51	08AFRPS6744K1ZI	POPULAR TYRES	Circle-B Kota	Mar-18	20.04.2018	26.04.2018	6	0	0	41270	0	41270	0	0	122	0	122
52	08AAAFI8531Q1ZV	IMPELCO ELECTRIC CO.	Circle-D Kota	Jul-17	25.08.2017	01.09.2017	7	0	505270	505270	0	1010540	0	1744	1744	0	3488
53	08AAAFI8531Q1ZV	IMPELCO ELECTRIC CO.	Circle-D Kota	Sep-17	20.10.2017	24.12.2018	430	0	137050	137050	0	274100	0	29062	29062	0	58124
54	08AAAFI8531Q1ZV	IMPELCO ELECTRIC CO.	Circle-D Kota	Oct-17	20.11.2017	02.03.2019	467	0	420753	480855	0	901608	0	96900	110742	0	207642
55	08AAAFI8531Q1ZV	IMPELCO ELECTRIC CO.	Circle-D Kota	Nov-17	20.12.2017	02.03.2019	437	0	883233	883233	0	1766466	0	190343	190343	0	380686
56	08AAAFI8531Q1ZV	IMPELCO ELECTRIC CO.	Circle-D Kota	Dec-17	22.01.2018	05.03.2019	407	0	285479	285479	0	570958	0	57299	57299	0	114598
57	08AAAFI8531Q1ZV	IMPELCO ELECTRIC CO.	Circle-D Kota	Jan-18	20.02.2018	12.03.2019	385	0	312254	312254	0	624508	0	59285	59285	0	118571
58	08AAAFI8531Q1ZV	IMPELCO ELECTRIC CO.	Circle-D Kota	Feb-18	20.03.2018	14.03.2019	359	9018	358542	358542	0	726102	1597	63477	63477	0	128550
59	08AAAFI8531Q1ZV	IMPELCO ELECTRIC CO.	Circle-D Kota	Mar-18	20.04.2018	14.03.2019	328	0	0	1070694	0	1070694	0	0	173188	0	173188
60	08AABCN1537H1ZM	PLATINUM TEXTILES LIMITED	CTO Circle-Jhalawara	Jul-17	25.08.2017	29.08.2017	4	0	12773	12773	0	25546	0	25	25	0	50
61	08AABCN1537H1ZM	PLATINUM TEXTILES LIMITED	CTO Circle-Jhalawara	Aug-17	20.09.2017	18.10.2017	28	6958	16630	16630	0	40218	96	230	230	0	555
62	08AABCN1537H1ZM	PLATINUM TEXTILES LIMITED	CTO Circle-Jhalawara	Sep-17	20.10.2017	16.11.2017	27	70586	13338	13338	0	97262	940	178	178	0	1295
63	08AABCN1537H1ZM	PLATINUM TEXTILES LIMITED	CTO Circle-Jhalawara	Nov-17	20.12.2017	22.01.2018	33	29652	4637	4637	0	38926	483	75	75	0	633
64	08AABCN1537H1ZM	PLATINUM TEXTILES LIMITED	CTO Circle-Jhalawara	Dec-17	22.01.2018	20.02.2018	29	104900	725	725	0	106350	1500	10	10	0	1521
65	08AABCN1537H1ZM	PLATINUM TEXTILES LIMITED	CTO Circle-Jhalawara	Feb-18	20.03.2018	05.06.2018	77	36655	13075	288641	0	338371	1392	496	10960	0	12849
66	08AABCN1537H1ZM	PLATINUM TEXTILES LIMITED	CTO Circle-Jhalawara	Mar-18	20.04.2018	06.07.2018	77	138428	12163	12163	0	162754	5256	462	462	0	6180
67	08AADCB1093N1ZG	Future Retail Limited	Circle-C, Zone-III, Jaipur	Jul-17	20.08.2017	20.09.2017	31	0	105382	1541930	164181	1811493	0	1611	23573	2510	27694
68	08AAACG5306N1ZI	G R INFRA PROJECTS LIMITED	Circle-B, UDAIPUR	MARCH - 2018	20.04.2018	26.04.2018	6	1649072	570816	570816	0	2790704	4879	1689	1689	0	8257

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69	08AAACG5306N1ZI	G R INFRA PROJECTS LIMITED	Circle-B, UDAIPUR	AUGUST- 2017	20.09.2017	21.09.2017	1	119827	893524	893524	0	1906875	59	441	441	0	940
70	08ANMPG6556C1ZX	JAGADISH SERVICES CONTRACTOR	Circle-D, Bhilwara	July 2017	25.08.2017	16.09.2017	22	0	601141	601141	0	1202282	0	6522	6522	0	13044
71	08ANMPG6556C1ZX	JAGADISH SERVICES CONTRACTOR	Circle-D, Bhilwara	August 2017	20.09.2017	29.09.2017	9	0	406796	406796	0	813592	0	1806	1806	0	3611
72	08ANMPG6556C1ZX	JAGADISH SERVICES CONTRACTOR	Circle-D, Bhilwara	Sep-17	20.10.2017	17.11.2017	28	0	1029526	1029526	0	2059052	0	14216	14216	0	28432
73	08ANMPG6556C1ZX	JAGADISH SERVICES CONTRACTOR	Circle-D, Bhilwara	Oct-17	20.11.2017	13.12.2017	23	0	665685	817001	0	1482686	0	7551	9267	0	16817
74	08ANMPG6556C1ZX	JAGADISH SERVICES CONTRACTOR	Circle-D, Bhilwara	Nov-17	20.12.2017	23.01.2018	34	0	354888	363753	0	718641	0	5950	6099	0	12050
75	08ANMPG6556C1ZX	JAGADISH SERVICES CONTRACTOR	Circle-D, Bhilwara	Dec-17	20.01.2018	26.02.2018	37	0	6241	605283	0	611524	0	114	11044	0	11158
76	08ANMPG6556C1ZX	JAGADISH SERVICES CONTRACTOR	Circle-D, Bhilwara	Jan-18	20.02.2018	16.03.2018	24	0	0	260346	0	260346	0	0	3081	0	3081
77	08ANMPG6556C1ZX	JAGADISH SERVICES CONTRACTOR	Circle-D, Bhilwara	Feb-17	20.03.2018	09.04.2018	20	0	441253	506797	0	948050	0	4352	4999	0	9351
78	08ANMPG6556C1ZX	JAGADISH SERVICES CONTRACTOR	Circle-D, Bhilwara	Mar-18	20.04.2018	24.05.2018	34	0	313132	527476	0	840608	0	5250	8844	0	14095
79	08AABCD9523D1ZU	DINESHCHANDRA R AGRAWAL INFRACON PRIVATE LIMITED	Circle-D, Zone II, Jodhpur	MARCH - 2018	20.04.2018	29.09.2018	162	76606	2143241	9715493	0	11935340	6120	171224	776175	0	953519
80	08AABCD9523D1ZU	DINESHCHANDRA R AGRAWAL INFRACON PRIVATE LIMITED	Circle-D, Zone II, Jodhpur	FEBRUARY 2018	20.03.2018	27.07.2018	129	23450	282004	282004	0	587458	1492	17940	17940	0	37372
81	08AABCD9523D1ZU	DINESHCHANDRA R AGRAWAL INFRACON PRIVATE LIMITED	Circle-D, Zone II, Jodhpur	JANUARY 2018	20.02.2018	17.05.2018	86	0	211785	211785	0	423570	0	8982	8982	0	17964
82	08AABCD9523D1ZU	DINESHCHANDRA R AGRAWAL INFRACON PRIVATE LIMITED	Circle-D, Zone II, Jodhpur	December 2017	20.01.2018	10.03.2018	49	0	70615	70615	0	141230	0	1706	1706	0	3413

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83	08AABCD9523D1ZU	DINESHCHANDRA R AGRAWAL INFRACON PRIVATE LIMITED	Circle-D, Zone II, Jodhpur	Novembe r 2017	20.12.2017	10.03.2018	80	10220	348749	348749	0	707718	403	13759	13759	0	27921
84	08AABCD9523D1ZU	DINESHCHANDRA R AGRAWAL INFRACON PRIVATE LIMITED	Circle-D, Zone II, Jodhpur	October 2017	20.11.2017	10.03.2018	110	0	69563	69563	0	139126	0	3774	3774	0	7547
85	08AABCD9523D1ZU	DINESHCHANDRA R AGRAWAL INFRACON PRIVATE LIMITED	Circle-D, Zone II, Jodhpur	Septembe r 2017	20.10.2017	12.02.2018	115	664	88101	88101	0	176866	38	4996	4996	0	10030
86	08AABCD9523D1ZU	DINESHCHANDRA R AGRAWAL INFRACON PRIVATE LIMITED	Circle-D, Zone II, Jodhpur	August 2017	20.09.2017	10.02.2018	143	6945	67095	67095	0	141135	490	4732	4732	0	9953
87	08AABCD9523D1ZU	DINESHCHANDRA R AGRAWAL INFRACON PRIVATE LIMITED	Circle-D, Zone II, Jodhpur	July 2017	25.08.2017	10.02.2018	169	9878	183220	183220	0	376318	823	15270	15270	0	31363
88	08AACCN6194P1ZP	AIR INDIA LIMITED	Circle-D, Zone II, Jodhpur	JANUAR Y 2018	20.02.2018	21.02.2018	1	0	0	3391095	0	3391095	0	0	1672	0	1672
89	08AACCN6194P1ZP	AIR INDIA LIMITED	Circle-D, Zone II, Jodhpur	Septembe r 2017	20.10.2017	23.10.2017	3	9566566	3051410	3051410	0	15669386	14153	4514	4514	0	23182
90	08AACCN6194P1ZP	AIR INDIA LIMITED	Circle-D, Zone II, Jodhpur	August 2017	20.09.2017	21.09.2017	1	0	0	2609607	0	2609607	0	0	1287	0	1287
91	08ABPPS7358P1ZE	RAGHURAJ SINGH TEJVEER SINGH	Circle-D, Zone II, Jodhpur	Mar-18	20.04.2018	25.10.2018	188	0	6718	6718	0	13436	0	623	623	0	1246
92	08ABPPS7358P1ZE	RAGHURAJ SINGH TEJVEER SINGH	Circle-D, Zone II, Jodhpur	Feb-18	20.03.2018	25.10.2018	219	0	3327	3327	0	6654	0	359	359	0	719
93	08ABPPS7358P1ZE	RAGHURAJ SINGH TEJVEER SINGH	Circle-D, Zone II, Jodhpur	Jan-18	20.02.2018	25.10.2018	247	0	12435	12435	0	24870	0	1515	1515	0	3029
94	08ABPPS7358P1ZE	RAGHURAJ SINGH TEJVEER SINGH	Circle-D, Zone II, Jodhpur	Dec-17	20.01.2018	25.10.2018	278	0	13700	13700	0	27400	0	1878	1878	0	3756
95	08ABPPS7358P1ZE	RAGHURAJ SINGH TEJVEER SINGH	Circle-D, Zone II, Jodhpur	Nov-17	20.12.2017	25.10.2018	309	0	6290	6290	0	12580	0	958	958	0	1917
96	08ABPPS7358P1ZE	RAGHURAJ SINGH TEJVEER SINGH	Circle-D, Zone II, Jodhpur	Oct-17	20.11.2017	25.10.2018	339	0	22558	22558	0	45116	0	3771	3771	0	7542

S. No.	GSTIN	Name of Taxpayers	Name of Circle	Month	Due date of tax payable	Actual date of tax paid	Delay in days	IGST	CGST	SGST	Cess	Total tax paid	IGST	CGST	SGST	Cess	Total Interest leviable @ 18 %
97	08ABPPS7358P1ZE	RAGHURAJ SINGH TEJVEER SINGH	Circle-D, Zone II, Jodhpur	Sep-17	20.10.2017	03.07.2018	256	0	591406	1177180	0	1768586	0	74663	148615	0	223278
98	08ABPPS7358P1ZE	RAGHURAJ SINGH TEJVEER SINGH	Circle-D, Zone II, Jodhpur	Aug-17	20.09.2017	03.07.2018	286	0	507077	507077	0	1014154	0	71519	71519	0	143037
99	08ABPPS7358P1ZE	RAGHURAJ SINGH TEJVEER SINGH	Circle-D, Zone II, Jodhpur	Jul-17	25.08.2017	07.03.2018	194	0	860043	860043	0	1720086	0	82281	82281	0	164563
100	08AABCH2668B1ZU	H.G.INFRA ENGINEERING LIMITED	Circle-D, Zone II, Jodhpur	Mar-18	20.04.2018	22.05.2018	32	1049806	2280025	2280025	0	5609856	16567	35981	35981	0	88528
101	08AABCH2668B1ZU	H.G.INFRA ENGINEERING LIMITED	Circle-D, Zone II, Jodhpur	Feb-18	20.03.2018	31.03.2018	11	71912	327180	327180	0	726272	390	1775	1775	0	3940
102	08AABCH2668B1ZU	H.G.INFRA ENGINEERING LIMITED	Circle-D, Zone II, Jodhpur	Jan-08	20.02.2018	31.03.2018	39	31170	476915	476915	0	985000	599	9172	9172	0	18944
103	08AABCH2668B1ZU	H.G.INFRA ENGINEERING LIMITED	Circle-D, Zone II, Jodhpur	Dec-17	20.01.2018	31.03.2018	70	110613	331693	331693	0	773999	3818	11450	11450	0	26719
104	08AABCH2668B1ZU	H.G.INFRA ENGINEERING LIMITED	Circle-D, Zone II, Jodhpur	Nov-17	20.12.2017	31.03.2018	101	59783	584874	584874	0	1229531	2978	29132	29132	0	61241
105	08AABCH2668B1ZU	H.G.INFRA ENGINEERING LIMITED	Circle-D, Zone II, Jodhpur	Oct-17	20.11.2017	31.03.2018	131	333685	673767	673767	0	1681219	21557	43527	43527	0	108611
106	08AABCH2668B1ZU	H.G.INFRA ENGINEERING LIMITED	Circle-D, Zone II, Jodhpur	Sep-17	20.10.2017	31.03.2018	162	86676	2865790	2865790	0	5818256	6925	228949	228949	0	464823
107	08AABCH2668B1ZU	H.G.INFRA ENGINEERING LIMITED	Circle-D, Zone II, Jodhpur	Aug-17	20.09.2017	31.03.2018	192	67597	1698094	1698094	0	3463785	6400	160784	160784	0	327968
108	08AANFM4741R1ZG	MOHANGARH ENGINEERS AND CONSTRUCTION COMPANY	Circle-D, Zone II, Jodhpur	Mar-18	20.04.2018	19.10.2018	182	0	2272424	3252779	0	5525203	0	203958	291948	0	495906
109	08AANFM4741R1ZG	MOHANGARH ENGINEERS AND CONSTRUCTION COMPANY	Circle-D, Zone II, Jodhpur	Sep-17	20.10.2017	21.06.2018	244	0	869694	1143133	0	2012827	0	104649	137552	0	242201
110	08AANFM4741R1ZG	MOHANGARH ENGINEERS AND CONSTRUCTION COMPANY	Circle-D, Zone II, Jodhpur	Aug-17	20.09.2017	14.02.2018	147	0	421880	421880	0	843760	0	30583	30583	0	61167
111	08ADEFS3875Q1Z6	S.N. CONSTRUCTION COMPANY	Circle-Jaisalmer, Jodhpur I	Sep-17	20.10.2017	25.10.2018	370	0	475610	481059		956669	0	86783	87777	0	174559

S. No.	GSTIN	Name of Taxpayers	Name of Circle	Month	Due date of tax payable	Actual date of tax paid	Delay in days	IGST	CGST	SGST	Cess	Total tax paid	IGST	CGST	SGST	Cess	Total Interest leviable @ 18 %
112	08ADEFS3875Q1Z6	S.N. CONSTRUCTION COMPANY	Circle-Jaisalmer, Jodhpur I	Nov-17	20.12.2017	25.10.2018	309	0	87000	87000		174000	0	13257	13257	0	26515
113	08ADEFS3875Q1Z6	S.N. CONSTRUCTION COMPANY	Circle-Jaisalmer, Jodhpur I	Dec-17	20.01.2018	25.10.2018	278	0	39057	39057		78114	0	5355	5355	0	10709
114	08AABCR0347P1Z3	REDINGTON (INDIA) LTD.	Circle-I, Jaipur III, AC / CTO Ward	Aug-17	20.09.2017	02.10.2017	12	99457	2159	2159	0	103775	589	13	13	0	614
115	08AABCR0347P1Z3	REDINGTON (INDIA) LTD.	Circle-I, Jaipur III, AC / CTO Ward	Feb-18	20.03.2018	30.03.2018	10	158032	177	177	0	158386	779	1	1	0	781
116	08ACDPV6557E1Z9	CLASSIC ROVERS	Circle-I, Jaipur III, AC / CTO Ward	Aug-17	20.09.2017	25.09.2017	5	872	9527	9527	0	19926	2	23	23	0	49
117	08AAFFE1898K1ZY	EVERSHINE JEWELLERS	Circle-I, Jaipur III, AC / CTO Ward	Aug-17	20.09.2017	13.10.2017	23	0	7422	7422	0	14844	0	84	84	0	168
118	08AAACB2894G1ZN	BHARTI AIRTEL LIMITED	Circle-I, Jaipur III, AC / CTO Ward	Jul-17	25.08.2017	28.08.2017	3	0	15062	15062	0	30124	0	22	22	0	45
119	08AAGCM0477N1Z0	MEWAR PESTICIDES AND FERTILIZERS PRIVATE LIMITED	Circle-F, Udaipur	Dec-17	22.01.2018	06.09.2018	227	0	0	395921	0	395921	0	0	44321	0	44321
120	08AAGCM0477N1Z0	MEWAR PESTICIDES AND FERTILIZERS PRIVATE LIMITED	Circle-F, Udaipur	Mar-18	20.04.2018	14.09.2018	147	0	0	130939	0	130939	0	0	9492	0	9492
Total	**36 cases**		**22 circles**									**2233264584**	**43796304**	**7113409**	**11273044**	**2547**	**62185304**

Appendix-2.7 (B)

(Refer paragraph 2.3.8.2 I (a))

Non Payment of Interest on irregular ITC utilized

S.N.	GSTIN	Name of taxpayer	Name of Circle	Month of Return	Date /Month in which ITC utilized wrongly	Date /Month in which wrongly utilized ITC reversed	No. of Days for interest calculation	Amount of ITC utilized wrongly				Total Amount of irregular ITC utilised	Interest Leviable @18% (in ₹)				Total Interest
								IGST	CGST	SGST	CESS		IGST	CGST	SGST	CESS	
1	08AAACB2894G1ZN	BHARTI AIRTEL LIMITED	I Jaipur III	N.A	28-Aug-2017	14-Oct-2017	47	0	16544114	0	0	16544114	0	383461	0	0	383461
2				N.A	20-Sep-2017	14-Oct-2017	24	0	41574827	0	0	41574827	0	492064	0	0	492064
3	08AADCK7842G1ZD	KAMAL AUTOTECH PVT LTD	I Jaipur I	N.A	1-Oct-2017	30-Sep-2018	364	6412893	0	0	0	6412893	1151158	0	0	0	1151158
4				N.A	1-Jan-2018	30-Sep-2018	272	0	0	0	4663170	4663170	0	0	0	625504	625504
5	08AAVPT6020A1ZN	KALU RAM RAKESH KUMAR	F Jaipur IV	N.A	1-Aug-2017	28-Feb-2019	576	57932	0	0	0	57932	16456	0	0	0	16456
6				N.A	1-Sep-2017	28-Feb-2019	545	32182	0	0	0	32182	8649	0	0	0	8649
7				N.A	1-Oct-2017	28-Feb-2019	515	222169	0	0	0	222169	56425	0	0	0	56425
8				N.A	1-Dec-2017	28-Feb-2019	454	178655	0	0	0	178655	39999	0	0	0	39999
Total	**3 cases**		**3 circles**					**6503007**	**58118941**	**0**	**4663170**	**69685942**	**1272687**	**875525**	**0**	**625504**	**2773716**

Appendix 2.8(A)

(Refer Paragraph 2.3.8.2 I (b))

Excess availing of ITC more than GSTR-2A

S. No.	GSTIN	Name of Circle	Year	ITC availed in GSTR 3B								ITC availed in the next year			
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)			
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess
				1	2	3	4	5	6	7	8	9	10	11	12
			2017-18	57159095	20113096	20113096	0	0	0	0	0	0	0	0	0
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed			
1	08AAIHS0631P1ZQ	Circle-E Zone-II, Jaipur		IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				57159095	20113096	20113096	0	55977824	14624943	14624943	0	1181271	5488153	5488153	0	12157577
	08ALKPY4327R1Z1	CIRCLE-C, JAIPUR-IV		ITC availed in GSTR 3B								ITC availed in the next year			
			2017-18	GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)			
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess
				1	2	3	4	5	6	7	8	9	10	11	12
2				6545007	689758	644302	344558	0	0	0	0	0	0	23358	0
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed			
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				6545007	689758	667660	344558	912455	667660	667660	0	5632552	22098	0	344558	5999208
3	08ABAFS8903K1ZV	CIRCLE-H, JAIPUR-II	2017-18	ITC availed in GSTR 3B								ITC availed in the next year			
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)			
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess
				1	2	3	4	5	6	7	8	9	10	11	12
				602302	1595862	1595862	0	0	0	0	0	11686	25470	25470	0
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed			
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				613988	1621332	1621332	0	565084	1128096	1128096	0	48904	493236	493236	0	1035375
4	08AADCB0457G1ZX	CIRCLE-D, KOTA	2017-18	ITC availed in GSTR 3B								ITC availed in the next year			
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)			
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess
				1	2	3	4	5	6	7	8	9	10	11	12
				57050	15943440	15943440	0	0	0	0	0	0	0	0	0
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed			
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				57050	15943440	15943440	0	31208	2468888	2468888	0	25842	13474552	13474552	0	26974946
Total																**46167106**

Appendix 2.8(B)

(Refer Paragraph 2.3.8.2 I (b))

Excess availing of ITC under Reverse Charge Mechanism (RCM)

S. No.	GSTIN	Name of Taxpayer	Name of Circle	Year	ITC availed under RCM				Tax Liability under RCM				Excess ITC availed under RCM				
					GSTR 9 Table 6C+6D+6F				GSTR 3B Table 3.1(d)								
					IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
1	08AAIHS0631P1ZQ	SIDDHARTH TRADING COMPANY	Circle-E, Zone-II, Jaipur	2017-18	484171	407193	407193	0	384171	407694	407694	0	100000	0	0	0	100000
Total																	**100000**

Appendix 2.8(C)

(Refer Paragraph 2.3.8.2 I (b))

Undischarged Tax Liability

S. No.	GSTIN	Name of Taxpayer	Circle	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
				IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
				1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
1	08ALKPY4327R1Z1	WEB IT SOLUTIONS	CIRCLE-C, JAIPUR-IV	884711	605617	605617		2095945	875255	646991	646991	0	2169237	GSTR 1	0	0	0	0

				Total tax liability as per GSTR-1/GSTR-9				Tax paid as per GSTR-3B/9				Undischarged tax liability				Total undischarged tax liability
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				16	17	18	19	20	21	22	23	24	25	26	27	28
				875255	646991	646991	0	593407	338451	338451	0	281848	308540	308540	0	**898928**

Appendix 2.9

(Refer Paragraph 2.3.8.2 II)

Irregular availing of ITC not available under Section 17(5)

S.No.	GSTIN	Name of Taxpayer	Name of Circle	Description of Items fall under blocked/ineligible credit	Irregular/blocled ITC availed				Reversal u/s 17(5) in column 7(E) of GSTR-9				Irregular ITC to be reversed after reversal made in Col. 7(E)				Total amount of irregular ITC	Remarks
					IGST	CGST	SGST	CESS	IGST	CGST	SGST	CESS	IGST	CGST	SGST	CESS		
1	08AAACA0062F1ZA	AKSH OPTIFIBRE LTD.	A Bhiwadi	Advertisement expense, Mobile, tour and travel expenses etc	147202	69889	69890	0	0	0	0	0	147202	69889	69890	0	286981	GSTR-09
2	08AAACI3924J1ZK	GILLETTE INDIA LTD.		Jewellery, Restaurant and canteen services, Mobile, staff welfare expenses, air travel etc.	99229	1744954	1744954	0	0	0	0	0	99229	1744954	1744954	0	3589137	GSTR-09
3	08ADDPI8588B1ZF	AK DILSHAN CONT.		ITC of motor vehicle	0	80769	80769	0	0	0	0	0	0	80769	80769	0	161538	GSTR-09 not filed
4	08ALWPS9412P1ZV	CHANDRA SINGH CONTRACTOR	H Jaipur I	ITC of motor vehicle	0	462397	462397	0	0	0	0	0	0	462397	462397	0	924794	Figures from sample invoices produced by the taxpayer and GSTR-9
5	08AADCT9702E1ZD	TOKAI IMPERIAL HYDRAULICS INDIA PRIVATE LIMITED	Shahjahanpur	Diwali festival gifts, rent-a-cab/motor vehicle expenses, Mobile expenses, ITC of food items, cloths, Gold/Silver coins etc. and various items categorized in section 17(5)	0	117456	375549	0	0	3490	3490	0	0	113966	372059	0	486025	Figures from purchase details and GSTR-09
6	08AABCU0113A1Z7	UNICHARM INDIA PRIVATE LIMITED			906587	3948595	3948595	0	0	0	0	0	906587	3948595	3948595	0	8803777	
7	08AAUCS3125P1ZL	SHRI SHYAMKRIPA INTERIOR & LIGHTING PRIVATE LIMITED	Shahpura	ITC of staff welfare activities, purchase of cloth and shoes, ITC of sweet and beverages supplied to staff on festivals etc. and various item categorized in section 17(5)	62514	60315	60315	0	0	0	0	0	62514	60315	60315	0	183144	GSTR-09
Total	**7 cases**		**4 circles**		**1215532**	**6484375**	**6742469**	**0**	**0**	**3490**	**3490**	**0**	**1215532**	**6480885**	**6738979**	**0**	**14435396**	

Appendix 2.10

(Refer Paragraph 2.3.8.2 III)

Non-Reversal of Input Tax Credit for exempted turnover

S.N.	GSTIN	Name of Taxpayer	Name of Circle	Total Turnover (TO)	Exempted TO	ITC availed during period				Reversal required				Total Amount of Reversal	Source of information
						IGST	CGST	SGST	CESS	IGST	CGST	SGST	CESS		
1	08AAACA0062F1ZA	AKSH OPTIFIBRE LIMITED	A Bhiwadi	4721947012	1062473	340682523	26296891	26296891	0	76656	5917	5917	0	88490	Figure as per GSTR-3B
2	08AAACG1895Q1ZY	ZYDUS HEALTHCARE LIMITED	Circle-A, Zone-IV, Jaipur	832345375	10311913	95701660	15528340	15528340	0	1185646	192380	192380	0	1570406	Figure as per GSTR-3B
3	08ANMPG6556C1ZX	JAGADISH SERVICES CONTRACTOR	D Bhilwada	119068348	4588447	1604434	1327530	1327530	0	61829	51158	51158	0	164145	Figure as per GSTR-3B
4	08AAGCM0477N1Z0	MEWAR PESTICIDES AND FERTILIZERS PRIVATE LIMITED	F Udaipur	122657144	25931935	9062694	1796263	1796263	0	1916017	379762	379762	0	2675541	Figure as per GSTR-3B
5	08AASFS7334R1Z2	SATYAM POLYPLAST	A Jaipur IV	249114425	17710637	20682301	5495440	5495440	0	1470395	390695	390695	0	2251785	Figure as per GSTR-3B
6	08AABCS1848L1Z2	ARIHANT SUPERSTRUCTURES LIMITED	C Jodhpur II	340229134	95661493	8811590	17558056	17558056	0	2477536	4936761	4936761	0	12351058	Figure as per GSTR-3B
7	08ABQPG6565P1ZQ	GINNY INDUSTRIES	A Hanumangarh	56815408	1235778	0	1349075	1349075	0	0	29343	29343	0	58686	Figure as per GSTR-3B
8	08AABCH2668B1ZU	H.G.INFRA ENGINEERING LIMITED	D Jodhpur II	5599242785	65610392	303659082	308902032	308902032	0	3558194	3619629	3619629	0	10797452	Figure as per GSTR-3B
9	08ABFPB6954J1ZH	DAYAWAN STEEL YARD	E Jodhpur II	172089350	12508999	1582142	29553828	29553828	0	115004	2148238	2148238	0	4411480	Figure as per GSTR-3B
Total										**10861277**	**11753883**	**11753883**	**0**	**34369043**	

Appendix 2.11

(Refer Paragraph 2.3.8.3 I)

Exclusion of supplies received from related person

S.No.	GSTIN	Name of Taxpayer	Name of Circle	Loan amount on which guarantee given (in ₹)	Value of Supply for RCM liability (@2.3%)	Remarks
1	08AAACA0062F1ZA	AKSH OPTIFIBRE LTD.	A Bhiwadi	688571000	15837133	Figures of Balance sheet and GSTR 9C
2	08AAFCM4722P1Z1	MANGAL ELECTRICAL INDUSTRIES PRIVATE LIMITED	A Jaipur IV	191366525	4401430	Figures of Balance sheet and GSTR 9C
3	08AAACT5317J1ZA	TIRUPATI PLASTOMATICS PRIVATE LIMITED		257550040	5923651	
4	08AABCD9523D1ZU	DINESH CHANDRA R AGRAWAL INFRACON PRIVATE LIMITED	D Jodhpur II	136742698	3145082	Figures of Balance sheet and GSTR 9C
Total	**4 cases**		**3 circles**	**1274230263**	**29307296**	

Appendix 2.12

(Refer Paragraph 2.3.8.3 II)

Non- payment of GST under RCM

S.No.	GSTIN	Name of Taxpayer	Name of Circle	Nature of Supply/ Transaction	Value of Supply for RCM liability	Rate of GST (in %)	Tax amount to be paid under RCM				Total Amount of Tax	Remarks
							IGST	CGST	SGST	CESS		
1	08ANMPG6556C1ZX	JAGADISH SERVICES CONTRACTOR	D Bhilwada	Transportation Expenses(GTA Services)	17173688	5	0	429342	429342	0	858684	Figures of Trading and P&L A/c and GSTR 9C
2	08AEFPV5593N1ZI	TULSI CONSTRUCTION	Nimbahera	Freight Charges (GTA Services)	6081447	5	0	152036	152036	0	304072	Figures of Trading and P&L A/c and GSTR 9C
3	08AAUCS3125P1ZL	SHRI SHYAMKRIPA INTERIOR & LIGHTING PRIVATE LIMITED	Shahpura	legal consultant fee	30000	18	0	2700	2700	0	5400	Figures of Balance sheet, GSTR 9C and interest up to 25.07.2022
				Freight Charges (GTA Services)	74041	5	0	1851	1851	0	3702	
				supply received from unregistered supplier	45917	18	0	4133	4133	0	8266	
4	08AABCD9523D1ZU	DINESH CHANDRA R AGRAWAL INFRACON PRIVATE LIMITED	D Jodhpur II	Legal and Professional fees	82047063	18	0	7384236	7384236	0	14768472	Figures of Trading and P&L A/c, GSTR 9C and balance sheet
5	08AABCV3315P1Z1	VARINDERA CONSTRUCTIONS LIMITED		Legal and Professional fees	151650	18	0	13649	13649	0	27298	Figures of Trading and P&L A/c, GSTR 9C and balance sheet
6	08AAUFS5858C1ZM	SUNNY WOOLLENS INDUSTRIES	A Bikaner	supply received from unregistered supplier	56135	28	0	7859	7859	0	15718	Figures of Balance sheet, GSTR 9C and interest up to 25.08.2022
Total	**6 cases**		**5 circles**		**105659941**			**7995806**	**7995806**	**0**	**15991612**	

Appendix 2.13

(Refer Paragraph 2.3.8.3 V)

Mismatch in Tax Liability

S. No.	GSTIN	Circle	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
1	08AADCK7842G1ZD	Circle-I Zone-I Jaipur	32564701	72482027	72482027	90006065	267534820	30513401	72729091	72729091	90694763	266666346	GSTR 9	0	0	0	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9			Undischarged tax liability			Total undischarged tax liability			
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			32564701	72482027	72482027	90006065	29779976	71916845	71916845	90541236	2784725	565182	565182	-535171	3915089		
2	08ABFFM6647P1ZH	Circle-I Zone-I Jaipur	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			10588253	3947569	3947569	0	18483391	10589757	3064489	3064489	0	16718735	GSTR 9	0	1257692	1257692	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9			Undischarged tax liability			Total undischarged tax liability			
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			10588253	5205261	5205261	0	10589455	4387612	4387612	0	-1202	817649	817649	0	1635298		
3	08AAACA1517B1ZG	Circle-A Zone-III Jaipur	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			788662	2952787	2952787	0	6694236	786938	2952787	2952787	0	6692512	GSTR 9	0	752	752	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9			Undischarged tax liability			Total undischarged tax liability			
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			

S. No.	GSTIN	Circle	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			788662	2953539	2953539	0	314469	3985468	3985468	0	474193	-1031929	-1031929	0	474193		
4	08AAACG1895Q1ZY	Circle-B Zone-II Jaipur	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			1607039	47378186	47378186	0	96363411	1607039	47415585	47415585	0	96438209	GSTR 1	107	56871	56871	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9				Undischarged tax liability		Total undischarged tax liability			
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			1607146	47472456	47472456	0	1607146	47384725	47384725	0	0	87731	87731	0	175462		
5	08ACTPM0139M1Z3	Circle-A Zone-II Jaipur	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			45276	11498403	11498403	0	23042082	45726	11497302	11497302	0	23040330	GSTR 9	0	6750	6750	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9				Undischarged tax liability		Total undischarged tax liability			
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			45276	11505153	11505153	0	45726	10450684	10450684	0	-450	1054469	1054469	0	2108938		
6	08ABPFS3650Q1ZA	Circle-D Zone-II Jaipur	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			18494190	63552382	63552382	0	145598954	18494190	63553642	63553642	0	145601474	GSTR 1	0	1890	1890	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9				Undischarged tax liability		Total undischarged tax liability			
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			18494190	63555532	63555532	0	18494190	63553643	63553643	0	0	1889	1889	0	3778		
7	08ACMPB7093C1ZN	Circle-E Zone-III Jaipur	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess

S. No.	GSTIN	Circle	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			8451890	25337910	25337910	0	59127710	8494344	25353813	25353813	0	59201970	GSTR 1	0	0	0	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9					Undischarged tax liability				Total undischarged tax liability
			IGST	CGST	SGST	Cess		IGST	CGST	SGST	Cess		IGST	CGST	SGST	Cess	
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			8494344	25353813	25353813	0	7760484	25326556	25326556	0	733860	27257	27257	0	788374		
8	08AADFE4760C1ZQ	Circle-G Zone-IV Jaipur	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			0	12025059	12025059	0	24050118	0	12025059	12025059	0	24050118	GSTR 9	0	1822045	1822045	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9					Undischarged tax liability				Total undischarged tax liability
			IGST	CGST	SGST	Cess		IGST	CGST	SGST	Cess		IGST	CGST	SGST	Cess	
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			0	13847104	13847104	0	0	13196450	13196450	0	0	650654	650654	0	1301308		
9	08AAGCS6809Q1ZK	Circle A, Jaipur IV	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			9868377	63392643	63392643	0	136653663	9868377	63586985	63586985	0	137042347	GSTR 1	409535	166971	166971	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9					Undischarged tax liability				Total undischarged tax liability
			IGST	CGST	SGST	Cess		IGST	CGST	SGST	Cess		IGST	CGST	SGST	Cess	
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			10277912	63753956	63753956	0	10167168	63548468	63548468	0	110744	205488	205488	0	521720		
10	08AAMFA4380K1Z4	Circle Kishangarh	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			11284709	4358478	4358478	0	20001665	11238285	4344516	4344516	0	19927317	GSTR 9	0	675	675	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9					Undischarged tax liability				Total undischarged tax liability
			IGST	CGST	SGST	Cess		IGST	CGST	SGST	Cess		IGST	CGST	SGST	Cess	
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			11284709	4359153	4359153	0	11238285	4358793	4358793	0	46424	360	360	0	47144		

S. No.	GSTIN	Circle	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GST R 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	**CGST**	**SGST**	**Cess**	**Total**	**IGST**	**CGST**	**SGST**	**Cess**	**Total**		**IGST**	**CGST**	**SGST**	**Cess**
			1	**2**	**3**	**4**	**5**	**6**	**7**	**8**	**9**	**10**	**11**	**12**	**13**	**14**	**15**
11	08AAACV5228N1ZY	Circle-B, Ajmer	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GST R 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			19101868	1491685	1491685	0	22085238	19018451	204800	204800	0	19428051	GSTR 9	0	335311	335311	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9				Undischarged tax liability		Total undischarged tax liability			
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			19101868	1826996	1826996	0	19227368	1748620	1748620	0	-125500	78376	78376	0	156752		
12	08ABBFM5944K1ZX	Circle-B, Bhiwadi	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GST R 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			27962823	267189	267189	0	28497201	31643471	342158	342158	0	32327787	GSTR 1	0	0	0	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9				Undischarged tax liability		Total undischarged tax liability			
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			31643471	342158	342158	0	29901140	307047	307047	0	1742331	35111	35111	0	1812553		
13	08AAPPS0297N1ZS	Circle-C, Bhiwadi	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GST R 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			0	2750730	2750730	0	5501460	0	2750730	2750730	0	5501460	GSTR 9	0	0	0	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9				Undischarged tax liability		Total undischarged tax liability			
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			0	2750730	2750730	0	0	2379467	2379467	0	0	371263	371263	0	742526		
14	08ADDPI8588B1ZF	Circle-A, Bhiwadi	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GST R 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15

S. No.	GSTIN	Circle	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			0	0	0	0	0	1774483	54540	54540	0	1883563.13	GSTR 1	0	0	0	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9				Undischarged tax liability			Total undischarged tax liability		
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			1774483	54540	54540	0	1646579	0	0	0	127904	54540	54540	0	236984		
15	08AAACA0062F1ZA	Circle-A, Bhiwadi	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			606197445	41144370	41144370	0	688486185	440248617	41444192	41444192	0	523137001	GSTR 9	2744550	4064696	4064696	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9				Undischarged tax liability			Total undischarged tax liability		
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			608941995	45209066	45209066	0	608671740	45352748	45352748	0	270255	-143682	-143682	0	270255		
16	08AAAAS5265L1Z4	Circle-Shahpura Jaipur I	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			44700863	439868	439868	0	45580599	44701891	439354	439354	0	45580599	GSTR 9	0	22394	22394	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9				Undischarged tax liability			Total undischarged tax liability		
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			44700863	462262	462262	0	44700863	366327	366327	0	0	95935	95935	0	191870		
17	08ABQPG6565P1ZQ	Circle-A, Hanumangarh	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			2190270	373840	373840	0	2937950	2271573	290601	290601	0	2852775	GSTR 9	0	0	0	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9				Undischarged tax liability			Total undischarged tax liability		
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		

S. No.	GSTIN	Circle	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			2190270	373840	373840	0	13008201	310967	310967	0	-10817931	62873	62873	0	125746		
18	08AAACO0191M2ZA	Circle- C, Jaipur-I	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			4137953	44901487	44886872	391	93926703	2602509	41527641	41593564	0	85723714	GSTR 9	4583	1204878	1204878	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9				Undischarged tax liability		Total undischarged tax liability			
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			4142536	46106365	46091750	391	4016485	45244322	45229707	0	126051	862043	862043	391	1850528		
19	08ABEPV4860A1ZO	Circle- C, Jaipur-I	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			0	7273933	7273933	26359694	40907560	0	7228153	7228153	26359694	40816000	GSTR 9	0	0	0	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9				Undischarged tax liability		Total undischarged tax liability			
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			0	7273933	7273933	26359694	0	7284224	7284224	24024109	0	-10291	-10291	2335585	2335585		
20	08ACHFS6211Q1ZL	Circle- C, Jaipur-I	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			0	0	0	0	0	0	26709566	26709566	0	53419132	GSTR 1	0	0	0	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9				Undischarged tax liability		Total undischarged tax liability			
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			0	26709566	26709566	0	0	24053875	24053875	0	0	2655691	2655691	0	5311382		
21	08ASQPA3326D1Z1	Circle- B, Jaipur-IV	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15

S. No.	GSTIN	Circle	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			22853	17589603	17589603	0	35202059	22853	17622210	17622210	0	35267273	GSTR 1	0	2279	2279	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9					Undischarged tax liability				Total undischarged tax liability
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			22853	17624489	17624489	0	22853	17591881	17591881	0	0	32608	32608	0	65216		
22	08ALWPS9412P1ZV	CIRCLE-H, JAIPUR-I	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			0	23724038	23724038	0	47448076	0	27019567	27019567	0	54039134	GSTR 1	0	745354	745354	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9					Undischarged tax liability				Total undischarged tax liability
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			0	27764921	27764921	0	0	24788130	24788130	0	0	2976791	2976791	0	5953582		
23	08ABAFS8903K1ZV	CIRCLE-H, JAIPUR-II	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			441449	2000440	2000440	0	4442329	460168	1989905	1989905	0	4439978	GSTR 9	0	5968	5968	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9					Undischarged tax liability				Total undischarged tax liability
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			441449	2006408	2006408	0	406985	1721699	1721699	0	34464	284709	284709	0	603882		
24	08AAACT4119L1Z8	CIRCLE-E, KOTA	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			7429637	227551979	227551979	0	462533595	7468564	227540729	227540729	0	462550022	GSTR 1	4542660	1061320	1061320	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9					Undischarged tax liability				Total undischarged tax liability
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			12011224	228602049	228602049	0	11086028	229078110	229078110	0	925196	-476061	-476061	0	925196		

S. No.	GSTIN	Circle	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GST R 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
25	08AABCJ0355R1Z7	CIRCLE-B, KOTA	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GST R 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			4563703927	945894658	945894658	6866	6455500109	4563218155	945857769	945857769	6866	6454940559	GSTR 9	34447648	161984465	161984465	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9					Undischarged tax liability				Total undischarged tax liability
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			4598151575	1107879123	1107879123	6866	4597629209	1107998420	1107998420	6866	522366	-119297	-119297	0	522366		
26	08AFRPS6744K1ZI	CIRCLE-B, KOTA	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GST R 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			48156	1842307	1842307	0	3732770	48156	1842307	1842307	0	3732770	GSTR 9	0	0	0	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9					Undischarged tax liability				Total undischarged tax liability
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			48156	1842307	1842307	0	33216	1575248	1575248	0	14940	267059	267059	0	549058		
27	08AAAFI8531Q1ZV	CIRCLE-D, KOTA	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GST R 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			55809	5730447	5730447	0	11516703	0	6340979	6340979	0	12681958	GSTR 1	0	126400	126400	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9					Undischarged tax liability				Total undischarged tax liability
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			0	6467379	6467379	0	55809	5856847	5856847	0	-55809	610532	610532	0	1221064		
28	08AADCB0457G1ZX	CIRCLE-D, KOTA	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GST R 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15

S. No.	GSTIN	Circle	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			0	675563	675563	0	1351126	0	674196	674196	0	1348392	GSTR 9	0	94674	94674	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9					Undischarged tax liability				Total undischarged tax liability
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			0	770237	770237	0	0	768872	768872	0	0	1365	1365	0	2730		
29	08AABCN1537H1ZM	CIRCLE-Jhalawar, KOTA	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			72864684	14843264	14843264	431902	102983114	71078253	14843264	14843264	431902	101196683	GSTR 9	525490	68392	68392	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9					Undischarged tax liability				Total undischarged tax liability
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			73390174	14911656	14911656	431902	53927408	14921093	14908755	0	19462766	-9437	2901	431902	19897569		
30	08AACCN4450C1ZT	Circle-C, Zone-III, Jaipur	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			0	21274260	21274260	0	42548520	0	21274260	21274260	0	42548520	GSTR 9	0	0	0	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9					Undischarged tax liability				Total undischarged tax liability
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			0	21274260	21274260	0	0	15842929	15842929	0	0	5431331	5431331	0	10862662		
31	08AABCJ0672P1Z7	Circle-A, Udaipur	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			11085417	2956870	2956870	0	16999157	9994227	2956803	2956803	0	15907833	GSTR 9	0	1639850	1639850	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9					Undischarged tax liability				Total undischarged tax liability
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			11085417	4596720	4596720	0	11075667	4591706	4591706	0	9750	5014	5014	0	19778		

S. No.	GSTIN	Circle	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
32	08ADNPC5964D1ZH	Circle-B, Udaipur	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			64957	2615932	2615932	0	5296821	66145	1449337	1449337	0	2964819	GSTR 9	0	0	0	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9					Undischarged tax liability			Total undischarged tax liability	
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			64957	2615932	2615932	0	50513	1339433	1339433	0	14444	1276499	1276499	0	2567442		
33	08AAACG5306N1ZI	Circle-B, Udaipur	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			89355770	447352032	447352032	0	984059834	89355198	447351827	447351827	0	984058852	GSTR 9	3960365	3828042	3828042	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9					Undischarged tax liability			Total undischarged tax liability	
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			93316135	451180074	451180074	0	93316264	451178380	451178380	0	-129	1694	1694	0	3388		
34	08AEBPC9520J1ZM	Circle-A, Rajsamand	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			0	1273474	1273474	0	2546948	0	756768	756768	0	1513536	GSTR 9	0	0	0	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9					Undischarged tax liability			Total undischarged tax liability	
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			0	1273474	1273474	0	0	756769	756769	0	0	516705	516705	0	1033410		
35	08ANMPG6556C1ZX	Circle-D, Bhilwara	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			29670	6598565	6598565	0	13226800	33404	6598566	6598566	0	13230536	GSTR 1	0	0	0	0

S. No.	GSTIN	Circle	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			Total tax liability as per GSTR-1/GSTR-9				Tax paid as per GSTR-3B/9				Undischarged tax liability			Total undischarged tax liability			
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			33404	6598566	6598566	0	26935	6584670	6584670	0	6469	13896	13896	0	34261		
36	08AABCD9523D1ZU	Circle-D, Zone II, Jodhpur	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			72000	148312319	148312319	0	296696638	0	24659151	24659151	0	49318302	GSTR 9	127763	3464372	3464372	0
			Total tax liability as per GSTR-1/GSTR-9				Tax paid as per GSTR-3B/9				Undischarged tax liability			Total undischarged tax liability			
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			199763	151776691	151776691	0	127763	151737875	151737875	0	72000	38816	38816	0	149632		
37	08ABPPS7358P1ZE	Circle-D, Zone II, Jodhpur	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			0	21074978	21074978	0	42149956	0	24659151	24659151	0	49318302	GSTR 1	0	2023554	2023554	0
			Total tax liability as per GSTR-1/GSTR-9				Tax paid as per GSTR-3B/9				Undischarged tax liability			Total undischarged tax liability			
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			0	26682705	26682705	0	0	23098532	23098532	0	0	3584173	3584173	0	7168346		
38	08AAECP9650J1ZY	Circle-D, Zone II, Jodhpur	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			0	4994821	4994821	0	9989642	0	2719383	2719383	0	5438766	GSTR 9	0	0	0	0
			Total tax liability as per GSTR-1/GSTR-9				Tax paid as per GSTR-3B/9				Undischarged tax liability			Total undischarged tax liability			
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			0	4994821	4994821	0	0	2719383	2719383	0	0	2275438	2275438	0	4550876		
39	08AAACI7351P1Z3	Circle-I, Zone-III, Jaipur	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			

S. No.	GSTIN	Circle	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			15704791	102477082	103029080	0	221210953	15704792	103029080	103029080	0	221762952	GSTR 1	27972322	23775420	23775420	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9					Undischarged tax liability				Total undischarged tax liability
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			43677114	126804500	126804500	0	43677114	126252511	126804509	0	0	551989	-9	0	551989		
40	08ACDPV6557E1Z9	Circle- I, Jaipur-III	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			793962	2737422	2737422	0	6268806	901660	2718587	2718587	0	6338834	GSTR 1	0	0	0	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9					Undischarged tax liability				Total undischarged tax liability
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			901660	2718587	2718587	0	901801	1706832	1706832	0	-141	1011755	1011755	0	2023510		
41	08AAECM8357R1ZJ	Circle- I, Jaipur-III	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			0	3834329	3834329	0	7668658	0	3817013	3817013	0	7634026	GSTR 9	0	35508	35508	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9					Undischarged tax liability				Total undischarged tax liability
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			0	3869837	3869837	0	0	3852523	3852523	0	0	17314	17314	0	34628		
42	08AIUPM8432G1ZQ	Circle-D, Udaipur	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			7377210	97703	97703	0	7572616	8349656	97702	97702	0	8545060	GSTR 1	43320	21492	21492	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9					Undischarged tax liability				Total undischarged tax liability
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			8392976	119194	119194	0	7431506	119196	119196	0	961470	-2	-2	0	961470		

S. No.	GSTIN	Circle	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
43	08ADFPA2390H1ZT	Circle-E, Udaipur	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			0	2522222	2522222	0	5044444	0	2625387	2625387	0	5250774	GSTR 1	0	0	0	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9					Undischarged tax liability				Total undischarged tax liability
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			0	2625387	2625387	0	0	2522222	2522222	0	0	103165	103165	0	206330		
44	08AAGCM0477N1Z0	Circle-F, Udaipur	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			0	0	0	0	0	0	7119041	7119041	0	14238082	GSTR 1	0	0	0	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9					Undischarged tax liability				Total undischarged tax liability
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			0	7119041	7119041	0	0	6591043	6591043	0	0	527998	527998	0	1055996		
45	08AAACH0968B1ZW	Circle-Nimbheda, Zone-Bhilwara	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			1829282	161994458	161994458	0	325818198	1829282	161645430	161645430	0	325120142	GSTR 9	0	498441	498441	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9					Undischarged tax liability				Total undischarged tax liability
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			1829282	162492899	162492899	0	1829284	157099370	157099370	0	-2	5393529	5393529	0	10787058		
46	08AEFPV5593N1ZI	Circle-Nimbheda, Zone-Bhilwara	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			0	19861	19861	0	39722	0	524271	524271	0	1048542	GSTR 1	0	0	0	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9					Undischarged tax liability				Total undischarged tax liability

S. No.	GSTIN	Circle	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			0	524271	524271	0	0	16713	16713	0	0	507558	507558	0	1015116		
47	08AICPC1143J1ZP	Circle-C,Bhilwara	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			1567	3026707	3026707	0	6054981	1567	3026706	3026706	0	6054979	GSTR 9	0	0	0	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9				Undischarged tax liability		Total undischarged tax liability			
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			1567	3026707	3026707	0	1567	2997938	2997938	0	0	28769	28769	0	57538		
48	08AAWPV7430R1ZD	Circle-E,Jodhpur-I	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			0	0	0	0	0	38.56	1111238	1111238	0	2222514.56	GSTR 1	0	0	0	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9				Undischarged tax liability		Total undischarged tax liability			
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			38.56	1111238	1111238	0	3771	775116	775116	0	-3732	336122	336122	0	672244		
49	08AAHHJ3320F2ZK	Circle-C,Jodhpur-I	Tax liability on outward supply as per GSTR 9(4N-4G)					Tax liability on outward supply as per GSTR1					Figures higher GSTR 9/GSTR 1	Tax liability on inward supply liable to RCM (4G)			
			IGST	CGST	SGST	Cess	Total	IGST	CGST	SGST	Cess	Total		IGST	CGST	SGST	Cess
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
			0	0	0	0	0	0	3673421	3673421	0	7346842	GSTR 1	0	0	0	0
			Total tax liability as per GSTR-1/GSTR-9					Tax paid as per GSTR-3B/9				Undischarged tax liability		Total undischarged tax liability			
			IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess			
			16	17	18	19	20	21	22	23	24	25	26	27	28		
			0	3673421	3673421	0	0	3672450	3672450	0	0	971	971	0	1942		
Total															**97503764**		

Appendix 2.14

(Refer Paragraph 2.3.8.3 VI (a))

Mismatch in availing of ITC

S. No.	GSTIN	Name of Circle	Year	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
1	08ABFFM6647P1ZH	Circle-I, Zone-I, Jaipur	2017-18	2771	10132198	10132198	0	0	0	0	0	2570994	240182	240182		0
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				2573765	10372380	10372380	0	8765	7626236	7626236	0	2565000	2746144	2746144	0	8057288
2	08AAADCK7842G1ZD	Circle-I, Zone-I, Jaipur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				176161030	1311251	1311252	100776171	0	0	0	0	0	0	0		0
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				176161030	1311251	1311252	100776171	162130123	1159274	1159274	91775847	14030907	151977	151978	9000324	23335186
3	08AAACA1517B1ZG	Circle-A, Jaipur-III	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				2231635	1856517	1856517	0	0	0	0	0	0	6196240	6196240		0
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				2231635	8052757	8052757	0	0	4115737	4115737	0	2231635	3937020	3937020	0	10105675
4	08AAACG1895Q1ZY	Circle-A Zone-IV, Jaipur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				95701552	15470704	15470704	0	0	0	0	0	13677642	57881	57881		0
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total

S. No.	GSTIN	Name of Circle	Year	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				13	14	15	16	17	18	19	20	21	22	23	24	25
				109379194	15528585	15528585	0	111290794	2010779	2010779	92	0	13517806	13517806	0	27035612
5	08ACTPM0139M1Z3	Circle-A Zone-II, Jaipur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				901922	8626374	8626374	0	0	0	0	0	164552	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A				Excess ITC availed				
								GSTR 2A (Table 3+Table 5)								
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				1066474	8626374	8626374	0	1064277	5436930	5436930	0	2197	3189444	3189444	0	6381085
6	08AAVPT6020A1ZN	Circle-F Zone-IV, Jaipur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				5353874	11302105	11302105	0	5353874	0	0	0	0	1589	1589	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A				Excess ITC availed				
								GSTR 2A (Table 3+Table 5)								
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				0	11303694	11303694	0	0	11216646	11216646	0	0	87048	87048	0	174096
7	08AAACB2100P1ZX	Circle-C, Jaipur-II	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				298516063	460420008	462520519	0	947545	11525627	11525627	0	10578669	44847417	45320230	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A				Excess ITC availed				
								GSTR 2A (Table 3+Table 5)								
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				308147187	493741798	496315122	0	305253815	445815453	447821012	1203818	2893372	47926345	48494110	0	99313827
8	08AAACS7018R1ZT	Circle-C Zone-II, Jaipur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				5097533	2682078	2682078	0	0	0	0	0	6988692	3060426	3060426	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A				Excess ITC availed				
								GSTR 2A (Table 3+Table 5)								
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				12086225	5742504	5742504	0	12031610	4797349	4800746	272	54615	945155	941758	0	1941528
9	08ABPFS3650Q1ZA		2017-18	ITC availed in GSTR 3B								ITC availed in the next year				

S. No.	GSTIN	Name of Circle	Year	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
		Circle-D Jaipur-II		GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				18248400	65158260	65158260	0	0	0	0	0	0	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				18248400	65158260	65158260	0	18248400	65157022	65157022	0	0	1238	1238	0	2476
10	08AATCS8224J1ZO	Circle-G, Jaipur-III	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				0	1316713	1316713		0	0	0		0	0	0		
				Total ITC availed for the financial year				ITC available as per GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				0	1316713	1316713		17111	685997	685997	5	0	630716	630716	0	1261432
11	08AAACP9588R1Z9	Circle-J, Jaipur-III	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				88816064	113972290	113972290	74910466	0	0	0	0	0	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				88816064	113972290	113972290	74910466	80776801	102489883	102489883	68056632	8039263	11482407	11482407	6853834	37857911
12	08ACMPB7093C1ZN	Circle-E, Jaipur-III	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				354745	29151570	29151570		0	0	0		2032570	0	0		
				Total ITC availed for the financial year				ITC available as per GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				2387315	29151570	29151570		2387316	29059716	29059716		0	91854	91854	0	183708
13	08AADFE4760C1ZQ		2017-18	ITC availed in GSTR 3B								ITC availed in the next year				

S. No.	GSTIN	Name of Circle	Year	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
		Circle-G, Jaipur-IV		GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				6807389	7348287	7348287		0	0	0		0	0	0		
				Total ITC availed for the financial year				ITC available as per GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				6807389	7348287	7348287		4996333	6858796	6858796		1811056	489491	489491	0	2790038
14	08AAACT5317J1ZA	Circle A, Jaipur IV	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				100464617	92173486	126179858	0	0	8439070	27735645	0	9298821	0	0		0
				Total ITC availed for the financial year				ITC available as per GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				109763438	83734416	98444213	0	109586507	77761582	77761582	0	176931	5972834	20682631	0	26832396
15	08AAFCM4722P1Z1	Circle A, Jaipur IV	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				151837923	62757992	56841920	0	93323	10420976	4069241	0	347943	532876	532876		0
				Total ITC availed for the financial year				ITC available as per GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				152092543	52869892	53305555	0	66975721	51186724	51186724	0	85116822	1683168	2118831	0	88918821
16	08AAGCS6809Q1ZK	Circle A, Jaipur IV	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				27164418	45619591	45619591	0	0	0	0	0	0	5758681	5758681		1172022
				Total ITC availed for the financial year				ITC available as per GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				27164418	51378272	51378272	1172022	15988754	50966219	50966219	1315165	11175664	412053	412053	0	11999770
17	08AASFS7334R1Z2	Circle A, Jaipur IV	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				

S. No.	GSTIN	Name of Circle	Year	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				15655255	5406938	5406938	0	0	0	0	0	1026125	187353	187353	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				16681380	5594291	5594291	0	8864849	5664009	5667104	0	7816531	0	0	0	7816531
18	08AAIFR6164N1ZJ	Circle A, Jaipur IV	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				20733456	1520905	1520905	0	0	0	0	0	985466	782290	782290	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				21718922	2303195	2303195	0	21496485	2305873	2305873	10.2	222437	0	0	0	222437
19	08AAMFA4380K1Z4	Circle Kishangarh	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				5681490	4578512	4578512	0	0	0	0	0	113623	2528	2528	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				5795113	4581040	4581040	0	3582931	4583274	4583274	0	2212182	0	0	0	2212182
20	08AAACV5228N1ZY	Circle-B, Ajmer	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				18104995	4667264	4667264	0	0	0	0	0	0	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				18104995	4667264	4667264	0	17441636	2129293	2129293	0	663359	2537971	2537971	0	5739301
21	08ABBFM5944K1ZX	Circle-B, Bhiwadi	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				6034967	445600	445600	0	0	0	0	0	0	119138	119138	0	

S. No.	GSTIN	Name of Circle	Year	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				6034967	564738	564738	0	4665636	564738	564739	0	1369331	0	0	0	1369331
22	08AAACI3924J1ZK	Circle-A, Bhiwadi	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				192771528	13545175	13545176	0	0	0	0	0	1474925	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				194246453	13545175	13545176	0	180183219	14483103	14483103	0	14063234	0	0	0	14063234
23	08ADDPI8588B1ZF	Circle-A, Bhiwadi	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				1268105	1768387	1768387	0	0	0	0	0	0	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				1268105	1768387	1768387	0	937990	1392963	1392963	0	330115	375424	375424	0	1080963
24	08AAUCS3125P1ZL	Circle-Shahpura Jaipur I	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				1233230	1003756	1003756	0	0	0	0	0	884428	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				2117658	1003756	1003756	0	736540	960973	960973	0	1381118	42783	42783	0	1466684
25	08AAEFR2027A1ZS	Circle-Tonk, Jaipur II	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				1129579	7823741	7823741	0	0	3152911	3152911	0	0	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25

S. No.	GSTIN	Name of Circle	Year	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				1129579	4670830	4670830	0	1130201	4627923	4627923	0	0	42907	42907	0	85814
26	08ABQPG6565P1ZQ	Circle-A, Hanumangarh	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				10817930	1349075	1349075	0	0	0	0	0	0	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				10817930	1349075	1349075	0	2624	1278103	1278103	0	10815306	70972	70972	0	10957250
27	08AYQPS3768M1ZA	Circle-B, Sri Ganganagar	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				1262427	4469766	4469766	0	0	2652000	0	0	0	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				1262427	1817766	4469766	0	1261386	1815794	1815794	0	1041	1972	2653972	0	2656985
28	08AAUPK1929J1Z6	Circle-Jhunjhunu, Bikaner	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				26649	6897746	6897746	12667356	0	0	0	0	0	0	0	8257805	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				26649	6897746	6897746	20925161	46092	4202365	4202365	20925160	0	2695381	2695381	1	5390763
29	08AHQPT9847F1ZF	Circle-Jhunjhunu, Bikaner	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				0	3101500	3101500	0	0	0	0	0	0	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				0	3101500	3101500	0	0	2232758	2232758	0	0	868742	868742	0	1737484
30	08AABUC0113A1Z7		2017-18	ITC availed in GSTR 3B								ITC availed in the next year				

S. No.	GSTIN	Name of Circle	Year	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
		Circle-Shahjahanpur		GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				164209903	19756029	19756029	0	0	0	0	0	2073249	18532588	1222265	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				166283152	38288617	20978294	0	167207927	19318719	19318719	21117	0	18969898	1659575	0	20629473
31	08AADCT9702E1ZD	Circle-Shahjahanpur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				32133894	57932873	360974	0	272483	0	0	0	0	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				31861411	57932873	360974	0	16602120	462029	462029	0	15259291	57470844	0	0	72730135
32	08AAACO0191M2ZA	Circle-C, Zone-I, Jaipur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				8496553	15839216	15839216	0	474276	843797	843797		22272116	5542784	5542789		
				Total ITC availed for the financial year				ITC available as per GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				30294393	20538203	20538208	0	7309597	21510369	21766730		22984796	0	0	0	22984796
33	08AACCE8931F1ZM	Circle-C, Zone-I, Jaipur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				0	5092703	5092703	0	0	0	0		0	0	0		
				Total ITC availed for the financial year				ITC available as per GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				0	5092703	5092703	0	0	2081088	2081088		0	3011615	3011615	0	6023230
34	08ABEPV4860A1ZO		2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				

S. No.	GSTIN	Name of Circle	Year	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
		Circle-C, Zone-I, Jaipur		IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				6518150	7319191	7319191	24007082	0	0	0	0	0	8069	8069	2478186	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				6518150	7327260	7327260	26485268	199387	7311762	7311762	26650262	6318763	15498	15498	0	6349759
35	08ACHFS6211Q1ZL	Circle-C, Zone-I, Jaipur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				0	24054920	24054920	0	0	0	0	0	0	0			
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				0	24054920	24054920	0	0	16881873	16881873	0	0	7173047	7173047	0	14346094
36	08AABCE3582F1ZQ	CIRCLE-E, JAIPUR-I	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				16984657	50994233	50994233	0	0	0	0	0	82355	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				17067012	50994233	50994233	0	15019230	47637526	47637611	0	2047782	3356707	3356622	0	8761111
37	08ALWPS9412P1ZV	CIRCLE-H, JAIPUR-I	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				2445670	13788223	13564833	0	0	0	0	0	196841	389851	389851	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				2642511	14178074	13954684	0	2601984	12050772	12050772	660568	40527	2127302	1903912	0	4071742
38	08AAECA1501B1ZK	CIRCLE-H, JAIPUR-I	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	

S. No.	GSTIN	Name of Circle	Year	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	**2**	**3**	**4**	**5**	**6**	**7**	**8**	**9**	**10**	**11**	**12**	
				1	2	3	4	5	6	7	8	9	10	11	12	
				3945442	454353	454353	0	0	0	0	0	10511618	355265	355265		0
				Total ITC availed for the financial year				ITC available as per GSTR 2A (GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				14457060	809618	809618	0	5172222	804607	804607	0	9284838	5011	5011	0	9294860
39	08AILPG2384C1ZE	CIRCLE-H, Jaipur-I	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				14357144	17252418	17252418	0	0	0	0	0	12312	104895	104895		0
				Total ITC availed for the financial year				ITC available as per GSTR 2A (GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				14369456	17357313	17357313	0	14369474	14466441	14466441	0	0	2890872	2890872	0	5781744
40	08AAATT0611L1ZK	CIRCLE-H, JAIPUR-II	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				597199	675964	675964	0	0	0	0	0	0	0	0		0
				Total ITC availed for the financial year				ITC available as per GSTR 2A (GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				597199	675964	675964	0	0	43341	43341	0	597199	632623	632623	0	1862445
41	08AAACT4119L1Z8	CIRCLE-E, KOTA	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				307483269	67113103	67060935	0	0	0	0	0	19433298	1767820	1767820		0
				Total ITC availed for the financial year				ITC available as per GSTR 2A (GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				326916567	68880923	68828755	0	285412924	48647389	48657895	0	41503643	20233534	20170860	0	81908038
42	08AAECN8067D1ZC	CIRCLE-E, KOTA	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				39711616	109945758	109945758	0	412940	29838645	29838645	0	684426	2874	2874		0
				Total ITC availed for the financial year				ITC available as per GSTR 2A (GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total

S. No.	GSTIN	Name of Circle	Year	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				13	14	15	16	17	18	19	20	21	22	23	24	25
				39983102	80109987	80109987	0	31115829	74540758	74540758	0	8867273	5569229	5569229	0	20005731
43	08AABCJ0355R1Z7	CIRCLE-B, KOTA	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				886101774	296518650	296518650	0	0	0	0	0	32286372	4005854	4005854	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				918388146	300524504	300524504	0	615806363	300306234	300361511	96222442	302581783	218270	162993	0	302963046
44	08AFRPS6744K1ZI	CIRCLE-B, KOTA	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				0	1444356	1444356	0	0	0	0	0	0	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				0	1444356	1444356	0	2100	287517	287517	0	0	1156839	1156839	0	2313678
45	08AAAFI8531Q1ZV	CIRCLE-D, KOTA	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				1508693	1531517	1531517	0	0	0	0	0	0	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				1508693	1531517	1531517	0	98415	1566710	1566710	0	1410278	0	0	0	1410278
46	08AABCN1537H1ZM	CIRCLE-Jhalawar, KOTA	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				65809124	6969919	6969919	0	0	0	0	0	17378808	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25

S. No.	GSTIN	Name of Circle	Year	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				83187932	6969919	6969919	0	71139175	3930050	3930050	0	12048757	3039869	3039870	0	18128495
47	08AAACL0140P7ZD	Circle-C, Zone-III, Jaipur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				1548139295	790478601	790478601	0	0	0	0	0	325440713	153507049	153507049	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				1873580008	943985650	943985650	0	1293633608	652181976	652220287	409851	579946400	291803674	291765363	0	1163515437
48	08AABCL5967D1ZE	Circle-C, Zone-III, Jaipur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				468332907	24759577	24759577	0	0	0	0	0	81442710	12007932	12007932	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				549775617	36767509	36767509	0	516557718	30902012	30902012	81015	33217899	5865497	5865497	0	44948893
49	08AHIPG0574C1ZO	Circle-C, Zone-III, Jaipur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				35000042	41806	45182	3375	0	0	0	0	0	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				35000042	41806	45182	3375	11049	236036	236036	0	34988993	0	0	3375	34992368
50	08AADCB1093N1ZG	Circle-C, Zone-III, Jaipur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				143193792	166508851	166508851	867456	0	0	0	0	30259	125801	125801		4137
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				143224051	166634652	166634652	871593	143715370	147124682	147124719	1033062	0	19509970	19509933	0	39019903

S. No.	GSTIN	Name of Circle	Year	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
51	08AABCJ0672P1Z7	Circle-A, Udaipur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				13348753	16236025	20394091	0	0	0	0	0	0	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				13348753	16236025	20394091	0	10924120	7651951	7651951	6991	2424633	8584074	12742140	0	23750847
52	08ADNPC5964D1ZH	Circle-B, Udaipur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				336574	1191551	1191551	0	0	0	0	0	20440	1217551	1217551	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				357014	2409102	2409102	0	354134	1871370	1871370	0	2880	537732	537732	0	1078344
53	08AAACG5306N1ZI	Circle-B, Udaipur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				273381050	265521231	265521231	0	0	28083	28083	0	3052984	2237299	2237299	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				276434034	267730447	267730447	0	274547713	258712402	258712401	293642	1886321	9018045	9018046	0	19922412
54	08AEBPC9520J1ZM	Circle-A, Rajsamand	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				712724	987433	987433	0	0	0	0	0	0	231076	231076	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				712724	1218509	1218509	0	6480	1008231	1008231	0	706244	210278	210278	0	1126800
55	08ANMPG6556C1ZX	Circle-D, Bhilwara	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				

S. No.	GSTIN	Name of Circle	Year	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				1604434	1327530	1327530	0	0	0	0	0	148940	184369	184369	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				1753374	1511899	1511899	0	913188	1355658	1355658	0	840186	156241	156241	0	1152668
56	08AABCD9523D1ZU	Circle-D, Zone II, Jodhpur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				182374432	69576245	69576245	0	0	0	417503	0	0	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				182374432	69576245	69158742	0	182866973	60146905	60146905	0	0	9429340	9011837	0	18441177
57	08AACCN6194P1ZP	Circle-D, Zone II, Jodhpur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				30675329	8786714	8786714	0	0	0	0	0	31641873	5730870	5730870	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				62317202	14517584	14517584	0	197063	20336656	20336656	0	62120139	0	0	0	62120139
58	08AAECP9650J1ZY	Circle-D, Zone II, Jodhpur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				1337487	2403451	2403451	0	0	0	0	0	0	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				1337487	2403451	2403451	0	0	890882	890882	0	1337487	1512569	1512569	0	4362625
59	08AANFM4741R1ZG	Circle-D, Zone II, Jodhpur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				1420531	7968730	7968729	0	0	0	0	0	0	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A (Table 3+Table 5)				Excess ITC availed				

S. No.	GSTIN	Name of Circle	Year	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				1420531	7968730	7968729	0	1256192	3486132	3486130	146486	164339	4482598	4482599	0	9129536
60	08AABCV3315P1Z1	Circle-D, Zone II, Jodhpur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				590648	347603	347603	0	0	0	0	0	0	5531	5531	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A				Excess ITC availed				
								GSTR 2A (Table 3+Table 5)								
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				590648	353134	353134	0	14854	43503	43503	0	575794	309631	309631	0	1195056
61	08ADEFS3875Q1Z6	Circle-Jaisalmer, Jodhpur I	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				2088909	7732936	7732936	0	0	0	0	0	0	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A				Excess ITC availed				
								GSTR 2A (Table 3+Table 5)								
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				2088909	7732936	7732936	0	601239	6283715	6283715	84	1487670	1449221	1449221	0	4386112
62	08AAACI7351P1Z3	Circle-I, Zone-III, Jaipur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				47204631	2638347	2638347	0	896	2214	2214	0	44187450	5616233	5616233	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A				Excess ITC availed				
								GSTR 2A (Table 3+Table 5)								
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				91391185	8252366	8252366	0	82999433	4136315	4141614	0	8391752	4116051	4110752	0	16618555
63	08AABCR0347P1Z3	Circle-I, Zone-III, Jaipur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				269320165	23236481	23236481	0	0	0	0	0	44074051	352367	352367	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A				Excess ITC availed				
								GSTR 2A (Table 3+Table 5)								
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total

S. No.	GSTIN	Name of Circle	Year	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				13	14	15	16	17	18	19	20	21	22	23	24	25
				313394216	23588848	23588848	0	295357810	19310657	19310657	0	18036406	4278191	4278191	0	26592788
64	08AACCE4248H1ZO	Circle-I, Zone-III, Jaipur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				46153686	11143279	11143279	0	10936	2	2	0	14945671	20031739	20031739		0
				Total ITC availed for the financial year				ITC available as per GSTR 2A				Excess ITC availed				
								GSTR 2A (Table 3+Table 5)								
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				61088421	31175016	31175016	0	55412729	27010625	27010625	0	5675692	4164391	4164391	0	14004474
65	08AAACI0996E1ZL	Circle-I, Zone-III, Jaipur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				10911764	639678	639678	0	237505	30562	30562	0	5261632	291384	291384		0
				Total ITC availed for the financial year				ITC available as per GSTR 2A				Excess ITC availed				
								GSTR 2A (Table 3+Table 5)								
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				15935891	900500	900500	0	10783890	714594	714594	0	5152001	185906	185906	0	5523813
66	08ACDPV6557E1Z9	Circle-I, Zone-III, Jaipur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				1974172	1219117	1219117	0	0	0	0	0	153759	642689	642689		0
				Total ITC availed for the financial year				ITC available as per GSTR 2A				Excess ITC availed				
								GSTR 2A (Table 3+Table 5)								
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				2127931	1861806	1861806	0	543237	1120779	1120779	0	1584694	741027	741027	0	3066748
67	08AAACU2414K2ZE	Circle-I, Zone-III, Jaipur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				109345070	0	0	0	0	0	0	0	14148	8981	8981		0
				Total ITC availed for the financial year				ITC available as per GSTR 2A				Excess ITC availed				
								GSTR 2A (Table 3+Table 5)								
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				109359218	8981	8981	0	109320957	1527	1527	0	38261	7454	7454	0	53169
68	08AAFFE1898K1ZY	Circle-I, Zone-III, Jaipur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	

S. No.	GSTIN	Name of Circle	Year	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	**2**	**3**	**4**	**5**	**6**	**7**	**8**	**9**	**10**	**11**	**12**	
				1	2	3	4	5	6	7	8	9	10	11	12	
				0	5656	5656	0	0	0	0	0	0	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				0	5656	5656	0	0	3280	3280	0	0	2376	2376	0	4752
69	08AAACB2894G1ZN	Circle-I, Zone-III, Jaipur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				453109231	160019797	160019797	0	433693	255296	255296	0	0	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				452675538	159764501	159764501	0	445872829	185941664	185948546	0	6802709	0	0	0	6802709
70	08AAECM8357R1ZJ	Circle- I, Jaipur-III	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				7298502	7093816	7093816	0	0	0	0	0	0	126693	126693	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				7298502	7220509	7220509	0	1814302	7415499	7415499	12409	5484200	0	0	0	5484200
71	08AIUPM8432G1ZQ	Circle-D, Udaipur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				2660288	338978	338978	0	0	0	0	0	0	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				2660288	338978	338978	0	383838	341829	341829	0	2276450	0	0	0	2276450
72	08ADFPA2390H1ZT	Circle-E, Udaipur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				1171428	1798038	1798038	0	0	0	0	0	0	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A				Excess ITC availed				

S. No.	GSTIN	Name of Circle	Year	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
								GSTR 2A (Table 3+Table 5)								
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				1171428	1798038	1798038	0	1163209	1142991	1142991	0	8219	655047	655047	0	1318313
73	08AAGCM0477N1Z0	Circle-F, Udaipur	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				9062694	1796263	1796263	0	0	0	0	0	0	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A				Excess ITC availed				
								GSTR 2A (Table 3+Table 5)								
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				9062694	1796263	1796263	0	8965882	1021380	1021380	0	96812	774883	774883	0	1646578
74	08AAACH0968B1ZW	Circle-Nimbheda, Zone-Bhilwara	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				96512006	69696637	69696637	0	0	0	0	0	9428364	2047104	2047104	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A				Excess ITC availed				
								GSTR 2A (Table 3+Table 5)								
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				105940370	71743741	71743741	0	93675595	68399365	68399365	0	12264775	3344376	3344376	0	18953527
75	08AEFPV5593N1ZI	Circle-Nimbheda, Zone-Bhilwara	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				0	662748	662748	0	0	0	0	0	0	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A				Excess ITC availed				
								GSTR 2A (Table 3+Table 5)								
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				0	662748	662748	0	0	75577	75577	0	0	587171	587171	0	1174342
76	08AICPC1143J1ZP	Circle-C,Bhilwara	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				2354417	2083294	2083294	0	0	0	0	0	0	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A				Excess ITC availed				
								GSTR 2A (Table 3+Table 5)								
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total

S. No.	GSTIN	Name of Circle	Year	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				13	14	15	16	17	18	19	20	21	22	23	24	25
				2354417	2083294	2083294	0	38791	2042961	2042961	1020	2315626	40333	40333	0	2396292
77	08ACEPM8860G1ZB	Circle-E,Jodhpur-I	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				0	15168240	15168240	0	0	0	0	0	0	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				0	15168240	15168240	0	0	13809513	13809513	0	0	1358727	1358727	0	2717454
78	08ABFPB6954J1ZH	Circle-E,Jodhpur-II	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				1582142	29553828	29553828	0	0	0	0	0	0	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				1582142	29553828	29553828	0	1643274	11890135	11890135	0	0	17663693	17663693	0	35327386
79	08AAHHJ3320F2ZK	Circle-C,Jodhpur-I	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				850968	3238845	3238845	0	0	0	0	0	0	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				850968	3238845	3238845	0	412688	2783684	2783684	0	438280	455161	455161	0	1348602
80	08AABCS1848L1Z2	Circle-C,Jodhpur-II	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				8806485	17349007	17349007	0	0	0	0	0	140399	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				8946884	17349007	17349007	0	8776562	13182329	13182329	0	170322	4166678	4166678	0	8503678
81	08ABAFS3304A1ZV		2017-18	ITC availed in GSTR 3B								ITC availed in the next year				

S. No.	GSTIN	Name of Circle	Year	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
		Circle-D, Jodhpur-I		GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				576547	2621150	6807698	0	0	0	0	0	0	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A (GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				576547	2621150	6807698	0	387632	1468340	1468340	0	188915	1152810	5339358	0	6681083
82	08AAEFP7840B1ZD	Circle-Sumerpur Pali,	2017-18	ITC availed in GSTR 3B								ITC availed in the next year				
				GSTR 3B Table 4A(5)				(-) Table 4B(2)				GSTR 9 (Table 8C)				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	
				1	2	3	4	5	6	7	8	9	10	11	12	
				1170538	1902661	1902661	0	0	0	0	0	0	0	0	0	
				Total ITC availed for the financial year				ITC available as per GSTR 2A (GSTR 2A (Table 3+Table 5)				Excess ITC availed				
				IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total
				13	14	15	16	17	18	19	20	21	22	23	24	25
				1170538	1902661	1902661	0	1169999	1864111	1864111	0	539	38550	38550	0	77639
Total	**82 cases**	**51 Circles**														**2590269332**

Appendix 2.15

(Refer Paragraph 2.3.8.3.VI b)

Mismatch in ITC claimed versus tax paid under Reverse Charge Mechanism

S. No.	GSTIN	Name of Taxpayer	Name of Circle	Year	ITC availed under RCM				Tax Liability under RCM				Excess ITC availed under RCM					Remarks
					GSTR 9 Table 6C+6D+6F				GSTR 3B Table 3.1(d)									
					IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	IGST	CGST	SGST	Cess	Total	
1	08AAACG1895Q1ZY	ZYDUS HEALTHCARE LIMITED	Circle-A, Zone-IV, Jaipur	2017-18	107	55979	55979	0	108	10746	10746	0	0	45233	45233	0	**90466**	GSTR-9
2	08ACTPM0139M1Z3	SHREE AGARWAL BROTHERS	Circle-A, Zone-II, Jaipur	2017-18	0	6750	6750	0	0	5850	5850	0	0	900	900	0	**1800**	GSTR-9
3	08AAACA0062F1ZA	AKSH OPTIFIBRE LIMITED	Circle-A, Bhiwadi	2017-18	4243424	3928574	3928574	0	2744550	4064696	4064696	0	1498874	0	0	0	**1498874**	GSTR-9
4	08AADCT9702E1ZD	TOKAI IMPERIAL HYDRAULICS INDIA PVT LTD	Circle-Shahjahanpur	2017-18	375915	9956	9955	0	329841	9956	9955	0	46074	0	0	0	**46074**	GSTR-9
5	08AABCN1537H1ZM	PLATINUM TEXTILES LIMITED	CIRCLE-Jhalawar, KOTA	2017-18	525490	55536	55536	0	390231	65491	65491	0	135259	0	0	0	**135259**	GSTR-9
6	08AAACI0996E1ZL	ICICI SECURITIES LIMITED	Circle-I, Zone-III, Jaipur	2017-18	83948	385082	385082	0	0	384857	384857	0	83948	225	225	0	**84398**	GSTR-9
7	08ACEPM8860G1ZB	POPULAR STORES	Circle-E,Jodhpur-I	2017-18	0	269716	269716		0	179055	179055		0	90661	90661		**181322**	GSTR-9
Total	**7 cases**		**7 Circles**												**Total**		**2038193**	

Appendix 2.16

(Refer Paragraph 2.3.9)

Impact on Central Goods and Services Tax

(₹ in crore)

Para No.	No. of cases	CGST Amount involved
2.3.8.2 I (a)	39	0.80
2.3.8.2 II	7	0.65
2.3.8.2 III	9	1.18
2.3.8.2 IV	1	0.19
2.3.8.2 VI	2	0.40
2.3.8.2 VII	1	0.14
2.3.8.3 II	6	0.80
2.3.8.3 V	49	3.16
2.3.8.3 VI (a)	82	62.24
2.3.8.3 VI (b)	7	0.01
Total	**203**	**69.57**

Appendix 6.1

(Refer paragraph 6.1)

List of Departments

S.No.	Name of Department	S.No.	Name of Department	S.No.	Name of Department
1	Agriculture	23	Higher Education	45	Revenue Intelligence
2	Agriculture Marketing	24	Home including Home Guard	46	Rural Development
3	Animal Husbandry	25	Horticulture	47	Sainik Kalyan
4	Archaeology & Museum	26	Information & PR including Information Commission	48	Sanskrit Education
5	Art & Culture	27	Inspection	49	Secondary Education
6	Ayurveda	28	Irrigation (Indira Gandhi Nahar Pariyojana - IGNP)	50	Settlement
7	Bhasha and Pustakalya	29	Jail	51	State Insurance & Provident Fund
8	Collector (Misc.)	30	Labour	52	Skill Employment and Entrepreneurships
9	Command Area Development	31	Land Revenue	53	Social Justice & Empowerment
10	Cooperative	32	Law & Legal	54	Soil and Water conservation
11	Devasthan	33	Local Fund Audit	55	Stamp Duty and Registration Fee
12	Disaster Management Relief & Civil Defence	34	Medical & Health	56	State Excise
13	Election	35	Medical Education	57	Statistics & Economics
14	Elementary Education	36	Minority Affairs	58	Technical Education
15	Employees State Insurance	37	Panchayati Raj Institution	59	Tourism
16	Evaluation	38	Patwar Training Centres	60	Treasuries & Accounts
17	Finance	39	Pension (Banks)	61	Tribal Area Development
18	Fisheries	40	Personnel	62	Value Added Tax/Goods and Service Tax
19	Food, Civil Supplies and Consumer Affairs	41	Printing & Stationery	63	Water Resources Department
20	GAD including Governor, Vidhan Sabha Sectt.	42	Rajasthan Institute of Public Administration	64	Ways and Means
21	Gopalan	43	Rajasthan Public Service Commission (RPSC)	65	Women & Child Development
22	Ground Water	44	Rajasthan Staff Selection Board (RSSB)	66	Youth Affairs and Sports

Appendix 6.2

(Refer paragraph 6.4)

Statement showing category-wise details of irregularities commented in Inspection Reports

S. No	Nature of Irregularity	Tribal Area Development Department		Technical Education Department	
		No. of Paragraphs	Amount (₹ in crore)	No. of Paragraphs	Amount (₹ in crore)
1	Fraud/Misappropriation/ embezzlement/losses/ theft of stores and cash	6	13.29	08	13.72
2	Recoveries pointed out by audit	52	144.46	50	16.98
3	Violation of contractual obligation, undue favour to contractor	12	45.15	27	17.72
4	Avoidable/Excess Expenditure	35	99.24	31	8.93
5	Wasteful/infructuous expenditure	33	140.96	35	63.15
6	Regulatory issues	228	2,579.25	136	537.62
7	Idle investments/idle establishment/blockade of funds/diversion of funds	85	597.66	56	131.47
8	Idle/delay in commissioning of equipment	3	1.79	01	0.58
9	Non-achievement of objectives	44	148.96	09	19.57
10	Miscellaneous	118	229.49	162	104.86
Total		**616**	**4,000.25**	**515**	**914.60**

Appendix 7.1

(Refer paragraph 7.2)

Statement of free cases during April 2013 to January 2019

S.No.	Modality of treatment	Total Number of tests	Total free cases	Total (20%) required to be free	Shortfall in free cases	Rate of treatment (in ₹)	Net recoverable (in ₹)
1	2	3	4	5	6= (5-4)	7	8= (6*7)
1	3DTPS	4,312	645	862	217	5,000	10,85,000
2	3DCRT	3,768	689	754	65	25,000	16,25,000
3	IMRT	1,097	102	219	117	1,00,000	1,17,00,000
4	CPRT	87	8	17	9	7,500	67,500
5	RECT/SPRT	56	24	11	(-)13*	5,000	-65,000*
6	CET	49	6	10	4	15,000	60,000
7	SRS	1	0	0	0	1,25,000	0
8	IGRT	7	0	1	1	1,10,000	1,10,000
9	SRT	2	0	1	1	75,000	75,000
10	CCRT	5	0	1	1	22,500	22,500
Total		**9,384**	**1,474**	**1,876**	**402**		**1,46,80,000**

* 13 excess case over and above mandatory 20 *per cent* payable by RMRS to Licensee

Appendix 7.2

(Refer paragraph 7.2)

Statement of calculation as per Clause 7 of the agreement

(Amount in ₹)

Sl.No.	Period for test	Cash Collection Amount from test modalities	Refund Amount	Actual collection	Revenue required to be shared (21.21% of actual revenue)	Less TDS @10% of column 5	Amount returned on RMRS letter for non-conducting of tests	Net payable to RMRS	Amount deposited by Firm	Shortfall for the month
	1	2	3	4 = (2-3)	5	6	7	8 ={5-(6+7)}	9	10
1	Apr-13	32,52,500	50,000	32,02,500	6,79,250	67,925	1,00,000	5,11,325	5,11,325	0
2	May-13	24,87,500	1,37,500	23,50,000	4,98,435	49,843	1,00,000	3,48,592	3,48,592	0
3	Jun -13	32,95,000	80,000	32,15,000	6,81,902	68,191	0	6,13,711	6,13,711	0
4	Jul - 13	28,65,000	12,500	28,52,500	6,05,015	60,501	0	5,44,514	5,44,514	0
5	Aug-13	32,77,500	7,500	32,70,000	6,93,567	69,357	1,00,000	5,24,210	5,24,210	0
6	Sep-13	33,60,000	0	33,60,000	7,12,656	71,266	0	6,41,390	6,41,390	0
7	Oct-13	26,52,500	0	26,52,500	5,62,595	56,259	0	5,06,336	5,06,336	0
8	Nov-13	24,55,000	0	24,55,000	5,20,705	52,070	0	4,68,635	4,68,635	0
9	Dec-13	34,30,000	28,750	34,01,250	7,21,405	72,140	0	6,49,265	6,49,265	0
10	Jan-14	37,22,500	28,750	36,93,750	7,83,444	78,344	30,000	6,75,100	6,75,100	0
11	Feb-14	35,45,000	5,000	35,40,000	7,50,834	75,083	0	6,75,751	6,75,751	0
12	Mar-14	26,67,500	5,000	26,62,500	5,64,716	56,471	0	5,08,245	5,08,245	0
13	Apr-14	0	0	0	0	0	0	0	0	0
14	May-14	38,60,000	12,500	38,47,500	8,16,055	81,606	0	7,34,449	7,34,449	0
15	Jun-14	35,02,500	62,500	34,40,000	7,29,624	72,962	1,00,000	5,56,662	5,56,662	0
16	Jul-14	30,87,500	25,000	30,62,500	6,49,556	64,955	0	5,84,601	5,84,601	0
17	Aug-14	31,77,500	30,000	31,47,500	6,67,585	66,759	0	6,00,826	6,00,826	0
18	Sep-14	39,60,000	25,000	39,35,000	8,34,613	83,461	0	7,51,152	7,51,152	0
19	Oct-14	28,85,000	0	28,85,000	6,11,908	61,190	0	5,50,718	5,50,718	0
20	Nov-14	39,27,500	37,500	38,90,000	8,25,069	82,507	0	7,42,562	7,42,562	0
21	Dec-14	30,45,000	62,500	29,82,500	6,32,588	63,259	0	5,69,329	5,69,329	0
22	Jan-15	38,12,500	12,500	38,00,000	8,05,980	80,598	0	7,25,382	7,25,382	0
23	Feb-15	27,25,000	0	27,25,000	5,77,973	57,798	0	5,20,175	5,20,175	0
24	Mar-15	40,00,000	1,01,250	38,98,750	8,26,925	82,693	4	7,44,228	7,44,228	0

Sl.No.	Period for test	Cash Collection Amount from test modalities	Refund Amount	Actual collection	Revenue required to be shared (21.21% of actual revenue)	Less TDS @10% of column 5	Amount returned on RMRS letter for non-conducting of tests	Net payable to RMRS	Amount deposited by Firm	Shortfall for the month
25	Apr-15	35,30,000	3,750	35,26,250	7,47,918	74,792	1,00,000	5,73,126	5,73,126	0
26	May-15	29,27,500	50,000	28,77,500	6,10,318	61,032	0	5,49,286	5,49,286	0
27	Jun-15	35,35,000	0	35,35,000	7,49,773	74,977	0	6,74,796	6,74,796	0
28	Jul-15	34,97,500	5,000	34,92,500	7,40,759	74,076	0	6,66,683	6,66,683	0
29	Aug-15	13,80,000	67,500	13,12,500	2,78,381	27,838	0	2,50,543	2,50,543	0
30	Sep-15	34,90,000	0	34,90,000	7,40,229	74,023	0	6,66,206	6,66,206	0
31	Oct-15	28,87,500	0	28,87,500	6,12,439	61,244	0	5,51,195	5,51,195	0
32	Nov-15	24,00,000	20,000	23,80,000	5,04,798	50,480	0	4,54,318	4,54,318	0
33	Dec-15	35,30,000	0	35,30,000	7,48,713	74,871	0	6,73,842	6,73,842	0
34	Jan-16	33,12,500	35,000	32,77,500	6,95,158	69,516	0	6,25,642	6,25,642	0
35	Feb-16	26,30,000	18,750	26,11,250	5,53,846	55,384	2,00,000	2,98,462	2,98,462	0
36	Mar-16	27,17,500	50,000	26,67,500	5,65,776	56,577	0	5,09,199	5,09,199	0
37	Apr-16	20,00,000	0	20,00,000	4,24,200	42,420	0	3,81,780	3,81,780	0
38	May-16	19,65,000	12,500	19,52,500	4,14,125	41,413	0	3,72,712	0	3,72,712
39	Jun-16	20,52,500	75,000	19,77,500	4,19,428	41,943	1,00,000	2,77,485	0	2,77,485
40	Jul-16	15,80,000	0	15,80,000	3,35,118	33,512	0	3,01,606	0	3,01,606
41	Aug-16	13,95,000	75,000	13,20,000	2,79,972	27,997	0	2,51,975	0	2,51,975
42	Sep-16	16,15,000	75,000	15,40,000	3,26,634	32,663	0	2,93,971	0	2,93,971
43	Oct-16	19,70,000	18,750	19,51,250	4,13,860	41,386	0	3,72,474	0	3,72,474
44	Nov-16	27,75,000	0	27,75,000	5,88,578	58,858	1,55,000	3,74,720	0	3,74,720
45	Dec-16	19,75,000	1,25,000	18,50,000	3,92,385	39,239	0	3,53,146	0	3,53,146
46	Jan-17	13,32,500	12,500	13,20,000	2,79,972	27,997	0	2,51,975	0	2,51,975
47	Feb-17	20,45,000	50,000	19,95,000	4,23,139	42,314	0	3,80,825	0	3,80,825
48	Mar-17	25,15,000	75,000	24,40,000	5,17,524	51,752	0	4,65,772	0	4,65,772
49	Apr-17	32,25,000	0	32,25,000	6,84,022	68,402	1,00,000	5,15,620	0	5,15,620
50	May-17	27,40,000	0	27,40,000	5,81,154	58,115	0	5,23,039	0	5,23,039
51	Jun-17	24,22,500	0	24,22,500	5,13,812	51,381	0	4,62,431	0	4,62,431
52	Jul-17	12,15,000	2,37,500	9,77,500	2,07,328	20,733	0	1,86,595	0	1,86,595
53	Aug-17	16,55,000	24,000	16,31,000	3,45,935	34,594	0	3,11,341	0	3,11,341
54	Sep-17	32,10,000	94,000	31,16,000	6,60,904	66,090	0	5,94,814	0	5,94,814
55	Oct-17	21,60,000	74,000	20,86,000	4,42,441	44,244	0	3,98,197	0	3,98,197
56	Nov-17	20,37,500	90,000	19,47,500	4,13,065	41,307	0	3,71,758	0	3,71,758
57	Dec-17	25,25,000	1,10,000	24,15,000	5,12,222	51,222	0	4,61,000	0	4,61,000
58	Jan-18	23,25,000	1,12,000	22,13,000	4,69,377	46,938	0	4,22,439	2,50,498	1,71,941

Sl.No.	Period for test	Cash Collection Amount from test modalities	Refund Amount	Actual collection	Revenue required to be shared (21.21% of actual revenue)	Less TDS @10% of column 5	Amount returned on RMRS letter for non-conducting of tests	Net payable to RMRS	Amount deposited by Firm	Shortfall for the month
59	Feb-18	25,95,000	58,000	25,37,000	5,38,098	53,810	0	4,84,288	4,54,288	30,000
60	Mar-18	17,65,000	80,000	16,85,000	3,57,389	35,739	0	3,21,650	3,21,650	0
61	Apr-18	11,37,500	0	11,37,500	2,41,264	24,127	0	2,17,137	2,17,137	0
62	May-18	21,50,000	1,44,000	20,06,000	4,25,473	42,548	0	3,82,925	3,82,925	0
63	Jun-18	27,67,500	0	27,67,500	5,86,987	58,699	0	5,28,288	5,28,288	0
64	Jul-18	28,95,000	64,000	28,31,000	6,00,455	60,045	0	5,40,410	5,40,410	0
65	Aug-18	28,05,000	1,04,000	27,01,000	5,72,882	57,288	0	5,15,594	2,85,594	2,30,000
66	Sep-18	24,57,500	0	24,57,500	5,21,236	52,124	0	4,69,112	4,69,112	0
67	Oct-18	29,90,000	1,14,000	28,76,000	6,10,000	61,000	0	5,49,000	5,19,000	30,000
68	Nov-18	24,65,000	36,500	24,28,500	5,15,085	51,509	0	4,63,576	4,21,076	42,500
69	Dec-18	19,12,500	0	19,12,500	4,05,641	40,564	0	3,65,077	2,15,077	1,50,000
70	Jan-19	30,30,000	98,000	29,32,000	6,21,877	62,188	0	5,59,689	5,59,689	0
Total		**18,65,35,000**	**29,32,500**	**18,36,02,500**	**3,89,42,090**	**38,94,209**	**10,85,004**	**3,39,62,877**	**2,57,86,980**	**81,75,897**
BSBY		**1,08,30,000**	**0**	**1,08,30,000**	**22,97,043**	**0**	**0**	**22,97,043**	**3,81,780**	**19,15,263**
Grand Total		**19,73,65,000**	**29,32,500**	**19,44,32,500**	**4,12,39,133**	**38,94,209**	**10,85,004**	**3,62,59,920**	**2,61,68,760**	**1,00,91,160**

Total revenue payable by RMRS to firm collected under BSBY	1,08,30,000	**Total outstanding amount for shortfall in free cases**	**1,00,91,160**
Less audit recovery	84,80,000	**Less amount due to firm under BSBY**	**23,50,000**
Balance revenue due to firm towards treatment under BSBY	23,50,000	**Total amount recoverable from firm**	**77,41,160**

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सत्यमेव जयते

Report of the Comptroller and Auditor General of India on Urban Local Bodies and Urban Development and Housing







SUPREME AUDIT INSTITUTION OF INDIA
लोकहितार्थ सत्यनिष्ठा
Dedicated to Truth in Public Interest

For the year ended 31 March 2021
Government of Rajasthan
Report No. 10 of the year 2022

Report of the
Comptroller and Auditor General of India
on
Urban Local Bodies and
Urban Development and Housing

For the year ended 31 March 2021

Government of Rajasthan
Report No. 10 of the year 2022

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PREFACE

This Report for the year ended 31 March 2021 has been prepared for submission to the Governor of the State of Rajasthan under Article 151 of the Constitution of India.

This Report relates to Audit of receipts and expenditure of the Urban Local Bodies in Rajasthan conducted under provisions of the Comptroller and Auditor General (Duties, Power and Conditions of Service) Act, 1971 read with section 99-A of the Rajasthan Municipalities Act, 2009, as amended on 31 March 2011, which empowers the Comptroller and Auditor General of India to conduct audit of the accounts of Urban Local Bodies and submit such Audit Report to the State Government for its placement in the State Legislature. The Report also comprises the observations relating to audit of Department of Urban Development & Housing and the entities under its administrative control.

The instances mentioned in this Report are those, which came to notice in the course of test audit during the period 2020-21 as well as those, which came to notice in earlier years, but could not be reported in the previous Audit Reports; instances relating to the period subsequent to 2020-21 have also been included, wherever necessary.

The Audit has been conducted in conformity with the Auditing Standards (March 2017) issued by the Comptroller and Auditor General of India.

Executive Summary

Executive Summary

This Report includes audit findings in two chapters. **Chapter-I** includes 'Overview of the functioning, accountability mechanism and financial reporting issues of Urban Local Bodies and Urban Development and Housing Department, Government of Rajasthan' and **Chapter-II** includes seven Compliance Audit observations including audit on Atal Mission for Rejuvenation and Urban Transformation (AMRUT) and audit on Financial and Performance Reporting in Urban Local Bodies (ULBs).

A synopsis of Key findings contained in this report is presented below:

Chapter-I: An Overview of Urban Local Bodies and Urban Development and Housing

As of January 2022, there were 213 ULBs i.e. 10 Municipal Corporations (M Corps), 34 Municipal Councils (MCs) and 169 Municipal Boards (MBs) in Rajasthan. Despite implementation of Rajasthan Municipal Act 2009, several statutory committees were either not constituted (e.g Metropolitan Planning Committee for Jaipur Jodhpur and Kota) or were not functioning effectively. District Planning Committees (DPC) did not meet regularly and there was a shortfall of one to four meetings every year. Moreover, the DPCs in meetings did not take up matters of common interest between Panchayats and Municipalities and draft development plans were not prepared in accordance with the codal provisions. Further, in the absence of Metropolitan Planning Committees the people of the metropolitan cities were deprived of the benefits of integrated development of the area.

Departments of Local Self Government and Urban Development and Housing exhibited less than desired sensitivity to audits. Meetings of Audit Committee were to be organized every quarter by the Department. During the year 2020-21 only one meeting of the Audit committee was held. The Director, Local Fund Audit Department, as primary auditor for ULBs audited only 51 units (23.94 *per cent*) out of 213 units of ULBs during 2020-21. It was also noticed that as of 31 March 2021, 68912 paragraphs of 5949 Inspection Reports issued by Director, LFAD were pending for settlement. These observations included 36 embezzlement cases for the period 2016-17 to 2020-21involving monetary value of ₹ 119.98 lakh.

The State Government constituted (February 2011) State Level Property Tax Board. However, the Board met only once till completion of its tenure in April 2014. Thereafter, the State Government did not reconstitute the Board.

Audit further noticed that 15.49 *per cent* and 15.50 *per cent* Utilisation Certificates were pending against the grants released under V State Finance Commission and XIV Finance Commission respectively which indicated poor utilisation of grants by the implementing agencies and ineffective monitoring by the Director Local Bodies Department.

Due to poor documentation regarding the financial data of the ULBs, audit was unable to arrive at any conclusion on the status of financial management of ULBs. This further reflects the weakness of the Management Information System at Government-level. Further, the Director, LFAD and Director, LSGD could not provide details indicating the number of ULBs who were maintaining the accounts on the Accrual Based (Double Entry) Accounting System, as required in Rajasthan Municipal Accounting Manual (RMAM).

Chapter-II: Compliance Audit Observations

Atal Mission for Rejuvenation and Urban Transformation

Government of India (GoI) launched (June 2015) Atal Mission for Rejuvenation and Urban Transformation (AMRUT) initially for five years and extended it twice (March 2020 and October 2021) up to March 2021 and March 2023.

The main objectives of AMRUT are to (i) ensure that every household has access to a tap with assured supply of water and a sewerage connection; (ii) increase the amenity value of cities by developing greenery and well-maintained open spaces (e.g. parks); and (iii) to reduce pollution by switching to public transport or constructing facilities for non-motorized transport (e.g. walking and cycling).

It was found that out of 93 sanctioned projects with revised eligible cost of ₹ 3142 crore, 41 projects of ₹ 685.38 crore were completed with expenditure of ₹ 700.72 crore. 30 out of 41 projects got delayed by one to 37 months. Remaining 52 projects have not been completed even after incurring an expenditure of ₹ 1712.99 crore and delay of two to 37 months (June 2021). The main reasons for delay in completion of works were selection of sites without clear land title, deficient monitoring of the progress of works and non-release of funds.

Audit noticed that due to non-functioning of the Supervisory Control and Data Acquisition (SCADA) system and improper maintenance of installed equipment, project was not being monitored by SCADA. These instruments became out of service/defective although these equipment were within the operation & maintenance period envisaged in the work order and therefore the contractor was responsible for their timely repair/maintenance. This has resulted in unfruitful expenditure of ₹ 4.85 crore as no benefits were achieved from the SCADA system.

Instance like violation of guidelines and technical approvals of SLTC due to charging price escalation claims of ₹ 5.93 crore to AMRUT funds; payment of ₹ 10.71 crore to contractors by the Municipal Corporation and RUDSICO without certifying the beneficiary details; undue benefit to contractors by not deducting Liquidated Damages of ₹ 23.49 crore from bills of contractors, were

noticed. Further, the work of drainage construction (Nehru Park to Jojari River, Jodhpur) remained incomplete even after 19 months due to non-receipt of clearances and site hurdles. Due to non-completion of work, expenditure of ₹ 11.45 crore incurred on incomplete drainage proved unfruitful.

Financial and Performance Reporting in Urban Local Bodies

With infusion of huge amounts of public money and devolution of important civic functions to the ULBs, timely Financial and Performance Reporting with adequate accuracy is necessary to satisfy the need of accountability of the ULBs. This is also necessary to provide a window to stakeholders for ensuring working of ULBs in the right direction and with expected effectiveness.

Audit noticed that ULBs were neither maintaining the Accounts as per requirements of RMAM, nor the same were being prepared in time. The certification of the Financial Statements was not being done in accordance with the codal requirement. There was no system in place to monitor financial and performance reporting by the ULBs at the Government level. The information/data on financial and performance reporting was also not being uploaded in public domain to provide easy access to the stakeholders. Thus, the system of financial and performance reporting by ULBs was far from being satisfactory and presented a big scope for improvement.

Individual Audit Observations

- The ULBs irregularly retained both the employees and employer's share of the pension contribution under New Pension Scheme amounting to ₹ 57.53 crore resulting in loss of ₹ 8.19 crore to the concerned employees.

- Non-issuance of demand notice to the successful bidder in the e-auction of Advertisement Boards within the stipulated time period resulted in loss of revenue of ₹ 149.20 lakh to Municipal Corporation, Jaipur.

- Municipal Council Bundi suffered a loss of ₹ 128.20 lakh due to non-deposit of EPF contribution by the contractors. Moreover, the Council utilized the grant of XIV Finance Commission amounting to ₹ 162.85 lakh for purposes other than those specified.

- Urban Improvement Trust, Bikaner failed to recover Labour Cess amounting to ₹ 72.01 lakh.

- There was short recovery of betterment levy by Urban Improvement Trust, Bikaner amounting to ₹ 1.42 crore.

Main recommendations

Chapter-I: An Overview of Urban Local Bodies and Urban Development and Housing

1. *The Government should strengthen the LFAD to cover the pending audits and to conduct audits timely.*

2. *Efforts should be made by LSGD to conduct Audit Committee meetings regularly to settle the pending paragraphs. ULBs should also take prompt action for settlement of pending paras pointed out by AG/LFAD.*

3. *The State Government should comply the recommendations of Finance Commission in true spirit, reconstitute Property Tax Board and make it functional to enable the ULBs to collect property tax efficiently.*

4. *The Urban Local Bodies should take effective steps to strengthen their financial position by focusing on collection of own tax and non-tax revenue to decrease their dependency on grants provided by GoI and State Government.*

5. *DLB should put in place a system to have updated information on receipts and expenditure of ULBs through a report or database.*

6. *ULBs should follow the prescribed accounting system and make sincere efforts for timely finalization/certification of accounts.*

7. *Efforts should be made by UDH for early settlement of the pending paragraphs.*

Chapter-II: Compliance Audit Observations

Atal Mission for Rejuvenation and Urban Transformation

8. *The State Government and nodal agency should ensure effective monitoring and timely completion of projects as per AMRUT Guidelines.*

9. *The State Government and nodal agency should ensure timely release of funds and their economical and efficient utilisation.*

10. *The State Government should fix responsibility for cases where AMRUT funds were used for inadmissible activities.*

11. *The assets created should be properly maintained to yield benefits on a long-term sustainable basis.*

12. *The State Government and nodal agency should ensure availability of complete beneficiary details before releasing payments and should safeguard financial interest of the Government during execution of projects.*

13. *The State Government and nodal agency should monitor the metering issues such as non-installation of meters, installation of non-AMR meters and non-issue of water bills on the basis of metered consumption.*

14. *The State Government and nodal agency should ensure proper utilisation of funds, implementation of GIS system, adequate training and capacity building and timely issuance of completion certificates.*

Financial and Performance Reporting in Urban Local Bodies

15. *The State Government should ensure accurate and timely Financial and Performance Reporting, maintenance of the Accounts as per RMAM requirements, timely certification of the Financial Statements, uploading of information/data in the public domain and compliance of the directions given by the Finance Commissions from time to time.*

Chapter I

An Overview of Urban Local Bodies and Urban Development and Housing Department

CHAPTER-I

Overview of Urban Local Bodies and Urban Development and Housing Department

This chapter provides an overview of Urban Local Bodies and the department of Urban Development and Housing. Their structure, functioning, audit arrangements and their effectiveness, status of financial data, documentation, and monitoring.

Audit found deficits in the meetings and functioning of the District Planning Committees. Metropolitan Planning Committee was not constituted in Jaipur, Jodhpur and Kota. Property tax board was constituted in 2011 as per recommendations of XIII FC but was not reconstituted after 2017. The department did not maintain complete data about receipt and expenditures of all the ULBs. Utilisation Certificates were pending against the grants released by SFC/CFC for years which indicated the ineffective monitoring by the DLB.

There were also huge delays in attending to Audit observations and in their settlement by both departments.

(A) Urban Local Bodies

1.1 Introduction

There were 213 ULBs i.e. 10 Municipal Corporations[1] (M Corps), 34 Municipal Councils[2] (MCs) and 169 Municipal Boards[3] (MBs) as of January 2022 as shown in **Table 1.1.**

Table 1.1: Urban Local Bodies in Rajasthan (as on January 2022)

Municipal Corporation		**10**
Municipal Council		34
Municipal Board	(Class II)	13
	(Class III)	58
	(Class IV)	98

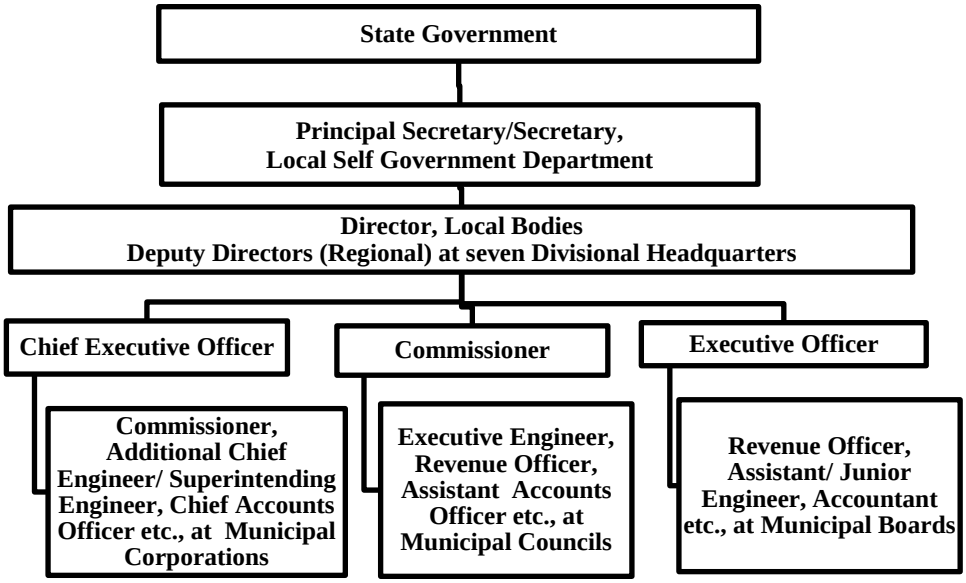
Source: Information provided by Local Self Government Department, Rajasthan.

1. Municipal Corporations: Ajmer, Bharatpur, Bikaner, Jaipur Heritage, Jaipur Greater, Jodhpur North, Jodhpur South, Kota North, Kota South and Udaipur.
2. Municipal Councils: Alwar, Balotara, Banswara, Baran, Barmer, Beawar, Bhilwara, Bhiwadi, Bundi, Chittorgarh, Churu, Dausa, Dholpur, Dungarpur, Gangapurcity, Hanumangarh, Hindauncity, Jaisalmer, Jalore, Jhalawar, Jhunjhunu, Karauli, Kishangarh, Makarana, Nagaur, Pali, Pratapgarh, Rajsamand, Sawai Madhopur, Sikar, Sirohi, Sriganganagar, Sujangarh and Tonk.
3. Municipal Boards: Class-II (with population 50,000-99,999): 13, Class-III (with population 25,000-49,999): 58 and Class-IV (with population less than 25,000): 98.

1.2 Organisational Set up

Local Self Government Department (LSGD) is the administrative Department dealing with affairs of the ULBs. The organisational chart of the State Government administrative machinery relating to ULBs is given in **Chart 1**.

Chart 1



1.3 Functioning of ULBs

Sections 45 to 47 of RMA, 2009 envisaged certain core functions[4] to be discharged by the ULBs. State Government[5] has powers to prescribe other functions such as protection of environment, education & culture, public welfare, community relations etc.

Sections 101 to 103 of RMA, 2009 provide for internal revenues of Municipalities, obligatory taxes and other taxes that may be imposed by the Municipalities.

4. Public health, sanitation, conservation, solid waste management, drainage and sewerage, cleaning public streets, places, sewers and all spaces not being private property, lighting public streets, places and buildings, extinguishing fires and protecting life and property when fire occurs, constructing, altering and maintaining public streets, arranging for planned development, registering births and deaths etc.
5. The State Government may, by general or special order, require a municipality to perform such other municipal functions as the State Government may, having regard to the necessity and the resources of the municipality, think fit to be performed by the municipality.

1.3.1 Devolution of Funds, Functions and Functionaries to Urban Local Bodies

Article 243W inserted through the 74th Constitutional Amendment envisaged devolution of powers and responsibilities to municipalities in respect of 18 subjects mentioned in XII Schedule of the Constitution. The functions relating to 16 subjects were being performed by ULBs. Two functions i.e. Slum Improvement & Upgradation and Urban Poverty alleviation were not transferred to ULBs in the RMA, 2009. However, these two functions were carried out by ULBs under various schemes as implementing agencies. Two functions i.e. urban forestry, protection of the environment & promotion of ecological aspects and safeguarding the interest of weaker sections of society were not notified as core functions. However, the RMA 2009 provided that these functions may be performed by the ULBs subject to their managerial, technical and financial capacity.

1.4 Formation of Various Committees

1.4.1 District Planning Committee

In pursuance of Article 243 ZD of the Constitution and section 158 of RMA, 2009, the State Government constitutes District Planning Committee (DPC) in all the districts of the State. District Collector is a member of the DPC and he or his nominated officer attends the meeting of DPC. The required quorum for DPC meeting is 33 *per cent* of members elected from rural and urban areas.

The main objective of DPC is to consolidate the plans prepared by the panchayats and the municipalities in the district and to prepare a draft developmental plan with regard to matters of common interest between the panchayats and the municipalities; including spatial planning; sharing of water and other physical and natural resources; integrated development of infrastructure and environment conservation and the extent and type of available resources financial or otherwise. The DPCs should prepare the draft development plan for onward submission to the State Government. The Committee would meet once in a quarter for review of allotted works.

During a performance audit on "Efficacy of implementation of 74th constitutional amendment" (*Report No. 5 of the year 2021, Government of Rajasthan)* audit observed that the DPC was constituted in all 33 districts of Rajasthan, but these committees did not meet regularly. There was a shortfall of one to four meetings every year. Further DPCs in meetings did not take up matters of common interests between Panchayats and Municipalities and draft development plans were not prepared in accordance with the codal provisions.

1.4.2 Metropolitan Planning Committee

Article 243ZE mandates that a Metropolitan Planning Committee (MPC) shall be constituted in every Metropolitan area[6]. The chairperson of the Committee

6. Metropolitan city having a population of 10 lakh and above.

was to be nominated by the State Government. Section 157 of RMA also required the formation of a Metropolitan Committee for preparing Metropolitan Region Development Plan.

Audit observed that as per definition of the metropolitan area, MPC was to be constituted in Jaipur, Jodhpur and Kota but the same was not constituted (March 2021). In the absence of MPCs, the people of the metropolitan cities were deprived of the benefits of integrated development of the area.

1.4.3 Standing Committees

According to section 55 of RMA, 2009, every municipality shall constitute an executive committee. In addition to the executive committee, every municipality shall also constitute the following committees consisting of not more than 10 members (i) finance committee, (ii) health and sanitation committee (iii) buildings permission and works committee (iv) slum improvement committee (v) rules and bye-laws committee (vi) compounding and compromising of offences committee and (vii) committee for looking into the functions of the municipality. It may also constitute such other committees, not exceeding eight in case of M Corp, six in case of MC and four in case of MB, as it may deem necessary[7].

The actual status of standing committees constituted under section 55 of RMA, 2009 was sought (August 2021) from Director, Local Bodies (DLB). However, even after repeated requisitions, same was not provided to audit (May 2022).

1.5 Audit Arrangement

1.5.1 Primary Auditor

The Director, Local Fund Audit Department (LFAD) is the Primary/ Statutory Auditor for audit of accounts of the ULBs under Section 4 of the Rajasthan Local Fund Audit Act (RLFAA), 1954 and Rajasthan Local Fund Audit Rules, 1955. As per section 18 of RLFAA, 1954, Director, LFAD submits Annual Consolidated Report to the State Government and the Government lays this report before the State Legislature.

The Audit Report of LFAD, Rajasthan for the year 2019-20 was laid on the table of the State Legislature on 25th February 2021. Audit Report for the year 2020-21 was under preparation (January 2022).

The Director, LFAD covered only 51 units (23.94 *per cent*) out of 213 units of ULBs (M Corps: three, MCs: 13 and MBs: 35) in Audit during 2020-21. The Director, LFAD intimated (January 2022) that the shortfall was due to vacant posts and engagement of staff in the work of updating voter lists.

[7] The State Government may, looking at the functions of a municipality, increase the maximum limit of committees specified in this clause.

Recommendation 1: *The Government should strengthen the LFAD to cover the pending audits and to conduct audits timely.*

1.5.2 Audit by Comptroller and Auditor General of India

The Comptroller and Auditor General of India (CAG) conducts audit of bodies substantially financed by grants or loans from the Consolidated Fund of India or any State under Section 14 of the CAG's (Duties, Powers and Conditions of Service) Act, 1971. Further, Section 99-A of RMA, 2009, as amended[8] in 2011, provides for audit of municipalities by the CAG.

A committee on Local Bodies and Panchayati Raj Institutions has been constituted since 1 April 2013 in Rajasthan Vidhan Sabha to examine and discuss the Audit Report of Comptroller and Auditor General of India on Local Bodies. Audit Reports till the year 2012-13 have been discussed or left on the Accountant General for ensuring compliance on the Reports, by the Committee.

The Committee further decided to prepare its report on the basis of departmental replies on the paragraphs contained in the Audit Report for the years 2013-14 to 2015-16. Audit Report (Local Bodies) for the year 2016-17 is pending for discussion in the Committee. Audit Report for the years 2017-20, has been tabled before State Legislature on 22.09.2022.

1.5.3 Implementation of Technical Guidance and Support/Supervision

In pursuance of recommendations of XIII Finance Commission (XIII FC), the Government of Rajasthan, Finance (Audit) Department issued notification (2 February 2011) for adoption of 13 parameters under the Technical Guidance and Support/Supervision (TG&S) over the audit of all the tiers of Panchayati Raj Institutions and ULBs.

During 2020-21, comments/suggestions on 34 Factual Statements and 27 Draft Paragraphs, proposed by Director, LFAD for inclusion in their Audit Report and comments on five Inspection Reports (IRs) of Director, LFAD were communicated to Director, LFAD under the TG&S by the Accountant General (Audit-II), Rajasthan.

1.6 Response to Audit Observations

For early settlement of Audit observations, Departmental Administrative Officers are required to take prompt steps to remove defects and irregularities brought to their notice during the course of audit and/or pointed out through IRs.

[8] The accounts of the Municipalities shall be audited by the CAG of India in accordance with the provisions of the Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act, 1971.

1.6.1 A total of 7,249 paragraphs pertaining to 891 IRs involving money value of ₹ 28,736.39 crore were pending for settlement (January 2022). Out of these, 2,910 paragraphs of 238 IRs involving money value of ₹ 22,905.64 crore, issued[9] during 2016-17 to 2020-21, were pending for settlement (January 2022) and even first compliance report of 560 paragraphs of 37 IRs were not furnished as per details given in **Table 1.2**.

Table 1.2: Year-wise status of Inspection Reports

Year	IRs	Paragraphs	Money value (₹ in crore)	First compliance not furnished	
				IRs	Paragraphs
2016-17	70	762	3391.80	3	38
2017-18	57	610	4019.42	6	70
2018-19	42	536	7994.62	9	136
2019-20	61	828	6203.84	16	226
2020-21	8	174	1295.96	3	90
Total	**238**	**2,910**	**22,905.64**	**37**	**560**

1.6.2 As of 31.03.2021, 68,912 paragraphs of 5,949 IRs issued by Director, LFAD were pending for settlement. Audit observations including 36 embezzlement cases involving monetary value of ₹ 119.98 lakh, were pending for settlement for the period 2016-17 to 2020-21, as per details given in **Table 1.3**.

Table 1.3: Embezzlement cases pending for settlement

Year	Outstanding Embezzlement cases	
	Number	Money value (₹ in lakh)
2016-17	10	12.87
2017-18	11	47.47
2018-19	7	4.42
2019-20	6	2.72
2020-21	2	52.50
Total	**36**	**119.98**

Source: Information provided by LFAD

1.6.3 Meetings of Audit Committee were to be organized every quarter by the Department. During the year 2020-21, only one meeting of the Audit committee was held.

1.6.4 Response to Paragraphs in Audit Reports

All replies on the paragraphs included in earlier reports (up to 2016-17) on Urban Local Bodies have been received.

[9] Upto 2019-20, the IRs were issued by the Office of the Principal Accountant General (General and Social Sector Audit), Rajasthan, now known as Office of the Accountant General (Audit-I), Rajasthan. From 2020-21, IRs are being issued by Office of the Accountant General (Audit-II), Rajasthan.

1.6.5 Impact of Audit

During the year 2020-21, recovery of ₹ 0.31 crore was made in 01 case at the instance of Audit.

Recommendation 2: *Efforts should be made by LSGD to conduct Audit Committee meetings regularly to settle the pending paragraphs. ULBs should also take prompt action for settlement of pending paras pointed out by AG/LFAD.*

Accountability Mechanism and Financial Reporting Issues

Accountability Mechanism

1.7 Property Tax Board

The XIII Finance Commission (XIII FC) recommended (February 2011) setting up of a State Level Property Tax Board to assist the ULBs to put in place an independent and transparent procedure for assessing property tax. The Commission also recommended that the Board should enumerate or cause to enumerate all properties in the ULBs, review the property tax system and suggest suitable basis for assessment and valuation of properties. The XIV Finance Commission (XIV FC) also emphasized property tax as an important tool to enhance the income of ULBs.

The State Government constituted (February 2011) State Level Property Tax Board and appointed Director, Local Bodies as Secretary to the Board. However, the Board met only once (28 April 2011) till completion of its tenure in April 2017. Thereafter, the State Government did not reconstitute the Board.

As shown in Table 1.5, Property Tax is the single biggest revenue source for ULBs. Absence of Property Tax Board, deprived the ULBs of technical guidance for assessment and revision of property tax (UD Tax). Thus, the goal of establishing independent, transparent and strong system for assessment of property tax by ULBs remains unaccomplished.

Recommendation 3: *The State Government should comply with the recommendations of the Finance Commission in true spirit, reconstitute Property Tax Board and make it functional to enable the ULBs to collect property tax efficiently.*

1.8 Submission of Utilisation Certificates

Up to 2020-21, grants of ₹ 5417.14 crore and ₹ 3987.81 crore under V State Finance Commission (V SFC) and XIV Finance Commission (XIV FC) respectively were released to ULBs by the Finance Department.

Details of utilisation of grants and pendency in submission of Utilisation Certificates (UCs) for the period 2015-16 to 2020-21, are shown in **Table 1.4**.

Table 1.4: Pendency in submission of UCs

(₹ in crore)

Particulars of grants	Actual grants released by the Finance Department to ULBs	UCs received from ULBs		UCs pending	
		Amount	Percentage	Amount	Percentage
Grant of V SFC	5417.14	4578.06	84.51	839.08	15.49
Grant of XIV FC	3987.81	3369.57	84.50	618.24	15.50

Source: Information provided by DLB.

1.9 Internal Audit and Internal Control System of ULBs

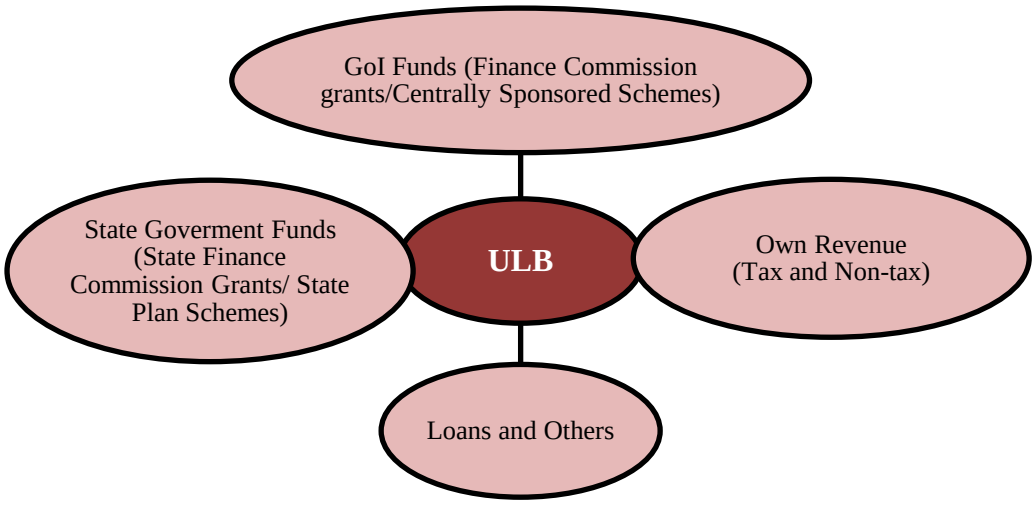
As per Section 99 of RMA, 2009 the State Government or the Municipality may provide for Internal Audit of the day to day accounts of the Municipality in the manner prescribed.

The DLB Department intimated (January 2022) that there was no mechanism of internal audit in the ULBs.

1.10 Financial Reporting Issues

1.10.1 Source of Funds

The resource base of ULBs consists of own revenues, assigned revenues, grants received from GoI and the State Government and loans as depicted in the diagram below:



1.10.2 Receipts

The position of receipts under various heads of the ULBs during 2016-17 to 2020-21 is given in **Table 1.5**.

Table 1.5: Position of receipts under various heads

(₹ in crore)

Sources of receipts	2016-17*	2017-18#	2018-19#	2019-20#	2020-21#
(A) Own Revenue					
(a) Tax Revenue					
(i) House tax	0.00	0.00	0.00	0.00	0.00
(ii) Urban development tax[10]/ property tax	59.08	135.53	106.29	35.08	31.88
(iii) **Tax on vehicles**	0.00	5.88	4.75	0.26	0.02
(iv) **Passenger tax**	0.00	0.00	0.00	0.00	0.00
(vi) Terminal tax	0.00	0.00	0.00	0.00	0.00
(vii) Other taxes[11]	74.80	201.87	111.94	56.60	62.01
(viii) Outsourcing	0.00	0.00	0.00	0.00	0.00
Total of Tax Revenue (a)	**133.88**	**343.28**	**222.98**	**91.94**	**93.91**
% of total revenue	**4.06**	**6.52**	**3.80**	**2.92**	**2.66**
(b) Non-tax Revenue					
(i) Revenue from bye-laws[12]	152.62	0.00	0.00	0.00	0.00
(ii) Revenue from assets	21.78	0.00	0.00	0.00	0.00
(iii) Fees/User charges	0.00	410.48	339.47	232.57	208.29
(iv) Other income	0.00	452.93	598.88	337.78	318.45
(v) Sale and Hire	0.00	186.85	185.31	147.02	114.85
(vi) Interest on investments	46.15	0.00	0.00	0.00	0.00
(vii) Misc. non-tax revenue[13]	269.01	0.00	0.00	0.00	0.00
(viii) Sale of land[14]	60.77	0.00	0.00	0.00	0.00
(ix) Interest receipts	0.00	76.22	86.54	55.49	39.77
(x) Rental income	0.00	44.41	52.05	48.37	30.21
Total of Non-tax Revenue (b)	**550.33**	**1170.89**	**1262.25**	**821.23**	**711.57**
% of total revenue	16.69	22.24	21.53	26.06	20.13
Total of Own Revenue (A)	**684.21**	**1514.17**	**1485.23**	**913.17**	805.48
% of total revenue	**20.75**	**28.76**	**25.34**	**28.98**	**22.79**
(B) Assigned Revenue/ Entertainment tax	0.04	0.00	0.00	0.00	0.00
(C) Grants and Loans					
(i) General and special grant	1785.17	2197.67	2743.07	1354.72	1789.56
(ii) Grant in lieu of octroi	828.41	1553.46	1633.63	883.42	940.05
(iii) Special assistance and loans	0.00	0.00	0.00	0.00	0.00
Total of Grants and Loans (C)	**2613.58**	**3751.13**	**4376.7**	**2238.14**	**2729.61**
%	**79.25**	**71.24**	**74.66**	**71.02**	**77.21**
(D) Miscellaneous Non-recurring Income[15]	0.00	0.00	0.00	0.00	0.00
Grand Total (A to D)	**3297.83**	**5265.3**	**5861.93**	**3151.31**	**3535.09**

The figures for the year 2016-17 are of 120 ULBs only. Information of remaining ULBs was not provided by DLB.

#Number of ULBs for which the figures pertain for the year 2017-18, 2018-19, 2019-20 and 2020-21 not provided by DLB.

Source: Information provided by DLB.

It could be seen from **Table 1.5** that the department does not maintain complete data about receipts of all the ULBs and hence audit is unable to arrive at any conclusion on the quality of financial management of ULBs.

10. Subsequent to abolition of House tax from 24 February 2007, Urban Development tax was introduced with effect from 29 August 2007.
11. Income from land revenue, tax on advertisement, pilgrim tax, other income etc.
12. Income from birth and death certificate, sign advertisement board fees, tender form fees, marriage registration fees, building permission fees, license fees of hotel bye-laws etc.
13. Income from sewerage tax, fair fees, application fees, income from contract of *Bakra Mandi*, income from cattle house, income from lease, etc.
14. Receipt from sale of land to public, Government and other commercial organisations.
15. Including deposits and recoveries of loans and advances.

This further reflects the weakness of the Management Information System at Government-level.

1.10.3 Expenditure

The position of expenditure in ULBs during 2016-17 to 2020-21 is given in **Table 1.6**.

Table 1.6: Position of Expenditure in ULBs

(₹ in crore)

Items of Expenditure	2016-17*		2017-18#		2018-19#		2019-20#		2020-21#	
(A) Recurring Expenditure										
	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%
General administration	848.73	33.71	1597.36	32.33	2052.4	31.16	1112.76	32.26	1025.89	30.99
Public health and sanitation	99.91	3.97	361.21	7.31	456.74	6.93	197.88	5.74	211.56	6.39
Maintenance of civic amenities	261.54	10.39	427.82	8.66	497.91	7.56	179.87	5.21	229.5	6.93
Total of Recurring Expenditure(A)	**1210.18**	**48.07**	**2386.39**	**48.30**	**3007.05**	**45.65**	**1490.51**	**43.21**	**1466.95**	**44.31**
(B) Non-recurring Expenditure										
Expenditure on developmental works	1303.83	51.79	2224.53	45.02	3217.04	48.84	1733.04	50.24	1551.53	46.87
Purchase of new assets	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00
Repayment of loans	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00
Miscellaneous non-recurring expenditure[16]	3.71	0.15	330.38	6.69	363.39	5.52	225.69	6.54	291.55	8.81
Total of Non-recurring Expenditure (B)	**1307.54**	**51.94**	**2554.91**	**51.71**	**3580.43**	**54.36**	**1958.73**	**56.78**	**1843.08**	**55.68**
Grand Total (A+B)	2517.72		4941.3		6587.48		3449.24		3310.03	

****The figures for the year 2016-17 are of 120 ULBs only. Information of remaining ULBs was not provided by DLB Department.***

#Number of ULBs for which the figures pertain for the year 2017-18, 2018-19, 2019-20 and 2020-21, not provided by DLB.

Source: Information provided by DLB.

It could be seen from **Table 1.6** that the department does not maintain complete data about expenditure of all the ULBs and hence audit is unable to arrive at any conclusion on the quality of financial management of ULBs. This further reflects the weakness of the Management Information System at Government-level.

Recommendation 4: *The Urban Local Bodies should take effective steps to strengthen their financial position by focusing on collection of own tax and non-tax revenue to decrease their dependency on grants provided by GoI and State Government.*

Recommendation 5: *DLB should put in place a system to have updated information on receipts and expenditure of ULBs through a report or database.*

16. It includes refunds or deposits, investment made and disbursement of loans and advances.

1.10.4 Recommendations of the State Finance Commission (SFC)

The IV SFC constituted on 11 April 2011 and the V SFC constituted on 29 May 2015 were concurrent with the XIII Finance Commission (XIII FC) and the XIV Finance Commission (XIV FC) respectively. IV SFC recommended devolution of five *per cent* of net State Own Tax Revenue (SOTR) to local bodies whereas V SFC recommended devolution of 7.182 *per cent* of SOTR to local bodies in the ratio of 75.10: 24.90 to PRIs and ULBs respectively. This ratio was adopted on the basis of the rural and urban population ratio of Census 2011.

The position of grants released by the State Government under the SFC and their utilisation is given in **Table 1.7**.

Table 1.7: Details of grants released by the State Government under the SFC

(₹ in crore)

Year	Grants released to ULBs		UCs received			Pending UCs	
	During the year	Cumulative	For the year	Cumulative	Percentage	Amount	Percentage
The position of grants released by the State Government under the V SFC							
2015-16	773.95	773.95	364.83	364.83	47.16	409.12	52.86
2016-17	895.32	1669.27	586.15	950.98	56.97	718.29	43.03
2017-18	812.03	2481.30	691.24	1642.22	66.18	839.08	33.82
2018-19	784.53	3265.83	784.53	2426.75	74.31	839.08	25.69
2019-20	430.70	3696.53	430.70	2857.45	77.30	839.08	22.70
2020-21	1720.61	5417.14	1720.61	4578.06	84.51	839.08	15.49

Source: Information provided by DLB.

It can be seen from the above table that 15.49 *per cent* UCs were pending against the grants released under V SFC which is indicative of ineffective monitoring by the DLB Department.

1.10.5 Recommendations of the Central Finance Commissions

The position of grants released by the Government of India to State Government and further by the State Government to ULBs under the XIV Finance Commission and their utilization, is given in **Table 1.8**.

Table 1.8: Position of grant by the Central Finance Commission and their utilisation

(₹ in crore)

Year	Grants released to ULBs		UCs Received			Pending UCs	
	During the year	Cumulative	For the year	Cumulative	Percentage	Amount	Percentage
The position of grants released under the XIV FC							
2015-16	433.12	433.12	264.90	264.9	61.16	168.22	38.84
2016-17	776.73	1209.85	443.20	708.1	58.53	501.75	41.47
2017-18	692.93	1902.78	576.44	1284.54	67.51	618.24	32.49
2018-19	801.60	2704.38	801.60	2086.14	77.14	618.24	22.86
2019-20	1283.43	3987.81	1283.43	3369.57	84.50	618.24	15.50
2020-21	0.00	3987.81	0.00	3369.57	84.50	618.24	15.50

Source: As per data provided (December 2021) by DLB Department, Rajasthan.

It can be seen that 15.50 *per cent* UCs were pending against the grants released under XIV FC.

1.10.6 Annual Financial Statement

As per Section 92(1) of RMA, 2009, the Chief Municipal Officer shall, within three months of the close of a financial year, cause to prepare a financial statement containing Income and Expenditure Account, Receipts and Payments Account for the preceding financial year and a Balance Sheet of the assets and liabilities of the municipality at the closing of the preceding financial year.

No reply was given by DLB Department indicating number of ULBs preparing their annual accounts within the prescribed time (January 2022).

1.10.7 Maintenance of Accounts by Urban Local Bodies

As per Rule 25(xi) of Rajasthan Local Fund Audit Rules 1955, a certificate of correctness of annual accounts shall be included in Director's Report. As such, accounts of all ULBs are required to be certified. Director, LFAD did not provide the number of ULBs whose accounts had been certified during the year 2020-21 (January 2022).

National Municipal Accounts Manual (NMAM) for ULBs in India developed by the Ministry of Urban Development, GoI was introduced in February 2005. On the lines of NMAM, Rajasthan Municipal Accounting Manual (RMAM) was prepared. Following the Manual, the LSGD directed (December 2009) all ULBs to maintain the accounts on Accrual Based (Double Entry) Accounting System from 1 April 2010.

Director, LFAD and Director, LSGD did not provide details indicating the number of ULBs who were maintaining the accounts on the Accrual Based (Double Entry) Accounting System (January 2022).

1.10.8 Maintenance of Database and the Formats therein on the Finances of Urban Local Bodies

As prescribed by the X FC, the Ministry of Urban Development, GoI issued (April 2010) seven database formats to be adopted by ULBs. The DLB Department intimated (December 2021) that all the ULBs were preparing the information in the prescribed database formats.

Recommendation 6: *ULBs should follow the prescribed accounting system and make sincere efforts for timely finalization/certification of accounts.*

(B) Urban Development and Housing Department

1.11 Introduction

Urban Development & Housing (UDH) Department is the controlling department of Town Planning Department, Urban Improvement Trusts (UITs),

Urban Development Authorities (UDAs), Rajasthan Real Estate Regulatory Authority, Jaipur Metro Rail Corporation and Rajasthan Housing Board.

1.12 Profile of Urban Development and Housing Department

Eight offices of the Town Planner, 14 UITs, 3 UDAs, Rajasthan Real Estate Regulatory Authority, Jaipur Metro Rail Corporation and Rajasthan Housing Board are working under the Urban Development and Housing Department.

1.12.1 Town Planning Department

Chief Town Planner is the Head of the Department. The objective of the Town Planning Department is to guide physical development of towns through preparation of master plans, sector plans and schemes and providing technical advice to various government departments, local bodies and other government agencies. The department acts as a central coordinator between the local bodies and the State Government in the process of urban development.

1.12.2 Urban Improvement Trust (UITs)

The UITs[17] are constituted as per Rajasthan Urban Improvement Act 1959. The chairperson of the UITs were either public representatives or the District Collector. The Chairperson is assisted by a Secretary who is the Executive Officer. The UITs consist of Government officials and nominated public persons as trustees. Functions of UITs include preparation of Master Plans, constitution of Trusts, framing of Schemes, acquisition and disposal of land, utilization of urban land etc.

1.12.3 Urban Development Authorities (UDAs)

The Urban Development Authorities viz. Jaipur, Jodhpur and Ajmer plan, coordinate and supervise the proper, orderly and rapid development of the region and executes plans, projects and schemes for such development.

1.12.4 Rajasthan Real Estate Regulatory Authority

The Rajasthan Real Estate (Regulation and Development) Rules, 2017 were notified on 01.05.2017. Under this Act, State Government is required to establish Real Estate Regulatory Authority for regulation and promotion of the real estate sector in the State. Government of Rajasthan constituted the Rajasthan Real Estate Regulatory Authority on 06.03.2019. The key responsibilities of the Authority are as follows:

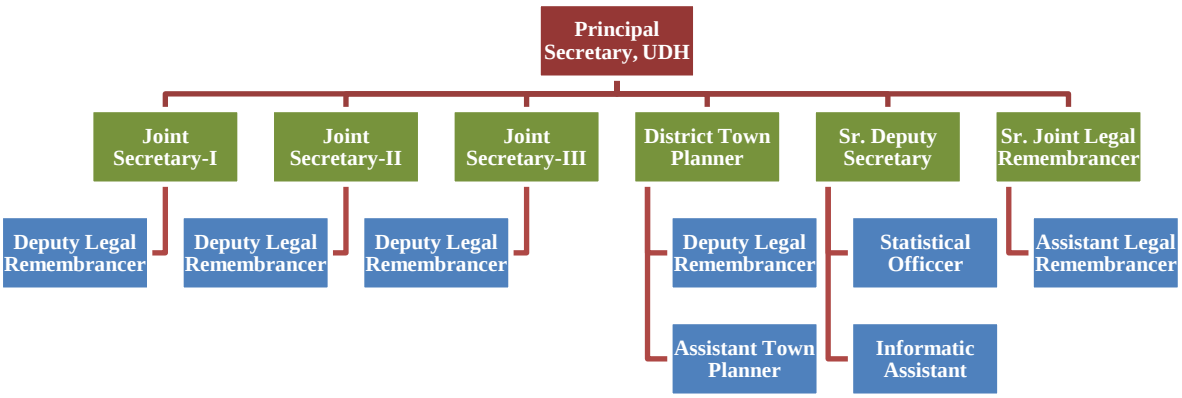
- Ensuring Disclosures of Real Estate Projects by Promoters
- Real Estate Projects Registration

[17] Abu, Alwar, Barmer, Bharatpur, Bhilwara, Bikaner, Chittorgarh, Jaisalmer, Kota, Pali, Sikar, Sri Ganganagar, Sawai Madhopur and Udaipur.

- Real Estate Agents Registration
- Complaints Redressal
- Provide recommendations to appropriate Government in matters relating to the development & promotion of real estate sector

1.13 Organisational Set up

An Organisational chart of the UDH department is given in **Chart 2** below:



1.14 Audit Arrangement

Audit by Comptroller and Auditor General of India

- The audit of Town Planning Department is conducted under section 13 of CAG (DPC) Act.
- The audit of grants received in UITs and UDAs are conducted under section 14 of the CAG (DPC) Act. However, the matter of audit of UITs and UDAs on a regular basis under section 20 (1) of CAG DPC Act 1971 is under consideration at Government level. The PAC recommended (November 2020) that these authorities should expeditiously complete the process for audit by the Accountant General on regular basis.
- Audit of Rajasthan Housing Board was though entrusted (October 2009) to the Accountant General under Section 19 (3) of the CAG (DPC) Act, yet the Board did not agree for it. The matter is pending with the Government for final decision after discussion with the Board.
- The audit of Rajasthan Real Estate Regulatory Authority is conducted under section 13 and 19 (2) of the CAG (DPC) Act and Section 77 of the Real Estate (Regulation & Development) Act, 2016.

1.15 Response to Audit Observations

For early settlement of Audit observations, Departmental Administrative Officers are required to take prompt steps to remove defects and irregularities brought to their notice during the course of Audit and/or pointed out through Inspection Reports (IRs).

1.15.1 For the period from 2016-17 to 2020-21, 54 IRs containing 354 paragraphs in respect of UDH and subordinate offices involving money value of ₹ 2751.59 crore were pending for settlement (January 2022).

1.15.2 Response to Paragraphs in Audit Reports

The response of the Department has been received on the paragraphs contained in the earlier Report of the Comptroller and Auditor General of India on General and Social Sector Audit for the year ended 31 March 2019-Government of Rajasthan.

1.15.3 Impact of Audit

During the year 2020-21, recovery of ₹ 9.12 lakh was made in two cases at the instance of audit.

Recommendation 7: *Efforts should be made by UDH for early settlement of the pending paragraphs.*

Chapter II
Compliance Audit Observations

CHAPTER-II
Compliance Audit Observations

*This chapter has three major parts. First part deals with findings of Compliance Audit of '**Atal Mission for Rejuvenation and Urban Transformation' (AMRUT)**', a GoI scheme launched in June 2015 with an objective of assured supply of water and a sewerage connection to every household, increasing the amenity value of cities and to reduce pollution by switching to public transport or constructing facilities for non-motorized transport. Second part is about **'Financial and Performance Reporting in Urban Local Bodies'** and finally there are **five individual audit observations** relating to Urban Local Bodies and Urban Development & Housing Department.*

Audit noticed that Physical progress of AMRUT projects and outcome therefrom were not satisfactory due to delay in completion of works and deficient monitoring. There were delays in release of funds to ULBs and projects were sanctioned without linking with funding. Provision of Operation & Maintenance of projects was not included in work orders and payment to contractors was made without certifying the beneficiary details. Water meters procured were not installed to start meter-based billing, sewerage projects remained incomplete and green spaces were not maintained properly to give sustainable benefits. Despite huge expenditure on SCADA system, it was not utlised for effective monitoring. Expenditure on many inadmissible works were charged on Mission funds led into irregular diversion on the mission funds.

Financial and Performance Reporting in Urban Local Bodies was found deficient as the ULBs were neither maintaining the Accounts as per requirements of RMAM nor the certification of the Financial Statements was being done in accordance with the codal requirement. No system was devised to monitor financial and performance reporting by the ULBs at the Government level. The information/data on financial and performance reporting was also not being uploaded in the public domain

It was found that ULBs irregularly retained both the employees and employer's share of the pension contribution under New Pension Scheme. Further, instances like non-issuance of demand notice to the successful bidder in the e-auction of Advertisement Boards within the stipulated time period; utilization of grants of XIV Finance Commission for purposes other than those specified and non/short recovery of labour cess and betterment levy, were also noticed.

Local Self Government Department

2.1 Atal Mission for Rejuvenation and Urban Transformation' (AMRUT)

2.1.1 Introduction

Government of India (GoI) launched (June 2015) Atal Mission for Rejuvenation and Urban Transformation (AMRUT) initially for five years and extended it twice (March 2020 and October 2021) up to March 2021 and March 2023.

The main objectives of AMRUT are to

(i) ensure that every household has access to a tap with assured supply of water and a sewerage connection;

(ii) increase the amenity value of cities by developing greenery and well-maintained open spaces (e.g. parks); and

(iii) to reduce pollution by switching to public transport or constructing facilities for non-motorized transport (e.g. walking and cycling).

The mission also aimed at improving governance through a set of reforms[1] and capacity building. Indicators and standards were prescribed by the Ministry of Urban Development (MoUD) in the form of Service Level Benchmarks (SLBs).

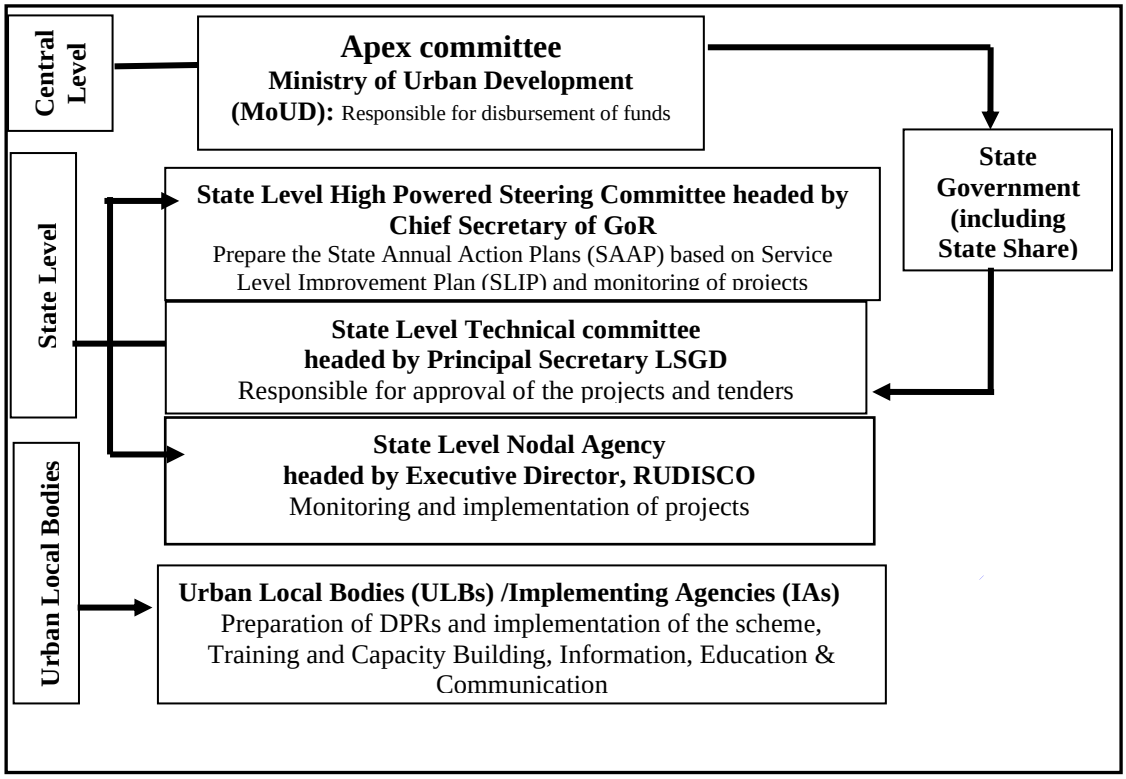
The mission was launched in 500 cities of India, out of which 29 cities were selected in Rajasthan. Local Self Government Department (LSGD) appointed (September 2015) Rajasthan Urban Drinking Water Sewerage & Infrastructure Corporation Limited (RUDSICO) as State Level Nodal agency for implementation of AMRUT scheme. As a nodal agency, RUDSICO is responsible for monitoring the AMRUT projects, correspondence with Government authorities and transfer of funds received from GoI and State Government to ULBs. The works under the mission are executed by the Urban Local Bodies (ULBs)/Urban Improvement Trusts (UITs)/Rajasthan Urban Infrastructure Development Project (RUIDP), Public Health Engineering Department[2] (PHED) and parastatals. The AMRUT projects are mainly

1. Such as e-governance, double accounting system, urban planning etc.
2. As per para 8.1 of AMRUT Guideline "Projects were to be executed by ULBs. However, in cases wherein the ULBs do not have adequate capacity to handle projects, the projects can be executed by specialized agencies of the State or Central Governments. Thus, it was decided (April 2016) to implement water supply projects through PHED (State Specialised Agency for water supply projects).

classified as Sewerage projects, Drainage Projects, Green Space Projects, and Water Supply Projects.

2.1.2 Organizational set up

The State Level High Powered Steering Committee (SHPSC) is responsible for planning, implementation and monitoring of AMRUT projects. RUDSICO is functioning as State Level Nodal Agency (SLNA) for AMRUT. ULBs, UITs, PHED and RUIDP are responsible for implementation of projects. An organisational chart combining the State Government administrative machinery with ULBs is given below:



2.1.3 Audit objectives

The audit objectives were to assess whether:

- Proper planning was made in accordance with the project guiding principles;
- Tendering and contract management was fair, transparent, and consistent best practices in the sector;
- Execution of work and utilisation of funds was efficient and effective for achieving the objectives of AMRUT.

2.1.4 Audit Criteria

The audit criteria were derived from the following:

- Guidelines issued by GoI on AMRUT;
- Minutes of meetings of the State Level High Powered Steering Committee (SHPSC)
- Directions and Instructions issued by the State Finance Department at the time of releasing central and state share to implementing agencies;
- Detailed Project Reports (DPR) of selected projects;
- Public Works Financial and Accounts Rules (PWF&AR); RTPP Act and General Financial and Accounts Rules (GF&AR).

2.1.5 Scope and Methodology

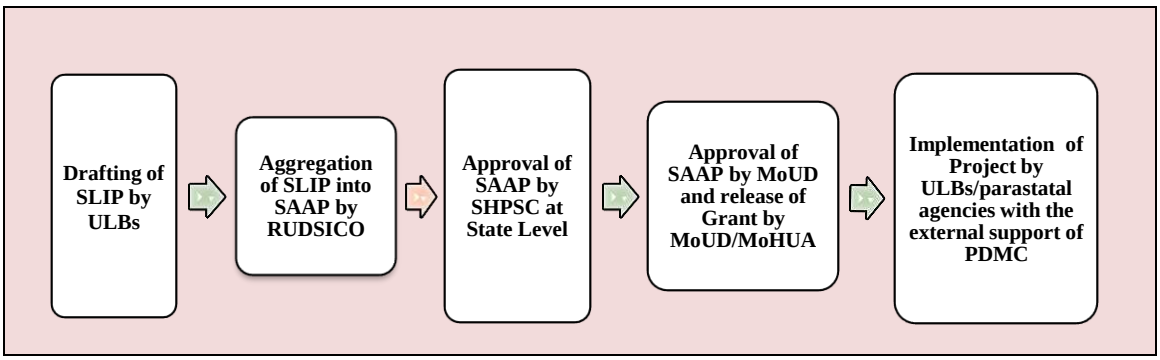
Audit selected eight cities[3] (28 *per cent*) out of 29 cities for detailed review of AMRUT scheme activities covering the period 2015-16 to 2020-21. The sample was selected on random basis using IDEA software. 32 projects[4] out of 93 projects in the scheme were selected for test check. Test check of records was carried out during July 2021 to October 2021 in the office of Director Local Bodies, RUDSICO, ULBs, Jodhpur Development Authority and PHED. To ascertain status and quality of works in selected projects, audit also conducted Joint physical verifications.

2.1.6 Project Management

2.1.6.1 State Annual Action Plan (SAAP)

MoUD/Ministry of Housing and Urban Affairs (MoHUA) provides project fund through State Governments based on State Annual Action Plan (SAAP). The basic building blocks for the SAAP are the Service Level Improvement Plans (SLIPs) prepared by the ULBs. At the State level, the SLIPs of all Mission cities are aggregated into the SAAP.

Process flow chart showing implementation of AMRUT projects



3. Baran, Churu, Jodhpur, Udaipur, Beawar, Bikaner, Jhalawar and Sikar.
4. Drainage (Five projects), Green Space (10 Projects), Sewerage (Nine Projects) and Water supply (Eight Projects).

During the period 2015-20, SHPSC and MoUD approved three SAAPs and total approved project cost was ₹ 3,223.94 crore[5]. Approved cost of contract awarded was ₹ 3,057.94 crore and a sum of ₹ 2,413.70 crore (Up to June 2021) was spent on AMRUT projects in the state. SAAP wise duration and fund details are given in **Table 2.1**.

Table 2.1: Details of SAAP wise duration and funds

(₹ in crore)

SAAP	Duration	Amount	Water Supply	Sewerage	Drainage	Green Space
SAAP-I	2015-16	879.61	313.48	548.51	00	17.62
SAAP-II	2016-17	1033.50	232.35	773.25	11.50	16.40
SAAP-III	2017-20	1144.83	382.87	709.01	30.80	22.15
Total		**3057.94**	**928.70**	**2030.77**	**42.30**	**56.17**

Source: Information provided by RUDSICO

In addition to SAAP funds, ₹ 89.15 crore and ₹ 57.65 crore were also received on account of Incentive for Reforms and Administrative and Office Expenses (A&OE) respectively.

2.1.6.2 Physical progress

Elaborate planning and preparatory framework are necessary to ensure timely completion of projects. Sector-wise break-up of 93 sanctioned projects[6] with sanctioned/eligible project cost, expenditure incurred and status of projects are given in ***Appendix-I (a to d)***. Out of 93 sanctioned projects with revised eligible cost of ₹ 3,142 crore, 41 projects of ₹ 685.38 crore were completed with expenditure of ₹ 700.72 crore. 30 out of 41 projects got delayed by one to 37 months. Remaining 52 projects have not been completed even after incurring an expenditure of ₹ 1,712.99 crore and delay of two to 37 months (June 2021).

The main reasons for delay in completion of works were selection of sites without clear land title, deficient monitoring of the progress of works and non-release of funds. The cases of delay are discussed in subsequent paragraphs.

RUDSICO (State Level Nodal Agency) accepted (May 2022) the facts and reasons of delay and added that main reason for delay in completion of work was covid-19 pandemic. This is not acceptable as 81 out of 93 projects had scheduled completion dates prior to commencement of the pandemic.

2.1.6.3 Lack of effective monitoring of projects due to discontinuation of Project Development and Management Consultants services during execution of projects

Para 8.3 AMRUT mission guidelines identified factors for the slow implementation of projects such as project design, process of tendering, cost

5. SAAP I- ₹ 919 crore, SAAP II- ₹ 1072.80 crore and SAAP III- ₹ 1232.14 crore.
6. Sewerage Projects: 32 (₹ 2045.15 crore), Water Projects: 24 (₹ 977.85 crore), Drainage Projects: 06 (₹ 68.05 crore) and Green Space Projects: 31 (₹ 50.95 crore).

escalation due to delays and delay in calling and settling tenders and difference in approved cost and cost shown in Detailed Project Reports (DPRs) etc. To overcome these constraints, it was provided in para 8.3 and annexure 8 of AMRUT guidelines that States/ULBs should take the services of external entities which would be called Project Development and Management Consultants (PDMCs). The scope of PDMC under the mission was divided into four broad components namely Planning, Design, Supervision and Project Management. The PDMC was to identify projects on the basis of SLIP framework, and carry out required investigation, design, procurement, and implementation. PDMC was to assess existing levels of coverage of water supply and sewerage and to check the plans to cover the gap. During the process of SAAP, PDMC was to explore the possibility of Public Private Partnership (PPP) and for mid-course correction, engage with citizens to get feedback.

RUDSICO executed (April 2016) a PDMC agreement with M/s Shah Technical Consultants Private Limited at a cost of ₹ 38.29 crore. The agreement period was from 4 April 2016 to 31 March 2020 which was extendable for further period of 12 months on mutual agreement. The contract value was revised (February 2019) to ₹ 29.98 crore and a sum of ₹ 26.77 crore was paid (up to May 2020) to PDMC. The scheduled completion date of the contract was 31 March 2020. However, since some of the AMRUT project works were incomplete, there was a requirement of proper technical assistance and monitoring of projects. Audit observed that decision on the PDMC contract by RUDSICO was based on information related to completion of works (May 2020) which was found to be deficient when ascertained by audit (June 2021) as shown in **Table 2.2.** RUDSICO allowed (June 2020) to extend the contract only up to 21 July 2020 and thereafter it came to an end.

Audit reviewed the actual position of completed works and observed that 32 (34.41 *per cent)* out of 93 projects were completed up to June 2020. Thus, the decision not to extend the contract beyond 21 July 2020 was not prudent. The position of projects as on 30 June 2021, is given in **Table 2.2.**

Table 2.2: Details of AMRUT projects remained incomplete

S. No.	Sector	No. of project approved	No. of Complete works	No. of Incomplete works	Percentage of physical progress as shown at the time of decision to end the contract (May 2020)	Percentage of complete work as on June 2021	
1	Sewerage	32	08	24	79.00	25.00	
2	Water Supply	24	05	19	69.00	20.83	
3	Drainage	06	04	02	39.00	66.67	
4	Green Space	31	24	07	83.00	77.42	
	Total	**93**	**41**	**52**			

Source: Information provided by RUDSICO

Decision to terminate the PDMC contract and self-monitoring of projects was neither judicious nor in line with AMRUT guidelines. This is evident from the facts that only nine projects were completed after expiry of the PDMC contract and this shows that self-monitoring by RUDSICO was not sufficient.

State Government replied (June 2022) that continuous monitoring of projects was being done by ULB & RUDSICO staff in absence of PDMC, quality check was ensured through Independent Review and Monitoring Agency (IRMA[7]) & third party inspections conducted by Govt. Engineering colleges as required. The reply is not acceptable as the fact remains that projects could not be completed even till June 2021 and AMRUT guidelines provide for PDMC supervision till completion of projects. Further, IRMA did not conduct final (eighth) visit till now (June 2022) and no reports with respect to commissioning-trial run-testing stage and post construction stage were submitted.

Recommendation 8: *The State Government and nodal agency should ensure effective monitoring and timely completion of projects as per AMRUT Guidelines.*

2.1.6.4 Non utilisation of SCADA system and lack of online monitoring

Supervisory Control and Data Acquisition (SCADA) is a system that allows organizations to (a) Control processes locally or at remote locations (b) Monitor, gather, and process real-time data (c) Directly interact with devices such as sensors, valves, pumps, motors etc. through human-machine interface (HMI) software and (d) Record events into a log file. SCADA systems help significantly in mitigating downtime.

Audit test checked the SCADA system in eight[8] PHED offices and shortcomings noticed in two PHED offices are given below:

(a) PHED DPR Churu (August 2016) stipulated for establishment of SCADA System. The SCADA System was to: (a) Display status of all the items of the water transfer system (b) Display analogue values on the appropriate graphic screen and (c) Annunciate alarms along with time of occurrence of alarm including details of when the alarm occurred, when it was acknowledged and when it returned to normal.

In Churu City, a Project in favour of a contractor under AMRUT Scheme was awarded at a cost of ₹ 18.15 crore. The work was completed on 15 March 2019. Bill of quantity (BOQ) of this project *inter alia* included SCADA system for control and monitoring of water supply. PHED incurred ₹ 4.85 crore on SCADA system. During joint physical inspection of the system, it was observed that due to non-functioning of the system and improper maintenance of installed equipment, project was not being monitored by

7. External agency to monitor the mission projects independently.
8. Beawar, Churu and Sikar (Completed projects) and Baran, Bikaner, Udaipur, Jhalawar and Jodhpur (Projects under progress).

SCADA. It was observed that most of the tube wells were not attached with SCADA system and due to this SCADA was showing zero results.

Audit further observed that ₹ 1.62 crore out of ₹ 4.85 crore was related to supply and installation of Remote Terminal Units (RTU)/Programmable Logic Controller (PLC) panel, General Packet Radio Service (GPRS) modem and Battery backup/ Uninterruptible Power Supply (UPS) inverter on nine Elevated Service Reservoir (ESR) and 117 tube wells connected with SCADA. Test check of records revealed that these instruments became out of service/defective although these equipment were within the operation & maintenance period envisaged in the work order and therefore the contractor was responsible for the timely repair/maintenance of the equipment. This has resulted in unfruitful expenditure of ₹ 4.85 crore as no benefits were achieved from the SCADA.

(b) In another joint physical survey of SCADA system at PHED, Beawar *(cost ₹ 2.96 crore for SCADA and automation)* it was observed that SCADA system was not operational.

The observation was communicated (January 2022) to the Government. However, reply is awaited.

2.1.7 Financial Management

2.1.7.1 Fund Management

Para 5.1 of Mission Statement and Guidelines (Guidelines) issued (June 2015) by MoUD stipulated the funding pattern of projects as under:

(in per cent)

Fund Contributor	Cities having population of above 10 lakh	Cities having population up to 10 lakh
Central Government	33.33	50
State Government	Balance funding	Balance funding
ULBs		

Subsequently, in 2nd meeting (May 2016) of SHPSC funding pattern was revised as under:

(in per cent)

Fund Contributor	Cities having population of above 10 lakh	Cities having population up to 10 lakh
Central Government	33.34	50
State Government	33.33	30
ULBs	33.33	20

Para 9.1 and 9.2 (Release of funds) of the Guidelines stipulated that central funds would be released in three instalments of 20:40:40. The first instalment would be released immediately after approval of the SAAP by the National Level Apex Committee (Apex Committee). The second and third instalment would be released quarterly by Apex Committee on receipt of **(i)** Quarterly

Score card **(ii)** Utilization Certificates and **(iii)** Project Funds Request from State Mission Directors.

2.1.7.2 Delay in release of Central Assistance and non-release of State/ULBs share

The Central Assistance (CA) along with State share is required to be released to the account of nodal Mission Director within one month from the date of release of CA. The Mission Director had to ensure timely release of funds to ULBs through electronic mode.

(a) Audit found instances wherein State Government did not release the CA within one month to ULBs as detailed in **Table 2.3**.

Table 2.3: Release of Central Assistance by Central Government and State Government

(₹ in crore)

Eligible Central Assistance (CA)	CA release date to State Government	Date of release of funds by State Government for ULBs	Delay in days (Beyond one month)
91.90	13.11.15	15.02.16	64
105.22	29.06.16	22.08.16	24
111.27	28.04.17	28.07.17	61
268.31	05.09.18	18.10.18	13
150.81	18.12.18	25.02.19	40
143.91	11.06.19	13.09.19	65
100.00	30.06.20	04.09.20	36
193.27	02.07.20	06.01.21	157
293.27	19.11.20	05.03.21	76
1457.96			

Source: Information provided by RUDSICO

It could be seen from above that the State Government released the CA to ULBs with delays ranging between 13 days to 157 days. This hampered timely execution of works under the Mission.

State Government replied (June 2022) that as GOI releases the CA to State, departments submit proposals for release of CA along with State share to the Finance Department. However, fact remained that timelines given in AMRUT guidelines were not adhered to and funds were released with delay.

(b) Further, in the following cases **(Table 2.4)**, State Government failed to release its own share to ULBs along with CA in time:

Table 2.4: Details of eligible State Government Share and its release to ULBs.

(₹ in crore)

Eligible State Government share	CA release date to State Government	Corresponding release date of state share to ULBs	Delay in days (Beyond one month)
55.14	13.11.15	24.06.16	194
63.13	29.06.16	22.08.16	24
66.76	28.04.17	28.07.17	61
160.98	05.09.18	18.10.18	13
90.49	18.12.18	31.03.19	72
86.34	11.06.19	13.09.19	64
134.37	02.07.20	06.01.21	157
217.23	19.11.20	01.04.21	103
874.44			

Source: Information provided by RUDSICO

It could be seen from above that the State Government released its share to ULBs with delay ranging between 13 days to 194 days. The State Government replied (June 2022) that funds were released as per demand of executing agencies. The reply is not tenable as AMRUT guidelines have specifically included the timelines for transfer of funds which was not ensured.

(c) As per fund sharing ratio mentioned above, ULBs had to contribute their share to ensure timely completion of projects. Audit observed that the ULBs were required to contribute ₹ 700.13 crore up to July 2021, against which they contributed only ₹ 92.00 crore out of State Finance Commission (SFC) grant. This was mainly due to poor financial position of the ULBs. Consequently, the completion of the projects got delayed.

State Government in their reply (June 2022) mentioned the efforts being made to arrange the ULBs share through loan.

Recommendation 9: *The State Government and nodal agency should ensure timely release of funds and their economical and efficient utilisation.*

2.1.7.3 Sanctioning of projects without linking with revenue sources

Para 7.5 and Annexure 8 of the Guidelines provided that the SAAP should only contain those projects where complete project cost was linked with revenue sources i.e. external sources such as debt and bonds. During the process of developing the SAAP, the PDMC had to explore the possibility of using Public Private Partnerships (PPP) model which should be the preferred execution model and based on this, States should also explore the possibility of using PPP model with appropriate Service Level Agreements (SLAs) with strong citizen feedback built into it.

Although it was included in PDMC agreement to explore the PPP as preferred execution model, yet the PDMC failed to explore the PPP/ People Public Private Partnership models and all the 93 projects were sanctioned on direct model.

Thus, State/ULBs failed to explore PPP model or to link the projects with revenue sources to ensure timely completion and provision of intended benefits.

State Government replied (June 2022) that no projects were sanctioned on PPP models as no opportunity was found for the same. However, audit observed in scrutiny that efforts were not made to explore PPP models and consequently none of the projects could be sanctioned on PPP model.

Case Study

Non-issuance of Municipal Bonds

Annexure 7 of AMRUT guidelines stipulated to mobilize external resources, improve internal resource generation of the ULBs and to conduct credit rating of ULBs.

MoHUA communicated (October 2020) ULBs about issue of incentive of ₹ 181.33 crore to eight ULBs for FY 2018-19 for raising of funds through issuance of municipal bonds by the ULBs to strengthen their financial capabilities.

It was also communicated that for year 2020-21, incentive to ULBs (Maximum seven numbers on first come first serve basis) at ₹ 13 crore for every issue of ₹ 100 crore of Municipal Bonds, subject to maximum ₹ 26 crore to a ULB would be given.

Review of incentive position of other State ULBs revealed that during 2018-19 eight[9] ULBs successfully raised ₹ 3,390 crore through Municipal Bonds and were awarded incentives.

Lucknow Municipal Corporation (LMC) raised (December 2020) Municipal Bonds of ₹ 200 crore, and became eligible for incentive of ₹ 26 crore. The issue of LMC bonds was over-subscribed and the raised funds were proposed to be used in water supply projects and housing projects under AMRUT scheme.

State Government (April 2017) directed M Corp Jaipur for issue of bonds. However, no efforts were made for issuance of bonds and to avail incentive during FY 2018-19.

Again in 2020-21, M Corp Jaipur was found eligible for issue of Municipal Bonds of ₹ 100 crore. RUDSICO communicated (October 2020/December 2020 and January 2021) M Corp Jaipur to avail this incentive. However, M Corp Jaipur again failed to issue any Municipal Bonds (November 2021). Consequently, it was deprived of availing the incentive of ₹ 13 crore in addition to improving its financial position.

The observation was communicated (January 2022) to Government, however reply is awaited.

2.1.7.4 Irregular charging of price escalation claims of ₹ 5.93 crore on AMRUT Funds

Para 6.5 of guidelines stipulates that no contingencies or cost escalation will be permissible from AMRUT funds. Test check of records revealed that four ULBs irregularly charged price escalation claims to AMRUT funds instead of

9. Ahmedabad, Amravati, Bhopal, Hyderabad, Indore, Pune, Surat and Vishakhapatnam.

bearing the same from ULBs own funds. Details of the same are given in the **Table 2.5**.

Table 2.5: Details of irregular charging of price escalation claims to AMRUT funds

ULBs	Nature of work	Whether cost escalation was included in technical sanction	Cost escalation (₹ in crore)	Other Remarks
Baran	Sewerage Work	No	3.18	**Charged to AMRUT funds**
Churu	Sewerage Work	No	1.27	
Jodhpur	Sewerage Work	No	1.48	
		Total	**5.93**	

Source: Records of ULBs

As shown in the above table, price escalation claims were not included in technical sanctions. Despite this, ULBs charged price escalation claims of ₹ 5.93 crore to AMRUT Funds violating the guidelines and technical approvals of SLTC.

State Government accepted (June 2022), the observation and stated that ULBs would adjust these price escalation claims from their own resources.

2.1.7.5 Charging of inadmissible works of ₹ 1.81 crore to AMRUT Funds

Para 3.1.9 of guidelines stipulated list of inadmissible components (purchase of land for projects or project related works, staff salaries, power, telecom, health, education, wage employment programme etc.). Further, para 6.10 (Conditionalities) stipulated that in AMRUT no projects should be included wherein land was not available, no project work order should be issued if all clearances from all the departments have not been received by that time and cost of land purchase was to be borne by the States/ULBs.

Audit observed instances wherein ULBs/PHED did not comply with the above guidelines and charged inadmissible expenditures to AMRUT funds instead of bearing these expenditures from own funds. Details of same are given in **Table 2.6**.

Table 2.6: Details of inadmissible components under AMRUT Scheme

(₹ in crore)

Project/work	Office	Nature of Inadmissible work	Amount	Other Remarks
Water Supply	PHED Division, Sikar	Tender publishing cost paid to newspapers	0.04	-
		Power Connection	0.48	-
		Road cutting NOC cost paid to Nagar Parishad, Sikar	0.03	-
Water Supply	PHED Division, Baran	Land acquisition	0.11	-
		Construction of circle office building and residential quarters for staff	0.59	-
		Land acquisition for water supply pipeline	0.29	Division office did not take NOC from Railway and GAIL and issued work order

Project/work	Office	Nature of Inadmissible work	Amount	Other Remarks
				against provisions of guidelines.
Water Supply	PHED Division, Jhalawar	Rehabilitation of office & residential building	0.27	-
		Total	**1.81**	

Source: Information provided by ULBs & PHED

This resulted in diversion of funds to other works, affecting the execution of Mission projects.

Recommendation 10: *The State Government should fix responsibility for cases where AMRUT funds were used for inadmissible activities.*

2.1.7.6 Non-adjustment of accrued bank interest

As per revised para 9.5 of AMRUT guideline, the interest earned on CA funds lying unutilised would be accounted separately for flowing back to the projects. The details of interest earned should be taken into account while releasing further instalments of the Central Assistance. Ministry of Finance GoI also issued (June 2021) office memorandum in which it was stated that "the State Nodal Agencies shall ensure that the interest earned from the funds released should be mandatorily remitted to the respective consolidated funds on pro-rata basis in term of rule 230 (8) of GFR 2017. It was also stated that interest computation for the preceding financial year should be made in first week of April each year.

Audit observed that RUDSICO earned ₹ 4.45 crore (up to March 2021) as interest on unutilised CA and the same was to be adjusted in CA instalments. However, RUDSICO did not remit interest to the Government of India.

State Level Nodal Agency replied (February 2022) that pro-rata funds of ₹ 3.06 crore were adjusted out of total funds of ₹ 4.45 crore and the net refundable amount was ₹ 1.39 crore. The reply is not acceptable as funds of ₹ 3.06 crore were related to ULBs, thus, RUDSICO was to refund the full pro-rata share of ₹ 4.45 crore to GoI but same was not refunded.

2.1.8 Sewerage Projects

To develop basic urban infrastructure in mission cities, Sewerage was taken as priority sector under AMRUT mission. It included underground sewerage system, sewage treatment plants, rehabilitation of old sewerage systems and treatment plants. Details of sewerage projects are given in **Table 2.2**.

During test check of records following shortcomings were observed:

2.1.8.1 Non release of targeted sewerage connections

M Corp Jodhpur approved (October 2016) a sewerage line construction work of ₹ 77.30 crore. The work consisted of replacement of 36.15 kms sewer line up to December 2018 with 9,320 domestic sewer connections to benefit 30

percent of the population. Audit noticed that there was delay of seven months in completion of the project and there was wide variation in achievement of outcome from the project. The comparison of the DPR details and actual achievement was as follows:

Table 2.7: Comparison of the DPR details and actual achievement

	As provided in DPR	Actual at the end of contract
Length of sever line construction	36.15 km	36.15 km
Cost of the project	₹ 85 crore (₹ 77.30 crore was approved)	₹ 31.17 crore
Connection released at the close of project	9,320	3,450
Coverage of population	30 *per cent*	11 *per cent*
Timeline for completion	December 2018	July 2019

This depicts unrealistic estimation at the time of DPR preparation as well as deficiencies in the execution of the project. Against the estimated benefit to 30 *per cent* population envisaged in the work order, M Corp Jodhpur could extend the benefit to only 11 *per cent* population on completion of the contract.

State Government replied (June 2022) that total length of 36 KM as proposed in the DPR was executed. The reply was silent on non-achievement of intended outcome to benefit 30 *per cent* population.

2.1.8.2 Operation & Maintenance (O&M) works of created assets

To ensure sustainable benefits from the projects, proper Operation and Maintenance (O&M) after creation of assets was essential. Para 7.3 of guidelines stipulated that ULBs did not pay attention to O&M works after creation of assets. It was therefore provided that the projects in the SAAP would include provision for O&M for at least five years which was to be funded by way of user charges or other revenue streams. However, during test check, Audit observed that either O&M provision was not included in work contracts or contractor did not execute the O&M works as per contract terms. Details of these cases are given below:

(a) M Corp Jodhpur issued (between October 2019 to August 2020) work orders for construction of 11 drainages at the cost of ₹ 27.11 crore. However, provision for O&M works was not included in tender documents.

State Government replied (June 2022) that these projects were related to storm water drainage works and not significant to include O&M in project. ULB has their own sanitation team & machineries to execute O&M work of these drains at ULB level. The reply is not tenable as AMRUT guidelines clearly stipulated to include O&M works in tender documents.

(b) M Council Churu issued (July 2017) work order for upgradation of Gajsaar pond at the revised cost of ₹ 4.58 crore. However, provision of O&M works was not included in the tender documents.

State Level Nodal Agency replied (February 2022) that O&M work was not included in tender document because there was no pumping station, gravity flow line, pressure line & machinery operation work. The reply is not tenable as AMRUT guidelines clearly stipulated to include O&M works in the tender documents.

Recommendation 11: *The assets created should be properly maintained to yield benefits on a long-term sustainable basis.*

2.1.8.3 Payment of ₹ 10.71 crore to contractors without certifying the beneficiary details

It was necessary to verify the basic details for the released sewer connections before releasing payments to ensure legitimacy of the claims. However, following deficiencies were noticed:

(a) M.C. Bikaner issued (August 2017) a work order for a sewerage project in favour of a contractor[10] at a total cost of ₹ 139.25 crore out of which ₹ 9.20 crore were related to domestic sewerage connections. The contractor was to release 10,501 domestic sewerage connections against which only 4,266 domestic connections were released and ₹ 2.96 crore was paid to the contractor (March 2021).

Audit observed that before release of payment to the contractor, ULB did not verify the basic details for the released sewer connections such as beneficiary name, contact details, site location, house numbers and signatures of the concerned beneficiary. Bills were paid without verification of these details by site engineer/in charge.

(b) RUDSICO issued (July 2016) work order for sewerage project and Sewerage Treatment Plant (STP) in Sikar in favour of a contractor[11] at a total cost of ₹ 108.36 crore.

Audit observed that contractor constructed 10,237 house sewer connections and ₹ 7.75 crore was paid to the contractor. However, payment was made without ensuring the record/receipt of basic information to support the construction of house sewer connections.

State Government replied (June 2022) that Nagar Parishad Sikar is maintaining the records to support the construction of house sewer connections. The reply was silent on Sewerage Project Bikaner and complete supporting documents were not provided to substantiate maintenance of basic information in case of Sewerage Project Sikar.

10. M/s Bhugan Infra engineer PVT. LTD- Enviro Infra engineer PVT. Ltd. (JV) Ahmadabad.
11. M/s L&T Chennai.

2.1.8.4 Reuse of treated water

Para 6.8 of AMRUT Guidelines stipulated that States/ULBs should make efforts for water recycling and reuse. As per benchmark, at least 20 percent of the waste water generated in ULBs was to be recycled. DPR of sewerage projects also provided that STP treated water should be reused in agriculture/industry and it could also be used as recovery mechanism for O&M works by sale of treated water.

In test checked nine sewerage projects, five[12] STPs were working. In Udaipur water was treated and reused by Hindustan Zinc Corporation whereas in the remaining four ULBs water was treated but its reuse/recycling was not ensured. Thus, ULBs did not comply with the provisions of AMRUT guidelines/DPRs. In a water scarce state, this was very beneficial which was not given due importance.

State Government replied (June 2022) that some ULBs have treated and reused water and that ULBs will explore the possibilities for reuse of water.

2.1.8.5 Non deduction of Liquidated Damages ₹23.49 crore

Clause 8.9 of General condition of contract (GCC) provided that if the contractor failed to execute the work in prescribed time limits, he would be liable to pay the Liquidated Damages (LD) at prescribed rates subject to maximum 10 per cent of unexecuted work cost.

Audit observed that in the following cases contractors did not complete the works within the scheduled completion period, but LD was not deducted **(Table 2.8)**.

Table 2.8: Details of works and non-deduction of LD

(₹ in crore)

Office	Work	Project cost	Scheduled completion date	Executed work cost (till schedule completion date)	Unexecuted work cost	LD @ 10 *per cent*
M Council Sikar	Sewerage	108.36	31 May 2018	43.91	64.45	6.45
	Sewerage Phase II	72.15	10 May 2020	8.03	64.11	6.41
M Council Beawar	Sewerage	123.42	6 April 2019	73.30	50.12	5.01
M Council Churu	Sewerage	61.11	26 April 2019	34.64	26.47	2.64
M Corp Bikaner	Sewerage	122.78	26 August 2019	92.95	29.83	2.98
			Total	**252.83**	**234.98**	**23.49**

Source: Information provided by ULBs

As seen from the table above ₹ 23.49 crore which was to be deducted as LD from bills of contractors, was not deducted by the ULBs. Thus, undue benefit was extended to the contractors.

12. Beawar, Bikaner, Jodhpur, Sikar and Udaipur.

State Government accepted (June 2022) the facts and submitted that works were under progress, contractors had not submitted final time extensions, final compensation for delay will be imposed and deducted from final bill of the contractor after approval of final time extension at competent level.

2.1.8.6 Irregular payment of GST

Clause 15.21 (Adjustment for changes in legislation) of AMRUT contract agreement stipulated that if any further tax or levy is imposed by statute and the contractor properly pays such taxes/levies, the contractor should be reimbursed the amount so paid. In this regard, RUDSICO issued (July 2019) instructions for GST claims and directed ULBs to ensure that contractors have submitted the GST differential calculations duly supported with CA Certificate. It was also stipulated that such payments would be made by the ULBs from their own sources.

Audit scrutiny revealed that M Corp Bikaner has paid (March 2019 to October 2020) the differential GST claims of ₹ 6.82 crore to the contractor. However, this payment was made without CA certificate and it was charged to AMRUT fund.

State Level Nodal Agency accepted (February 2022) the fact that payment of GST is not admissible in project cost and submitted that M Corp Bikaner shall adjust these funds from their own source and also collect the CA certificate.

Recommendation 12: *The State Government and nodal agency should ensure availability of complete beneficiary details before releasing payments and should safeguard financial interest of the Government during execution of projects.*

2.1.9 Water Supply Projects

2.1.9.1 Water supply metering issues

PHED mentioned (August 2016) in AMRUT work DPRs that poor metering failed to motivate the consumer for water conservation and resulted in Non-Revenue Water[13] (NRW) which in turn led to inadequate revenue assessment & realization. This makes the entire operation financially unviable. Therefore, DPRs stipulated that in AMRUT, water supply schemes were to be proposed with scope of reduction in NRW and 100 *per cent* metering with Automated Meter Reading (AMR) meters. In a meeting under the Chairpersonship of PHED Minister, it was decided (September 2015) to replace the non-functional domestic and non-domestic/commercial/bulk-supply/industrial meters with magnetic type Class B meters and AMR meters respectively. Audit observed the following cases related to non-installation of meters, installation of non-AMR meters and non-issue of water bills.

13. It is the water that has been used for supply but could not bring any revenue through billing from the consumers. This is mainly due to leakages and improper metering.

(a) 22 water supply projects costing ₹ 898.70 crore *(actual expenditure ₹ 685.47 crore up to November 2021)* were to be executed by PHED. For water meter replacement achievement was 1,88,776 (54.29 *per cent*) against the target of 3,47,721. Thus, PHED could not achieve the meter replacement targets.

(b) SLTC approved (October 2016) the DPR for Churu PHED water supply project which comprised of installation of 806 AMR meters. However, in BOQ of works, PHED made the provision for installation of 5600 non AMR meters and these meters were installed at a cost of ₹ 0.82 crore. Even after installation of non AMR meters, consumers were billed with flat rate only, resulting in unfruitful expenditure of ₹ 0.82 crore.

(c) Similarly, the DPR for Beawar PHED project did not include installation of non AMR meters. However, in BOQ of works, PHED made the provision for installation of 28,520 non AMR meters at a cost of ₹ 2.42 crore and 22,089 meters were installed by the contractor.

Test check of records revealed that PHED paid ₹ 1.83 crore to contractor for installation of 22089 water meters. However, payment of ₹ 0.97 crore for 11,645 meters was not backed by any supporting document to establish installation. Further, even after installation of meters, consumers were billed at a flat rate only instead of metered consumption. Thus, the basic purpose of installation of meters was defeated and this has resulted in unfruitful expenditure of ₹ 1.83 crore.

(d) Clause 3.16.1 (Payment Terms) of PHED special conditions of contract provided that material should not remain unutilized for more than three months for which payment has been made. Clause 3.22.1 further stipulated that 60 *per cent* payment was to be paid on receipt of material in good condition at site and as per BOQ it was the duty of the contractor to install the meters.

Test check of records of PHED Division-III Bikaner revealed that 26,609 consumer meters were to be installed between 12 February 2018 to 11 February 2020. The contractor procured (December 2019) 12,000 meters and received (October 2020) payment of ₹ 0.79 crore[14]. These meters were to be installed up to 15 January 2021. However, 9,644 meters were installed between April 2021 to September 2021 whereas the remaining 2,356 meters remained uninstalled till September 2021. Audit observed that the contractor procured the meters with delay and failed to install the meters till scheduled completion date but, PHED did not take any action against the contractor.

(e) PHED Jhalawar executed an agreement (April 2017) with the contractor for installation of 13,470 consumer meters with scheduled completion date on 27 April 2019. It was revealed that 3,558 house service connections were released (upto to May 2021) without consumer meters. Delay in installation of consumer meters by 24 months (up to July 2021

[14] 12000 water meters X ₹ 1100/water meter X 60 *per cent*.

excluding three months) has deprived the PHED to collect the actual metered revenue causing revenue loss to PHED.

The observations were communicated (January 2022) to the Government, however their reply is awaited.

Case Study

Installation of water meters in Bhilwara

PHED invited (January 2017) tenders for the work of "Re-organisation of Urban Water Supply System (UWSS)- Bhilwara" on turn-key basis and same was approved (June 2017) in favour of M/s Balaji Construction Company (Contractor) at a cost of ₹ 25.98 crore.

58.22 *per cent* work order cost (₹ 13.46 crore) was against supply and installation of 47,236 meters @ ₹ 2,850/meter but this rate was abnormally higher than the assessed estimated rates of PHED (₹ 1,080/meter).

In the Rate Justification Note, it was put forth (June 2017) that the scope of work included operation and maintenance by the firm for nine years and during this period there were chances of tampering and theft of meters, requiring replacement by the contractor without extra cost. Hence, the offer of bidder seemed reasonable for recommendation.

However, earlier, the Principal Secretary, PHED issued (December 2010) directions for such type of cases where the tenders of lowest bidders were being approved based on overall rates while the rates quoted by the bidders for certain items might be substantially higher than their prevailing market rates. It was instructed that while finalizing such cases, a complete rate analysis comparing the quoted rates with market rates should be carried out and action for approving the overall rates should only be initiated thereafter.

In a similar work ("Re-organisation of UWSS- Beawar") on turnkey basis under AMRUT the rate of ₹ 850 was included (June 2017) for these meters in the turnkey contract. Since the rate awarded (₹ 2,850/meter) in Bhilwara was abnormally higher than that assessed by the PHED (₹ 1,080/meter) and that quoted and awarded (₹ 850/meter) at the same time in Beawar, it was pointed out (September 2019) by audit to State Government for their comments.

The State Government replied (December 2019) that the bidder was to quote one lump sum price for the entire work including O&M and one-year defect liability period and lowest financial responsive offer was the sole criteria for accepting and evaluating tender. PHED considered lump sum rate of contractor and approved it accordingly.

Further audit analysis revealed that Clause 3.22.1 (Payment terms) of Special Conditions of Contract stipulated for 60 *per cent* payment to contractor on receipt of material in good condition, thereby the contractor was to receive ₹ 1710/meter on supply of meters. The contractor supplied (October and November 2018) 35,000 meters and claimed 60 *per cent* payment at

₹ 1,710/meter[15]. PHED made the payment of ₹ 5.99 crore[16] (March 2019) accordingly.

Audit noticed that as per the tax invoices these meters were purchased by contractor at ₹ 700/meter (Excluding GST). This clearly implies that for the meters purchased at ₹ 700/meter, payment at ₹ 1710/meter has been released. Which means that an amount of ₹ 5.99 crore was paid by the PHED for the cost of ₹ 2.89 crore (including GST) incurred by the contractor.

This was in violation of the principles of financial propriety. Further, it may be difficult for the Department to ensure further execution of works under installation, DLP and O&M, when the contractor has already been released payment abnormally exceeding his cost on procurement.

It was reported that during the period of two years contractor installed 30,344 meters (up to March 2021) and balance payment against these meters (₹ 3.46 crore) was also released. Remaining 4,656 meters remained uninstalled. It was found in audit that even in case of 30,344 water meters reported to have been installed, bills were being issued to consumers at flat/fixed rates only, making the installation reporting doubtful/unfruitful.



Image showing unutilised water meters lying in the store (09.09.2021)

It can be seen from above that meter was the key item having 58.22 *per cent* value of total work order. PHED was therefore required to be careful with component wise analysis and payment terms to avoid any such event of releasing payment exceeding the actual cost. Consequent upon absence of proper analysis to ensure its financial interest, PHED made an irregular payment of ₹ 3.10 crore against the meters procured so far (payment exceeding the actual cost). Since no benefit could be derived from this expenditure so far, the entire expenditure of ₹ 9.45 crore has gone unfruitful.

2.1.9.2 Irregular payment of ₹ 0.74 crore

The work order issued (June 2017) for Churu City Project, included O&M of seven years including one year DLP. In para 2.12 of scope of work, duties of

15. 60 *per cent* of ₹ 2850.
16. 35000 meters X ₹ 2850/ meter X 60 *per cent*.

the contractors included the duty to submit daily/weekly/monthly reports for O&M works.

Audit observed that during first two years (16 March 2019 to 15 March 2021) of O&M, PHED paid ₹ 0.74 crore to contractor without receipt of daily/ weekly/monthly reports for O&M works as supporting documents for release of payments. In absence of this, authenticity of payments could not be ensured.

The observation was communicated (January 2022) to Government. However, reply was awaited.

Recommendation 13: *The State Government and nodal agency should monitor the metering issues such as non-installation of meters, installation of non-AMR meters and non-issue of water bills on the basis of metered consumption.*

2.1.10 Drainage Projects

2.1.10.1 Unfruitful expenditure of ₹11.45 crore

Para 6.10 of AMRUT guideline provides that "no project should be included wherein land is not available and no project work order should be issued until all clearances from all the departments are received by that time.

M Corp Jodhpur awarded (December 2018) 6.93 kms drainage construction work at a cost of ₹ 33.20 crore (Nehru Park to Jojari River, Jodhpur). The scheduled completion date of work was 7 January 2020. However, 3.78 kms of (54.55 percent) drainage work was completed (July 2021) and a sum of ₹ 11.45 crore was paid to the contractor. The work remained incomplete even after 19 months and main reasons behind this were non-receipt of clearances from departments (PHED, Jodhpur Discom etc.) and site hurdles such as trees, water pipeline, power line, etc. Due to non-completion of work, expenditure of ₹ 11.45 crore on incomplete drainage proved unfruitful. Further, two drainage projects wherein scope of work was reduced due to non-availability of NOC and public resistance are discussed in paragraph **2.1.13.1.**



Images showing unutilised incomplete drain (23.07.2021)

State Government accepted (June 2022) that 60 *per cent* work of construction of drain is completed and remaining work may be completed by June 2022. The fact remains that drain work was not completed as per envisaged schedule and expenditure on incomplete drain could not bring any benefit till date.

2.1.11 Green Space Projects

One of the thrust areas under AMRUT Guideline was enhancing amenity value of cities by creating and upgrading green spaces, parks and recreation centers. Development of green spaces and parks was to be done with special provision for child-friendly components. It was also stipulated that ULBs would establish a system for maintenance with local resident participation.

2.1.11.1 MCouncil Baran awarded (June 2019) a work order for development and beautification work at Manihara Talab Park in favour of M/s Baba Sitanath at a cost of ₹ 1.29 crore with scheduled completion date of 09 December 2019. Contractor submitted first running bill of ₹ 0.58 crore and same was paid (October 2020). Thereafter, work remained unexecuted (June 2021) and M Council Baran did not take any action against the contractor for unexecuted work.

State Level Nodal Agency accepted (February 2022) the delay in project and submitted that work will be completed on risk and cost of the contractor within the Mission period.

2.1.11.2 MCorp Udaipur awarded (November 2017) the work of development of Govardhan Sagar City Garden at cost of ₹ 3.03 crore including two years DLP and three years O&M period. The scheduled completion date was 08 December 2018. The work was actually completed on 05 November 2019 at a cost of ₹ 2.77 crore.

Audit observed during joint physical verification that the contractor did not maintain the garden properly during DLP. Water equipments were not in working condition and swings were found broken as shown in images below:





Images showing poor maintenance of installed equipment in garden (04.08.2021)

Further, contractor was to construct a food court with roof top solar plant at the cost of ₹ 0.60 crore. However, contractor executed the work of foundation/ platform only and did not construct the food court including roof top solar plant.

State Level Nodal Agency accepted (February 2022) the fact that during DLP, the garden was not maintained by the contractor. The contract was terminated, penalty of ₹ 0.09 crore was imposed on the contractor and ULB is executing O&M work at its own level. The food court was not constructed due to public resistance.

2.1.12 Reforms

The reform agenda in the mission was spread over a set of 11 reforms to be achieved by the State over a period of four years. These reforms mainly covered offering online services to citizens, achieving at least 90 *per cent* of billing and collection of taxes/user charges, establishing maintenance system for parks and playgrounds and credit rating.

2.1.12.1 Non-providing of basic transport facility despite availability of funds

Urban transport component in the Mission included *inter alia* Buses and Bus Rapid Transit System (BRTS). In Rajasthan four cities (Ajmer, Jodhpur, Jaipur and Udaipur) were covered under this project for procurement of buses.

Audit noticed that Incentive funds[17] of ₹ 9.94 crore[18] released (February 2017) for Urban Transport projects in Jodhpur and Udaipur cities have not been utilized for the last four years. Thus, citizens of Udaipur and Jodhpur cities were deprived of the benefits of improved transport facilities due to inaction of the ULBs to procure buses.

The observation was communicated (January 2022) to Government, reply is awaited.

17. The incentive fund is an additional fund that was provided by the MoUD as incentive for achievement of Reforms.
18. ₹ 6.54 crore (Udaipur) + ₹ 3.40 crore (Jodhpur).

2.1.12.2 Non-utilisation of grants and failure in implementing GIS system

Out of 11 milestones for reforms one reform "preparation of Master Plan using Geographic Information System (GIS)" was included in "Urban Planning and City Level Plans" milestone.

In a meeting of Local Self Government Department (LSGD), it was decided (January 2016) that GIS based master plan should be implemented in three phases (i) seven town in 2015-16 (ii) all AMRUT towns in 2016-17 and (iii) remaining towns during 2017-19. Director Local Bodies requested (February 2016) Department of Information Technology and Communication (DOIT) for execution of GIS mapping in all ULBs. The scope of GIS implementation included entire setup needs and design to enable the initiative. A component of enterprise infrastructure map server was required to host the repository with database in the back end, which would be integrated with unified State-wide Portal Rajdharaa.

Audit observed that MoHUA approved (October 2016) ₹ 8.76 crore[19] for GIS based master plan for all ULBs. MoHUA revised (June 2019) its approval for ₹ 29.27 crore[20] and released (June 2017 and March 2019) ₹ 5.25 crore[21] for this work. Subsequently, GoI released (June 2020) additional grant of ₹ 3.90 crore[22], making the total of the grant release for this work as ₹ 9.15 crore. Audit observed that RUDSICO partially utilised these grants and forwarded (February 2022) utilisation certificates (UC) of ₹ 4.76 crore only out of ₹ 9.15 crore. Thus, RUDSICO failed to ensure AMRUT reforms by implementing the GIS and to integrate the system with State Portal Rajdharaa.

State Level Nodal Agency accepted the facts and replied (February 2022) that the work was in execution and UC of remaining amount would be sent shortly.

2.1.12.3 Training and capacity building

Para 13 (Capacity building) of AMRUT guidelines stipulated that states would take up extensive capacity building activities for their ULBs to achieve urban reforms and implement projects in Mission mode. The Comprehensive Capacity Building Programme (CCBP) would have two components individual and institutional capacity building. Individual capacity building would include several activities[23] and institutional capacity building would be on building the

19. ₹ 5.09 crore (Geospatial Data Creation) + ₹ 3 crore (Master plan formulation using geospatial database) + ₹ 0.67 crore (Capacity Building).
20. ₹ 9.10 crore (Geospatial Data Creation) + ₹ 19.50 crore (Master plan formulation using geospatial database) + ₹ 0.67 crore (Capacity Building).
21. 60 *per cent* of ₹ 8.76 crore.
22. 20 *per cent* of ₹ 19.50 crore.
23. (i) Strategic training plan based on Training Needs Assessment (TNA) (ii) Exposure visits (iii) Workshops, seminars, research studies and documentation (iv) Individual capacity building focusing on coaching and task-related assistance from peers and mentors (v) Visibility, including preparation of Information Education and Communication (IEC).

institutional capacity of ULBs by revision of town planning laws, credit rating of ULBs to issue bonds, integrate all work done in GIS etc.

Audit observed that during 2017-20, ULBs fixed the targets for training of 6,635 persons[24], however, only 1,654 *(24.92 per cent)* persons were trained.

State Government replied (June 2022) that more efforts will be done for compliance of this reform.

2.1.13 Other Issues

2.1.13.1 Reduction in scope of work due to non-availability of land/ sanctions

Para 6.10 of AMRUT guideline provides that "no projects should be included under AMRUT wherein land was not available, and no project work order should be issued until all clearances from all the departments are received by that time.

SHPSC in its seventh meeting reviewed (March 2020) status of projects and observed that 14 projects (including two projects mentioned in ***paragraph 2.1.10.1***) of ₹ 72.52 crore ***(Appendix-II)*** could not be executed as per original scope of work due to land dispute, non-availability of land, non-availability of water, dispute with contractors, lack of clearance from forest department, and public resistance. Curtailment in scope of work due to non-compliance of para 6.10 has resulted in non-achievement of initially envisaged AMRUT targets.

State Government replied (June 2022) that savings are used timely to sanction new projects or included in proposal of house sewer connections of ongoing projects to achieve envisaged targets. However, the fact remains that projects were not completed due to non-compliance of AMRUT guidelines.

2.1.13.2 Non-issuance of completion certificate

Clause 15.9 *(issue of final completion certificate)* of GCC stipulated that the Engineer in charge should issue the final completion certificate (FC certificate) after reviewing all tests on completion and other compliances required under the contract.

During test check audit observed that in the following cases **(Table 2.9)** work was completed but FC certificates were not issued by ULBs:

[24] 5,321 elected representatives, 237 Finance Staff, 851 Engineering Staff, 40 Town Planning Department Staff and 186 Administrative Department Staff

Table 2.9: Statement showing details of non-issuance of final completion certificates

ULB	Work	Schedule work completion date	Actual work completion date	Details of issue of FC certificate	Delay in months in issue of FC certificate (Up to August 2021)
M Council Sikar	Sewerage	31 May 2018	30 June 2021	Not issued yet.	02
M Council Beawar	Sewerage	06 April 2019	24 October 2020	Not issued yet.	10
M Council Sikar	Green Space	03 October 2018	01 January 2020	Not issued yet.	20
M Corp Bikaner	Green Space	22 September 2018	10 October 2019	Not issued yet.	22

Source: Information provided by ULBs

In absence of this, satisfactory completion of works could not be ensured.

State Government replied (June 2022) that as per clause 15.9 of GCC it is the duty of the contractor to apply for a final payment certificate and contractors have not applied for the completion certificates in Sikar and Beawar. The fact remains that the ULBs failed to monitor the GCC provisions timely.

Recommendation 14: *The State Government and nodal agency should ensure proper utilisation of funds, implementation of GIS system, adequate training and capacity building and timely issuance of completion certificates.*

2.2 Financial and Performance Reporting in Urban Local Bodies

Introduction

2.2.1 With the 74th Constitutional Amendment Act (74th CAA) (June 1993), the Urban Local Bodies (ULBs) were given a constitutional status and were empowered to function as Local Self-Governments (LSG) to provide good urban governance. The Twelfth Schedule to the Constitution of India provided a list of functions to be devolved to the ULBs, which were related to day-to-day activities in the urban area. Major share of financial resources of ULBs comprised of grants recommended by the State Finance Commissions (SFC)/Central Finance Commissions (CFC) as detailed below:

Table 2.10: Significance of grants in comparison to total revenue

(₹ in crore)

Grants /Year	2018-19#	2019-20#	2020-21#
Total Revenue	**5,861.93**	**3,151.31**	**3,535.09**
(i) General and special grant	2,743.07	1,354.72	1,789.56
(ii) Grant in lieu of octroi	1,633.63	883.42	940.05
Total of Grants	**4,376.70**	**2,238.14**	**2,729.61**
Percentage of Grants	**74.66**	**71.02**	**77.21**
#Number of ULBs for which the figures pertain for the year2018-19, 2019-20 and 2020-21 not provided by DLB			

Source: Information provided by DLB

It could be seen from **Table 2.10** that the department had the details of grants but not the number of ULBs. However, from the available details of grants, it could be seen that the share of grants in total revenue ranged between 71.02 *per cent* (2019-20) to 77.21 *per cent* (2020-21).

Financial self-sufficiency of ULBs and accountability for financial and operational performance are two attributes of robust and well governed ULBs. Both these aspects rely heavily on accurate and credible financial information. Central and State Government provided huge financial assistance to the activities of ULBs. Thus, accurate financial reporting is very important for all stakeholders. CFCs have also expressed concerns over financial reporting of ULBs.

The XI Finance Commission (XI CFC) had expressed concern over the maintenance of accounts of local bodies and their audit. The Commission recommended (July 2000) that the system of accounting and auditing needed improvement.

Urban Local Government is the tier closest to the citizens and is entrusted with provision of basic civic services. Moreover, ULBs also act as agencies for implementing various national and state level schemes. It is important to have a well laid down framework to assess the performance of these bodies so that the shortcomings may be addressed. Besides being entrusted with supply of 11 services under Rajasthan Guaranteed Delivery of Public Services (RGDPS) Act 2011, ULBs also provide essential services such as fire services, slum improvement & upgradation, urban planning, solid waste management, regulation of slaughterhouses & tanneries, and maintenance of public amenities including street lighting, parking, parks and gardens. Their performance has a direct bearing on the quality of life for ordinary citizens. A reliable performance monitoring and oversight system is therefore a necessity for them.

2.2.2 Scope of Audit

The audit was conducted (November 2021 to February 2022) to evaluate financial and performance reporting in ULBs and it covered the period from April 2018 to March 2021. Audit findings are divided into two parts i.e. (i) Financial Reporting and (ii) Performance Reporting.

2.2.3 Financial Reporting

Financial reporting is the process of documenting and communicating financial information and performance over specific time periods typically on yearly basis. Timely financial reporting is necessary to satisfy the need of accountability to the stakeholders and provide necessary data to assess the financial health of an entity. Audit findings related to financial reporting are discussed in subsequent paragraphs.

2.2.3.1 Legal and regulatory framework

National Municipal Accounts Manual, 2004 (NMAM) for ULBs developed by Government of India was introduced in February 2005 with comprehensive details about the accounting policies, procedures, guidelines designed to ensure correct, complete, and timely recording of municipal transactions and produce accurate and relevant financial reports. In line with this, Government of Rajasthan (GoR) issued (April 2010) Rajasthan Municipal Accounts Manual 2010 (RMAM) which came into force w.e.f. 01 April 2010, under Section 91 of Rajasthan Municipalities Act 2009 (RMA 2009). RMAM stipulated for mandatory accounting on accrual basis in double accounting system by all ULBs.

Regular review of the RMAM would ensure bridging the gaps and keeping the manual relevant and updated. Further, the legal framework (RMA 2009) did not clearly identify the responsibilities for financial reporting and penal provisions against the defaulting ULBs.

State Government replied (May 2022) that RMAM was prepared on the lines of NMAM. However, reply was silent regarding regular review and updating of RMAM**.** The fact remained that RMAM was not reviewed and updated regularly and legal framework did not comprise the responsibilities and penal provisions.

2.2.3.2 Communication of Financial Reporting requirements

Financial reporting requirements were prescribed in RMA and RMAM. Thus, ULBs/preparers of financial reports/reviewers were expected to be aware of the provisions of RMA and RMAM. However, the gaps in financial reporting shows that the awareness was not adequate. Audit observed that DLB did not issue any explicit orders for financial reporting awareness. No analysis was done for shortcomings in financial reports and annual accounts prepared by ULBs and delays in financial reporting to ascertain the reasons for the same. No effort was found on record to indicate that Director Local Bodies (DLB) was proactive in disseminating the financial reporting requirements and ensuring compliance from the ULBs through effective monitoring. Financial statements were not prepared in time in many cases as discussed in subsequent paragraphs.

State Government replied (May 2022) that DLB is making full efforts for accrual-based accounting in ULBs, CA firms were empanelled and State have received the full grant (including performance grant) for the year 2021-22. However, fact remains that annual accounts were prepared with delay and accrual based accounting have not been adopted in all ULBs.

2.2.3.3 Outsourcing and delay in preparation of Financial Statements

Section 92 of RMA 2009 provided that the Chief Municipal Officer (CMO) shall, within three months of the close of a financial year, cause to prepare a financial statement for the preceding financial year in respect of the accounts of the municipality in prescribed manner and forms.

The work of accounting was outsourced (January 2018 and May 2020) to CA firms and even after outsourcing, the accounts were not prepared in time. The shortfall in preparation of annual accounts increased year to year as shown in the **Table 2.11** below:

Table 2.11: Details of shortfall in preparation of annual accounts

Year	Total No. of ULBs	Annual Accounts prepared by ULBs	Short fall	Percentage of Short fall
2018-19	193	157	36	18.65
2019-20	196	97	99	50.51
2020-21	213	52	161	75.59

Source: Information provided by DLB

From above table it could be seen that the shortfall in preparation of annual accounts increased from 18.65 *per cent* (2018-19) to 75.59 *per cent (*2020-21). The accounts in respect of ULBs, which have not prepared the accounts, have already been delayed up to 30 months (January 2022). Test check of records of Municipality Council, Sawai Madhopur, Dausa and Gangapur City revealed that Annual Accounts of for the year 2019-20 and 2020-21 were not prepared (January 2022) for which no reasons were given. There was lack of monitoring from DLB to expedite accounts preparation.

State Government accepted the facts and stated (May 2022) that delay was due to lack of coordination between CA firms and ULBs. However, from the year 2022-23, local engagement of CA firms at ULBs level is under consideration and after approval, the position would improve.

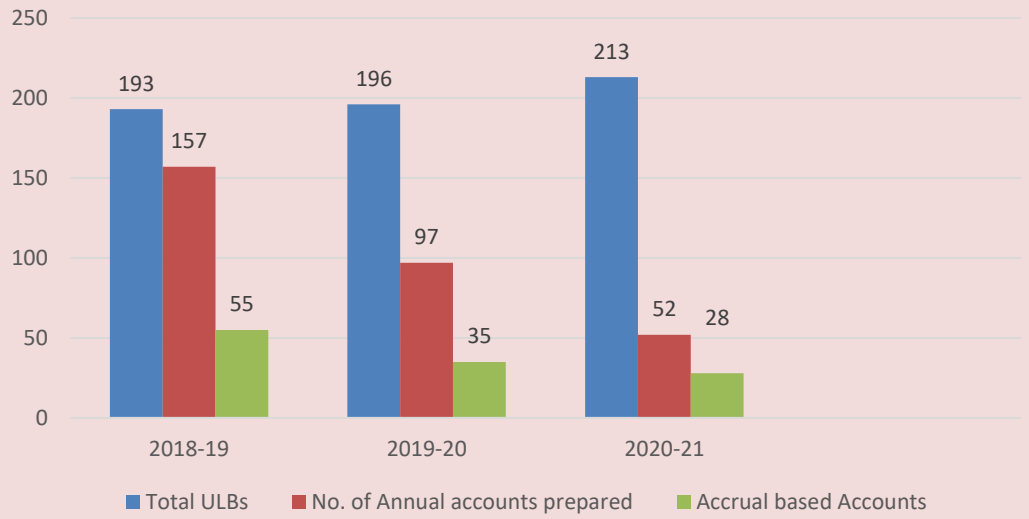
2.2.3.4 Accrual Based Accounting System

Accrual based accounting gives a more accurate view of financial status and preparation of accrual-based accounts provides more information on assets, liabilities, income and expenditure.

XII CFC pointed out (December 2014) several shortcomings in the cash-based accounting system and underlined the need to make the transition to the accrual-based accounting system. RMAM (preface) and XIII/XIV CFC recommendations provided for preparation of accounts by ULBs on accrual basis. The LSGD also directed (December 2009) ULBs to maintain accrual-based accounts from 1 April 2010.

The year-wise position of ULBs maintaining the accounts on Accrual Based Accounting System is given in **Chart 1** below:

Chart 1- Shortfall in preparation of accounts on accrual basis



It could be seen from above that even after directions in RMAM and continuous recommendations by Finance Commissions, all the ULBs did not adopt accrual-based accounts. The shortfall in preparing of accrual-based accounts ranged between 46.15 *per cent* (2020-21) to 64.97 *per cent* (2018-19). The main reasons behind non-adoption of accrual accounting system by ULBs were shortage of accounts personnel, lack of adequate financial training and monitoring by LSGD/DLB.

State Government accepted the facts and stated (May 2022) that department will try to maintain annual accounts on accrual basis in all the ULBs.

2.2.3.5 Empanelment of CA firms for preparation of accounts and audit

For preparation of ULBs accounts and audit, LSGD empanelled CA firms through tendering process and communicated the panel details to ULBs. Thereafter, the ULBs executed contract with CA firms. Deputy Director (Regional) (DDR) was to monitor the progress of work done by the CA firms regularly.

For timely coverage of all ULBs, it was prudent to finalise the panel well before conclusion of FY. Panels for financial year (FY) 2017-18 and 2018-19 and for FY 2019-20 and 2020-21 were finalised by LSGD in January 2018 and May 2020 respectively. Audit observed that tendering process for 2017-19 panel was initiated in September 2017 and panel was finalised in January 2018 whereas tendering process for 2019-21 panel was belatedly initiated in February 2020 and panel was finalised in May 2020 i.e. after completion of FY 2019-20. Additional issues related to preparation of accounts and empanelment of CA firms have been discussed in ***paragraph 2.2.3.6 (c).***

State Government replied (May 2022) that delay was due to time involved in tendering process. The reply is not acceptable as the process of empanelment had to be initiated well in advance so that delays are avoided.

2.2.3.6 Internal Oversight Mechanism and Audit of Financial Statements

Section 94 of RMA provided that the municipal accounts should be examined and audited by the Auditors of Local Fund Audit Department (LFAD) in accordance with the provisions of the Rajasthan Local Fund Audit Act, 1954. The Auditor, or the officer subordinate to him, may report any item of accounts contrary to the provisions of this Act to the Finance Committee (FC) of the Municipality. The FC shall consider the report of the Auditor as early as possible and take prompt action thereon.

(a) Audit by Local Fund Audit Department

Audit reviewed the details of annual accounts audits by Local Fund Audit Department (LFAD) and observed shortfall in audits with increasing trend as it ranged between 53.89 *per cent* (2018-19) to 67.14 *per cent* (2020-21). The details of audit by LFAD are given in **Table 2.12** below:

Table 2.12: Details of LFAD audit and shortfall

Year	Total No. of ULBs	No. of ULBs audited	Shortfall	Shortfall percentage
2018-19	193	89	104	53.89
2019-20	196	76	120	61.22
2020-21	213	70	143	67.14

Source: Data provided by DLB

Further, there were several persistent irregularities pointed out by LFAD related to non-maintenance of Asset Register, non-recovery of house tax/urban development tax and road cutting charges, non-recovery of rent of assets, irregularities in sale of land and non-adjustment of advances etc. No efforts were seen at DLB level to analyse these persistent irregularities and to encourage ULBs to take remedial steps. This defeated the purpose of audit by LFAD when their findings were not given due importance by LSGD or/and ULBs for corrective action.

(b) Certification of accounts of ULBs by LFAD

Section 4 & 5 of the Rajasthan Local Fund Audit Act, 1954 (RLFAA 1954) stipulated about the liability of local authorities to submit their accounts for Audit[25] and manner of accounts to be submitted for Audit[26]. Rule 3 & 4 of the

25. The accounts of any local authority whose accounts are subject to audit under this Act.
26. The Chairman of every local authority, whose accounts are declared under section 4 to be subject to audit under this Act, shall present or cause to be presented for audit all accounts of its local fund.

Rajasthan Local Fund Audit Rules, 1955 (RLFAR 1955) provided that the accounts of the local authorities should be audited by the auditors of the LFAD. Thus, the Director, LFAD is the Primary/Statutory Auditor for audit of accounts of the ULBs. The details of certification of accounts of ULBs by the LFAD in previous three years are given in **Table 2.13** below:

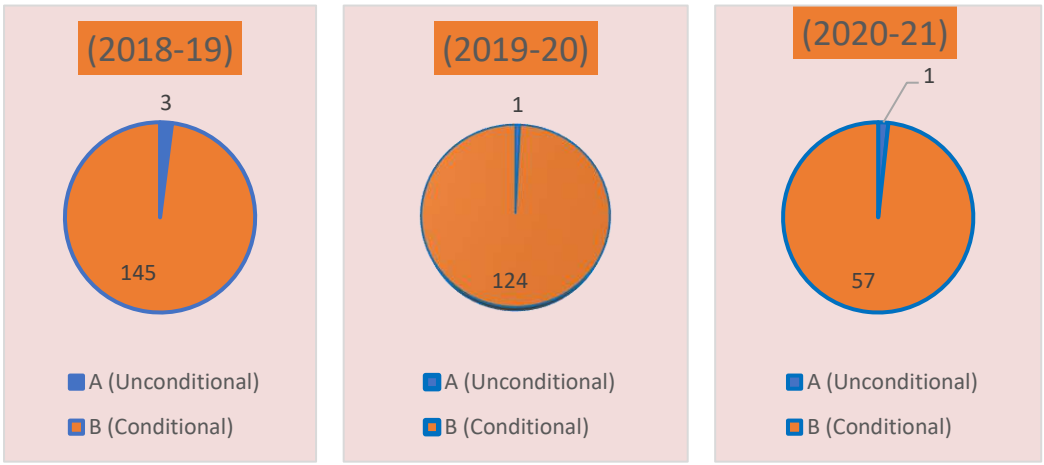
Table 2.13: Shortfall in certification of accounts by LFAD

Year	Number of ULBs	No. of Accounts certified	Shortfall	Percentage of shortfall
2018-19	193	148	45	23.32
2019-20	196	125	71	36.22
2020-21	213	58	155	72.77

Source: Annual report of LFAD

As per circular issued by Finance Department, Government of Rajasthan, (May 2016) in case of maintenance of ledger books, accounts of ULBs will be certified in Form "A" (Unconditional) and in case of non-maintenance of Ledger books it will be in Form "B" (Conditional). Details of conditional and unconditional certificates issued during previous three years are given in **Chart 2** below:

Chart 2: Details of Conditional and unconditional certificates issued by LFAD



It could be seen from above that during 2018-21, out of 331 certificates only 5 (1.51 *per cent*) were unconditional which is indicative of fact that there were deficiencies in preparation of accounts and maintenance of ledger books due to which most of the accounts certificates remained conditional.

It was noticed that the audit teams of LFAD were certifying only the Receipts and Payments of ULBs after relating the same with Budget Estimates, whereas they were supposed to certify the Financial Statements of the ULBs (comprising Income & Expenditure Account, Balance Sheet and Fund Flow Statement). Hence the certification of Financial Statements was not being done by the LFAD to the extent required and their certification was also not linked with the preparation of financial statements. This was found being done

by the CA firms. As per the provisions of the RLFAA 1954 and RLFAR 1955 narrated above the LFAD is primary/statutory auditor for auditing accounts of the ULBs and audit by CA firms, cannot replace the role of LFAD. Thus, the certification of accounts of ULBs was not being done in accordance with these provisions. Further review of LFAD audit system revealed (June 2022) that LFAD Audit teams (consisting of one AAO and two Accountants) were certifying the accounts of a ULB in a single day, excepting Municipal Corporations wherein two days were given to a team. This was irrespective of size, nature and working of ULBs. Thus, the time allotted for certification of accounts by LFAD was not based on quantum of work or risk assessment and may lead to improper certification of accounts.

(c) Audit by Chartered Accountants

Audit observed that RMA included the provision of audit of accounts by LFAD only with no provision for audit by CAs. However, DLB issued orders for CA audit of ULBs' Financial Statements which was not in line with the RMA provisions. As per provisions, this statutory responsibility has to be carried out by LFAD only as audit by CAs had no statutory backing. Further observations in this regard are as follows:

(i) Internal Control is an accounting procedure whereby transactions are handled in such a manner that the work of one employee is automatically checked by another for detection of errors and irregularities. Hence, it is prudent that accounts should be prepared and audited by separate entities/CA firms so that chances of mis-presentation of figures in accounts can be minimised.

As discussed in ***paragraphs 2.2.3.4 and 2.2.3.5***, the CA firms were also involved in preparation of annual accounts of ULBs. To regulate the work of CA firms, DLB ordered (January 2018) that preparation of accounts and audit of the same was to be done by the different CA Firms. However, test check of CA reports and Annual Accounts of Jhunjhunu and Kapren ULBs revealed that same CA firms were carrying out the work of preparation of accounts and audit thereof. Thus, two activities with conflicting interest were given to same entity in violation of the DLB orders.

State Government replied (May 2022) that LFAD did not conduct the audit work regularly and there was time lag of three to five years in audit by LFAD and hence provision for audit by CA firms was made. It was further stated that the annual accounts were not prepared and audited by the same CA firm. The reply is incorrect as exhibited in case of Jhunjhunu and Kapren ULBs, where same firm was engaged for preparation and Audit of Accounts. Further, the fact remains that Audit by CAs has no statutory backing and efforts should be made to strengthen Audit by LFAD.

(ii) The year-wise details of CA audit and shortfall are given in **Table 2.14** below:

Table 2.14: Details of CA audit of annual accounts and shortfall in audit

Year	Number. of ULBs	Annual accounts prepared by ULBs	CA Audit completed	Short fall	Short fall percentage
2018-19	193	157	134	23	14.65
2019-20	196	97	39	58	59.79
2020-21	213	52	06	46	88.46

It can be seen from the table above that the audit shortfall increased year by year and it ranged between 14.65 *per cent* (2018-19) to 88.46 *per cent* (2020-21). In absence of the audited accounts, financial reporting cannot be termed as complete.

State Government accepted the facts (May 2022).

(iii) Test check of audited financial statements of ULBs of Jaipur, Ajmer, Udaipur, Dausa and Sawai Madhopur revealed shortcomings related to system for physical verification of fixed assets and maintenance of books of accounts and statements.

State Government accepted and stated (May 2022) that all the ULBs have been directed regarding these deficiencies.

2.2.3.7 Ineffective Municipal Accounting Reforms

Deficient implementation of accounting reforms

(a) Local Self Government Department (LSGD) executed (May 2015) a non-financial Memorandum of Understanding (MoU) for the term up to 31 March 2018 with an NGO namely Janaagraha Centre for Citizenship and Democracy (Janaagraha) for implementing Accounting and Auditing reforms[27] in Rajasthan. The term of MoU was extended (November 2017) up to 31 October 2021. The Janaagraha did not seek any compensation or remuneration as part of this collaboration.

As per MoU, LSGD/ULBs were to provide all necessary support to Janaagraha including financial and operational data and other information that may be required. LSGD was to convene quarterly project review meetings to review progress of activities and milestones for successful implementation of the reforms. LSGD was to take measures to expedite pending activities, continuity of staff at senior levels of Municipal Corporations, clearance of backlog in annual accounts and auditing in various ULBs and endeavour to institutionalise these reforms for long term sustainability. Janaagraha

27. It included performance reporting (to establish a performance MIS framework) and financial reporting (to produce audited annual financial statements on timely basis and publish them as annual reports, clearance of backlog in annual accounts across all ULBs and to undertake certification based skill building of accounting and auditing staff of ULBs).

established the Municipal Financial Reform Cell (MFRC) for supervising Municipal Accounting Reforms in the State.

Audit observed that LSGD/ULBs were lacking in effort to achieve desired results as Management Information System (MIS) formats were not submitted to MFRC and in absence of adequate information, effectiveness of this cell remained limited. Quarterly project review meetings were never conducted and reforms were not institutionalised by way of laws and policies. DLB informed that no trainings were organized under MoU for accounts personnel. Thus, the implementation of accounting reforms such as accrual basis accounting, double entry system, timely submission of accounts and uploading of the accounts on websites remained deficient.

State Government replied (May 2022) that even after training, accounts personnel were not capable to adhere to double entry system. Hence the work of preparation of accounts has been allotted to CAs. No comments were furnished on the MIS and Quarterly Project Review meetings.

(b) Uploading of Audited Accounts in public domain

XV CFC put emphasis (November 2019) for timely availability of audited accounts[28] and considered availability of accounts online, as a critical reform agenda. XV CFC also stressed that each ULB should generate online accounts by taking advantage of Integrated Financial Management Information System (IFMIS)/Public Financial Management System (PFMS).

Audit scrutiny revealed that ULBs did not generate online accounts through IFMIS/PFMS.

ULBs were to upload their accounts on a common platform developed by the Ministry of Housing and Urban Affairs (MoHUA), GoI. MoHUA developed *www.cityfinance.in* as a national portal of standardized, timely and credible financial information of Municipalities. The portal was also meant to facilitate benchmarking, comparison and peer learning among cities through a range of financial indicators. Audit reviewed the status of uploading of accounts of 62 ULBs of Jaipur and Ajmer region on city finance website (April 2022). The findings are detailed in **Table 2.15** which indicate that there is much scope to expedite uploading of accounts.

Table 2.15: Status of financial statements available on City Finance website

S. No.	FS Uploaded up to	Number of ULBs	Name of ULBs
1	Not Uploaded	6	Laxmangarh, Uniyara, Sambhar, Bhiwadi, Udaipurwati, Mahuwa
2	2015-16	12	Chirawa, Bagar, Surajgarh, Ringus, Bandikui, Malpura, Kishangarhbas, Bagru, Lalsot, Tijara, Niwai, Khandela
3	2016-17	15	Behror, Kekri, Nawalgarh, Jahajpur, Mandalgarh, Chaksu, Jobner, Deoli,

28. Separately at the local body level and jointly at the State and all-India level.

S. No.	FS Uploaded up to	Number of ULBs	Name of ULBs
			Todaraisingh, Gangapur, Dausa, Kishangarh (Renwal), Shahpura, Mukundgarh, Parbatsar
4	2017-18	18	Kishangarh, Asind, Beawar, Pushkar, Degana, Fatehpur, Sikar, Vidya Vihar, Kotputli, Viratnagar, Kherthal, Kherli, Bissau, Vijaynagar, Ladnu, Bhilwara, Shahpura (Bhilwara), Nagaur
5	2018-19	5	Mandawa, Mundwa, Khetri, Gulabpura, Alwar
6	2019-20	3	Pilani, Chomu, Ramgarh (Shekhawati)
7	2020-21	3	Neem Ka Thana, Phulera, Merta City
	Total	**62**	

Source: - ***www.cityfinance.in***

(c) Further, LSGD also communicated (February 2022) audit that ULBs were directed to upload audited financial statements on departmental and directorate website[29]. However, audit scrutiny revealed that ULBs did not upload annual accounts on departmental/directorate websites on a regular and timely basis.

Audit reviewed (April 2022) the status of uploading of financial statements on LSGD website in respect of 62 ULBs of Jaipur and Ajmer Region and summary of which is given in table below:

Table 2.16: Status of financial statements available on LSGD website

S. No.	FS uploaded up to	Number of ULBs	Name of ULBs
1.	Not uploaded	02	Pilani, Mahuwa
2.	2014-15	01	Laxmangarh
3.	2015-16	13	Chirawa, Bagar, Surajgarh, Uniyara, Ringus, Behror, Mandawa, Kekri, Sambhar, Kishangarh Renewal, Bandikui, Malpura, Kishangarhbas
4.	2016-17	11	Nawalgarh, Jahajpur, Mandalgarh, Chomu, Chaksu, Jobner, Deoli, Todarai Singh, Asind, Bagru and Gangapur.
5.	2017-18	32	Beawar, Bhiwadi, Ramgarh Shekhawati, Neem ka Thana, Dausa, Kishangarh, Pushkar, Mundwa, Degana, Lalsot, Fatehpur, Sikar, Vidya Vihar, Udaipurwati, Kotputli, Phulera, Viratnagar, Shahpura (Bhilwara), Kherthal, Kherli, Tijara, Bissau, Khetri, Mukundgarh, Vijaynagar, Gulabpura, Ladnu, Merta City, Niwai, Bhilwara, Shahpura, Nagaur
6.	2018-19	02	Alwar, Parbatsar
7.	2019-20	01	Khandela
	Total	**62**	

Source: lsg.urban.rajasthan.gov.in

[29] *www.lsg.urban.rajasthan.gov.in*

It could be seen from above that only three out of 62 ULBs have uploaded/updated the financial statements on departments websites after 2017-18 and prior to that only some ULBs and not all were uploading the accounts as detailed above.

(d) Test check (April 2022) of four[30] Municipal Corporations (M Corps) out of 10 M Corps revealed inconsistencies in uploading of annual accounts on M Corps website and department's website. Jodhpur South and Jaipur Greater M Corps uploaded the annual accounts up to the year 2018-19 and 2019-20 respectively on their own websites whereas on department's website latest available accounts for these M Corps were for the year 2017-18.

The remaining two M Corps -Bikaner and Kota uploaded annual accounts up to the year 2015-16 and 2016-17 respectively on their own websites whereas on department's website, accounts were uploaded up to 2017-18. Thus, in all test checked cases there was inconsistency in availability of online accounts at own website and on departmental website.

XV CFC recommended (November 2020) that in order to be eligible for grants the ULBs have to mandatorily prepare and make available the annual accounts of the previous year and the duly audited accounts of the year before previous, online *(in real time basis by 15 May of every subsequent year[31])* in the public domain. In the first and second year of award period (2021-23), States need to ensure that at least 25 *per cent* of the ULBs have online accounts in public domain in order to avail full grants in that year.

It has been further recommended that from the year 2023-24 onwards States will be eligible for grants due to only those ULBs whose provisional accounts of the previous year and audited accounts for the year before previous have been made available online.

Thus, despite continuous emphasis given by finance commissions, ULBs accounts could not be made available online to provide seamless and timely information/data to all stakeholders. This may also lead to delay in receipt of future CFC grants.

State Government stated (May 2022) that unaudited and audited accounts had been uploaded on city finance web site and the departmental website. It was accepted that the web-based server for real time accounting software will be prepared soon. However, the audit found that the ULBs did not upload the audited and unaudited accounts on city finance/departmental website as mentioned above.

[30] Jaipur Greater, Jodhpur South, Bikaner and Kota.

[31] For example, the online provisional annual accounts for the year 2020-21 shall be available by 15 May 2021.

2.2.3.8 Placing of Audited Accounts

Section 95 of RMA provided that the CMO should place the audited financial statements and the report of the Auditor and his comments before the Finance Committee which, after the examination thereof, should place them before the Municipality with its comments, if any.

Para 4.2.6 (CAG Report No. 5[32] of the year 2021-Government of Rajasthan) pointed out that in 11 out of 14 test checked ULBs (78.57 *per cent*) Finance Committees were not formed and resultantly financial statements were not placed before finance committees violating the RMA. Audit inquired from DLB about compliance of above RMA provision. The DLB replied that it was only compiling the accounts received from ULBs. Thus, DLB could also not ensure the compliance of this RMA provision.

2.2.3.9 Response to Audit Observations of External Audit by CAG

(a) The Comptroller and Auditor General of India (CAG) conducted audit of ULBs under Section 14 of the CAG's (Duties, Powers and Conditions of Service) Act, 1971 and Section 99-A of RMA, 2009, as amended in 2011. Total 891 Inspection Reports containing 7,268 paragraphs (for the period 2002-21) were pending (December 2021) due to delay in compliance of audit observations. This indicates lack of interest and commitment on part of the DLB and ULBs to settle outstanding paragraphs.

State Government accepted and stated (May 2022) that work plan for disposal of outstanding paras is under preparation.

(b) Repeated irregularities pointed out by CAG Audit

Audit reviewed 35 Inspection Reports related to the period 2017-21 which revealed that there were number of shortcomings/irregularities which were common and persistent. The DLB and ULBs did not take any initiation to improve the position. The repeated/common irregularities were: -

(i) Non-recovery of mobile tower rent/fee/registration charges, compensation amount, road cutting charges and marriage garden license/registration charges,

(ii) Non-recovery or short recovery of lease rent and UD tax,

(iii) Non-deposition of land conversion charges to State Government,

(iv) Non-inclusion of buy-back provisions in replacement of ordinary light to LED,

32. Performance Audit on Efficacy of implementation of 74th constitutional amendment act.

(v) Non-maintenance of accrual basis accounting and

(vi) Excess/Extra items execution without getting appropriate sanction.

State Government accepted and stated (May 2022) that for rectification of these irregularities, various service are being made online.

2.2.3.10 Human Resources for financial reporting

Provision of adequate human resources is necessary to ensure timely preparation of financial statements. The position of the number of posts sanctioned and vacancies there against for accounting and financial reporting in 213 ULBs at the end of the year 2020-21, was as under:

Table 2.17: Details of sanctioned and working staff in ULBs

Name of post	Sanctioned posts	Working post	Vacant posts	Shortfall (*per cent*)	Posting through
Revenue Officer -I	30	10	20	66.67	Promotion
Revenue Officer -II	87	63	24	27.59	Direct recruitment
Financial Adviser	05	-	05	100.00	Deputation
Sr. Accounts Officer	05	04	01	20.00	Deputation or Promotion
Accounts Officer	25	03	22	88.00	
Assistant Accounts Officer	38	03	35	92.11	
Jr. Accountant	180	69	111	61.67	
Total	**370**	**152**	**218**	**58.92**	

Source: Information provided by DLB and administrative reports

It could be seen from the table above that:

(i) Against the 370 sanctioned posts of accounts personnel, 218 posts were lying vacant (58.92 *per cent*).

(ii) Key posts such as Financial Advisor, Accounts Officer, Assistant Accounts Officer and Revenue Officer-I had huge vacancies (100 *per cent*, 88.00 *per cent*, 92.11 *per cent* and 66.67 *per cent* respectively).

(iii) The Departmental Promotion Committee (DPC) was not formed since 2018-19 which further delayed promotions and contributed to vacancies in finance related posts.

(iv) 19 ULBs[33] (17 Municipal Boards and 2 Municipal Councils) were functioning without any accounts personnel.

[33] MB Mukundgarh, Surajgarh, Nawalgarh, Bagar, Mandawa, Udaipurwati, Chirawa, Bissau, Pilani, Vidya vihar, Khetri, Rajakheda, Bari, Malpura, Sardar Shahar, Tara Nagar, Nokha, M Council, Dholpur, Bhiwadi.

No training related to accounting and financial reporting was organized during last five years. Further, there was no provision for orientation training to Chief Executives/Finance Heads to give them insight about the financial reporting framework of ULBs.

Thus, in the absence of adequate human resources and trained accounts personnel, the financial reporting and augmentation of revenue was hampered as seen in subsequent paragraphs. This also increased the ULBs' dependency on CA firms for preparation of accounts as ULBs had no capacity of their own to check the quality of accounts.

2.2.4 Performance Reporting

Performance reporting is a measure to report to stakeholders as to how well the organization is performing to meet its objectives. Main activities of ULBs can be classified as **(i)** delivery of services as per RMA and **(ii)** to arrange internal revenues through taxes/duties and **(iii)** acting as implementing agency for State and Central schemes. Audit observations on performance reporting are discussed below:

2.2.4.1 Service delivery system

Rule 3 and 5 of The Rajasthan Guaranteed Delivery of Public Services (RGDPS) Rules 2011 enjoined upon the Designated Officer to provide the service within the prescribed time. Rules were also framed (November 2011) under the Act to lay down the procedure to be followed for obtaining services by the applicant. Currently, RGDPS Act covers 153 services out of which 11 services are related to ULBs *(as detailed in Table 2.16)*. Section 4 (1) of RGDPS Act stipulated that the designated officer should provide the services within the prescribed time to the person eligible to obtain the service.

Details of test check of services delivered by 17 ULBs[34] of Sawai Madhopur, Dholpur and Jhunjhunu districts for the period from April 2018 to March 2021, are given in **Table 2.18** given below:

Table 2.18: Details of services delivered under RGDPS Act

Sl. No.	Name of services	Prescribed time	Test checked cases			Remarks,
			Total	Number of cases in which delay found (percentage)	Delay up to (in days)	
1.	Name transfer	15 working days	350	185 (52.86)	7 to 620	-
2.	Refund of earnest money (EM)/security deposit (SD)	EM: One month SD: Three months	4479	777 (17.35)	-	Date of application and refund was not entered. (In Pilani, no records were maintained).

[34] Sawai Madhopur & Gangapur City (Sawai Madhopur District), Dholpur, Bari, Rajakhera (In Dholpur District) and Jhunjhunu, Nawalgarh, Chirawa, Pilani, Vidya Vihar, Khetri, Surajgarh, Mandawa, Bagar, Mukundgarh, Bissau and Udaipurwati (In Jhunjhunu District).

Sl. No.	Name of services	Prescribed time	Test checked cases			Remarks,
			Total	Number of cases in which delay found (percentage)	Delay up to (in days)	
3.	Sanction of layout plans of buildings	Various services[35]	647	204 (31.53)	37 to 711	-
4.	Issue of lease exemption certificates	Seven working days	ULBs information was not made available to Audit			
5.	No objection certificates for firefighting and others	(Inspection 15 working days) (Issuing NOC seven days after depositing the fee)	200	53 (26.50)	1 to 420	-
6.	Work related to public health service	Various services having different prescribed time[36]	6285	1910 (30.39)	18 to 1408	In Jhunjhunu, no details of delays were available
7.	Issue of licenses other than food licenses	Issuing: 30 working days Renewal: 15 working days	5	3 (60.00)	-----	Period of delay was not available
8.	Providing copies of documents/building maps	15 working days	746	1 (0.13)	18	
9.	Issue of marriage registration certificates	Seven working days	8404	1163 (13.84)	Period of delay was not available	
10.	Issue of birth/death registration certificates	Seven working days	83997	24479 (29.14)	Period of delay was not available	
11.	Reservation of community centres	Seven working days	ULBs information was not made available to Audit			

Source: Data collected from ULBs of Sawai Madhopur, Jhunjhunu and Dholpur districts

From the **Table 2.18** it can be inferred that:

1. There were delays in service delivery cases and in two services[37], proper information was not made available to Audit. This indicates that records of civic services were not maintained properly by the ULBs.

2. In test checked cases, delay ranged between one to 1408 days. In four services *(i.e. refund of EM/SD, issue of license other than food license, issue of marriage certificate and issue of birth/ death certificate)* details of delay was not available in the ULBs. Thus, in absence of details of delay, audit could not ascertain the reasons/ responsibility about this.

3. Thus, ULBs in these three Districts could not adhere to the timelines prescribed under RGDPS act provisions for delivery of services.

35. (i) Layout plans of buildings: 60 working days (ii) Sub-division of plots: 15 working days and (iii) Land use change: 15 working days.
36. (i) Cleaning of street drains: Seven working days, (ii) Disposal of dead animals: One working day, (iii) Cleaning flood water drains: 15 working days and (iv) Catching of stray animals: Two working days.
37. Issue of lease exemption certificate and reservation of Community Centre.

State Government stated (May 2022) that all the necessary steps have been taken to provide these services through online and these services have also been combined with 'Jan Suchna portal' (a public domain).

2.2.4.2 Monitoring

Section 310 and 311 of RMA stipulated about powers of inspection and supervision by officer/officers appointed or authorized by the State Government. For the aforesaid purpose, DLB prescribed an inspection format, which included issues related to land, organisation, legal cases, vigilance, constructions, accounts wing, contracts, position of outstanding paras and scheme specific issues to monitor the working of ULBs. However, audit scrutiny revealed following shortcomings with respect to inspection work:

(i) During last two years (2020-22), no ULB was inspected by State Government.

(ii) There was no mechanism/arrangement available to measure the physical progress, quality control and monitoring of civil works at Directorate level. Due to lack of such system, the directorate was broadly dependent on utilisation and completion certificates.

(iii) LSGD communicated (January 2022) that there was no departmental performance evaluating standards, no post was sanctioned/authorised for collection of data, review and reporting, no training was given, no separate budget was allocated and directorate did not collect the performance reports from ULBs for performance evaluation of ULBs.

State Government accepted and stated (May 2022) that department is trying for more effective monitoring through IT.

Recommendation 15: *The State Government should ensure accurate and timely Financial and Performance Reporting, maintenance of the Accounts as per RMAM requirements, timely certification of the Financial Statements, uploading of information/data in the public domain and compliance of the directions given by the Finance Commissions from time to time.*

2.3 Irregular retention of pension contribution under New Pension Scheme

The Urban Local Bodies irregularly retained both the employee and employer's share of the pension contribution under New Pension Scheme amounting to ₹ 57.53 crore resulting in monetary loss of ₹ 8.19 crore to the concerned employees due to failure to invest these contributions in Trustee Banks.

Government of India (GoI) in December 2003, introduced a new Defined Contribution Pension Scheme also referred to as the New Pension Scheme

(NPS). This scheme was applicable to all Government employees except the armed forces, joining Government service on or after 01 January 2004.

Contribution to NPS is mandatory for all Government servants and equals to 10 per cent of Basic Pay plus Dearness Allowance (DA), which is deducted from the salary bill each month. The Government also makes an equal matching contribution. These contributions are required to be remitted to the Trustee Bank under the scheme for investment without any delay so that there is no loss to the employees.

To develop and regulate Pension Funds under NPS, Government established the Pension Fund Regulatory and Development Authority (PFRDA) on 10 October 2003. The PFRDA appointed a Central Record keeping Agency (CRA) to maintain records of contributions and their deployment in various pension fund schemes. The records of the contributions are kept in an account known as Permanent Retirement Account Number (PRAN) for each employee.

Government of Rajasthan (GoR) introduced (January 2004) contributory pension scheme for State Government employees appointed on or after 01 January 2004. As an interim measure, the contributions were required to be deposited in the interest bearing Public Deposit Account. Subsequently, GoR decided (August 2009) to join the NPS introduced by GoI, to transfer the balance in interest bearing PD account against pension contributions and the regular contribution to intermediaries (Trustee Banks).

Directorate, Local Bodies (DLB) issued (October 2012) instructions to Urban Local Bodies to deposit the amount of contributions in respect of employees appointed from January 2004 having PRAN cards in saving bank account with ICICI Bank maintained by DLB for collecting amount centrally and transmitting the same to trustee bank. As PRAN was required for depositing the contributions, DLB issued directions not to deposit the contributions for non-PRAN subscribers.

Test-check (June 2021) of records of DLB revealed that out of 38000 employees recruited during the period from January 2004 to June 2021, PRANs were not generated in case of 2584 employees (6.80 *per cent*). As a result, pension contributions of employees pertaining to the period 2004 to 2021 recovered from employees and the matching Government contribution, amounting to ₹ 85.42 crore were not remitted to the respective subscriber's account of Trustee Bank and kept in saving account with ICICI Bank (₹ 56.49 crore) and as Fixed Deposit (₹ 28.93 crore) in Bank of Baroda. Out of ₹ 85.42 crore, ₹ 40.89 crore was retained for want of PRANs and the balance was retained due to incorrect PRANs and other unreconciled issues. This resulted in not only the irregular retention of the NPS contributions but also in monetary loss to the concerned employees, as their contribution could not be passed on to Trustee Banks for investment.

By considering the available year wise non-PRAN fund (₹ 40.89 crore) details, estimated loss of returns to the employees works out to

₹ 8.19 crore ***(Appendix-III)*** at the rate of 9.85 *per cent*[38]. This shows the lackadaisical approach of the Department that failed to ensure prompt registration of new entrants under NPS for generating PRANs which led to contributions remaining unremitted for prolonged periods.

On being pointed out, State Government stated (December 2021) that an amount of ₹ 27.89 crore has now been remitted to the PRAN accounts of employees.

The fact remains that PRANs were not generated timely and NPS contributions of ₹ 57.53 crore have not been transferred (December 2021) to Trustee Banks for investment leading to a loss of returns estimated at ₹ 8.19 crore to the concerned employees.

2.4 Loss of Revenue in e-auction for Advertisement Boards

Non-issuance of demand notice to the successful bidder in the e-auction of Advertisement Boards within the stipulated period resulted in loss of revenue of ₹ 149.20 lakh to Municipal Corporation, Jaipur.

Municipal Corporation (MCorp) Jaipur issued (January 2018) E-auction NIT for issuing license for 50 Advertisement Boards situated in its area for the year 2018-19. The validity of the license was from February 2018 to January 2019, which could be further extended for next year with an increase of 10 *per cent* in the previous approved rates. As per condition No. 5 of the E-auction, license for advertisement on the boards, was to be issued after depositing 25 *per cent* of total license fee, by the highest bidder and the balance amount along with GST, was to be deposited within 30 days from the date of issue of license.

Test-check (July 2020) of records of MCorp, Jaipur revealed that M/s N.S. Publicity India Private Limited, Jaipur (Bidder) was selected as highest bidder with a license fee of ₹ 71.05 lakh. As per conditions, bidder deposited (January 2018) ₹ 17.76 lakh (25 *per cent* of total license fee) on the day of E-auction. However, MCorp, Jaipur issued (May 2018) license with a delay of three months and advised the bidder to deposit the balance 75 *per cent* amount (₹ 53.29 lakh) within 30 days. The contractor requested (May 2018) MCorp for extending the validity period for one month for construction and installation of advertisement boards. However, the MCorp denied the request by stating that no changes could be made in the conditions of E-auction.

Aggrieved by the decision of MCorp, the bidder submitted (May 2018) representation to Directorate Local Bodies (DLB), Government of Rajasthan for decision on the case. DLB observed that MCorp intentionally delayed the process, there were technical shortcomings in E-auction portal and MCorp did not communicate its decisions timely to bidder. After hearing both the parties,

38. Loss has been computed on the basis of the interest rate of 9.85 *per cent* {annual rate of interest (average returns of the three fund managers viz. LIC, SBI and UTI under Scheme, as taken from the Annual Report of NPS Trust for the year 2017-18)}.

DLB decided (June 2018) that the whole process of E-auction was defective and liable to be cancelled. Accordingly, the DLB rescinded the demand notice issued (May 2018) by the MCorp, Jaipur and directed MCorp for re-invitation of NIT for this work. However, Mcorp did not take any action and no auction was conducted till now (November 2021).

The State Government accepted (February 2022) that DLB rejected the petition of M Corp Jaipur and directed MCorp for re-invitation of NIT and stated that efforts are being made for re-auction of the said advertisement boards.

The fact remains that improper handling of the case by MCorp deprived it of the revenue of ₹ 149.20 lakh[39]. The continuous inaction on the part of the MCorp, Jaipur is resulting in continuous loss of revenue.

2.5 Loss of revenue and utilization of the XIV Finance Commission Grants for the purposes other than specified

Failure of the Municipal Council Bundi to pay EPF dues, the FC grant was seized by EPFO. Municipal Council Bundi suffered a loss of ₹ 128.20 lakh due to non-deposit of EPF contribution by the contractors and utilized the grant of XIV Finance Commission amounting to ₹ 162.85 lakh for other purposes.

(a) Para 30 (2 & 3) of the Employees Provident Funds scheme (EPF Scheme) stipulates in respect of employees employed by or through a contractor that the contractor shall recover the EPF contribution payable by such employee and shall pay the contribution to the principal employer together with an equal amount of employer's contribution. It shall be responsibility of the principal employer to deposit the contributions with EPF Organisation (EPFO). Para 8 A (1) of the EPF Act 1952 stipulates that in case of contractor's failure to deposit the EPF contributions, principal employer may recover the contribution from contractors from any amount payable to the contractor. Para 7A (b) of the Act gives authority to EPFO to determine the moneys due from employers.

Directorate of Local Bodies (DLB), Rajasthan, Jaipur issued directions to Urban Local Bodies (ULBs) about applicability of the provisions of the EPF Act 1952 and to incorporate provident fund provisions in tender documents, from time to time[40].

Test check (July-August 2021) of records of Municipal Council (MC) Bundi, revealed that the Enforcement Officer, EPFO, Regional Office, Kota scrutinized (October 2016) the records in respect of month-wise salary of casual/contractual employees for the period April 2012 to May 2016 and found that MC, Bundi had committed default in respect of certain categories

[39] ₹ 71.05 lakh for the period February 2018 to January 2019 (+) ₹ 78.15 lakh (₹ 71.05 lakh (+) 10 *per cent* increase for next year as per NIT condition) for the period February 2019 to January 2020.

[40] December 2015, January 2016, October 2016 and December 2016.

of employees by not depositing EPF contribution of ₹ 128.20 lakh[41]. MC, Bundi submitted (December 2016) that there were only eight contractual employees whereas EPFO computed the dues by considering 263 employees which was not correct. EPFO did not accept the replies of MC Bundi and communicated (November 2017) that MC Bundi has failed to produce relevant/required records before EPFO. After giving opportunities to MC, Bundi (during July 2016 to April 2019) EPFO ordered (June 2019) that MC Bundi had failed to extend the social security benefits to all eligible employees under section 243 Q of Constitution and directed MC Bundi to deposit the dues of ₹ 128.20 lakh within 15 days.

Even after this, MC Bundi did not deposit the dues, EPFO froze (July 2019) the Bank Accounts[42] of MC Bundi and recovered ₹ 128.20 lakh. These funds were meant for various schemes and Finance Commission Grants[43] including ₹ 63.33 lakh from the grant of XIV Finance Commission.

(b) Moreover, as per the Guidelines for release and utilization of grant recommended by the XIV FC for Local Bodies, the Basic Grant was to be used to support and strengthen the delivery of basic civic services of municipalities. The Local Self Government Department, Government of Rajasthan also issued (November 2016) instructions, that the grants as recommended by the XIV FC will be utilized to strengthen the provision of basic services such as sewerage, drainage & solid waste management, water supply, street lights, maintenance of roads, footpaths, parks, grounds, cemeteries and cremation sites.

Test check of records revealed that the XIV FC Grant of ₹ 63.33 lakh was seized by EPFO due to the failure of MC Bundi to pay the EPF dues, as discussed above. Moreover, payment of salaries to sanitation workers amounting to ₹ 99.52 lakh was also made from the XIV FC grant. Thus, a sum of ₹ 162.85 lakh was utilized for the purposes other than those specified.

The State Government while accepting the facts stated (February 2022) that the EPF contributions were not deducted from the salaries of laborers due to lack of information. Further, salaries of sanitation workers were paid from the grant of XIV FC due to non-availability of funds and strike of the sanitation workers and the same will be adjusted when the financial condition of the council become good.

The facts remain that MC Bundi suffered a loss of ₹ 128.20 lakh due to non-deposit of EPF contribution by the contractor and the grant of the XIV FC amounting to ₹ 162.85 lakh was utilized for purposes other than those specified. There was no concrete plan to adjust it back and to counter such

41. 2012-13: ₹ 17.12 lakh, 2013-14: ₹ 32.01 lakh, 2014-15: ₹ 42.94 lakh, 2015-16: ₹ 30.16 lakh and 2016-17: ₹ 5.97 lakh (Total: ₹ 128.20 lakh).
42. State Bank of India, Oriental Bank of Commerce and Personal Deposit.
43. V State Finance Commission Grant (State Bank of India Account No. 51007904715): ₹ 36.90 lakh, XIII Finance Commission Grant (State Bank of India Account No. 51007904715): ₹ 26.13 lakh, MLALAD Scheme (Oriental Bank of Commerce Account No. 12952041000189): ₹ 1.84 lakh and XIV Finance Commission Grant (Personal Deposit Account No. 1592): ₹ 63.33 lakh (Total: ₹ 128.20 lakh).

situation in future that may arise again due to weak financial position of the MC. Further, the funds meant for various developmental works under different schemes were used for payment of EPFO and could not bring any intended outcome.

Urban Development and Housing Department

2.6 Non-recovery of Labour Cess

Urban Improvement Trust, Bikaner failed to recover Labour Cess amounting to ₹ 72.01 lakh.

With a view to provide safety, health and welfare measures to building and other construction workers, Government of India (GoI) enacted Building and other Construction workers Welfare Cess Act, 1996 (Act). Section 3 to 5 of the Act prescribe for (i) levy and collection of cess (ii) furnishing of returns and (iii) assessment of cess. The cess is to be levied at rate not exceeding two per cent but not less than one per cent of the cost of construction incurred by an employer. Every employer has to furnish a return of the cess and the officer or authority shall, by order assess the cess payable by the employer even in the case of non-furnishing of return. According to Rule 3 of Building and Other Construction Workers' Welfare Cess Rules 1998, cost of construction shall include all expenditure (except cost of land and compensation made to workers) incurred by an employer on the construction work. Rule 4 prescribes the time and manner of collection of the cess. Rule 4(4) provides that in cases where the approval of a construction work by a local authority is required, every application for such approval shall be accompanied by a crossed demand draft in favour of the Building and Other Construction Workers' Welfare Board for an amount of cess payable. Provided that if the duration of the project is likely to exceed one year, the demand draft may be for the amount of the cess payable on cost of the construction estimated to be incurred during one year from the date of commencement of work and further payments of cess due shall be made within 30 days on the cost of construction to be incurred during the relevant period.

A circular was issued (June 2010) by the Labour and Employment Department, Government of Rajasthan (GoR) for collection of cess at the rate of one percent construction cost. A circular was also issued (July 2010) subsequently by this department for collection of cess in accordance with the above rules. The Urban Development, Housing and Local Self Government Department had also issued instructions (September 2013 and July 2017) in this regard.

Test check (June 2019) of records of UIT, Bikaner revealed that in the following cases **(Table 2.19)**, the builders were given permission for construction of buildings for various purposes under Rajasthan Building Regulations, 2010 during August 2018 to May 2019, but the cess was not recovered.

Table: 2.19: Details of labour cess not recovered

S.N.	Name of Builder/Owner	Purpose	Total build up area in sq ft	Rate per sq ft (₹)	Total estimated construction cost (₹)	Labour cess leviable @ 1% of Col. 6 (₹)	Labour cess recovered (₹)
1	2	3	4	5	6	7	8
1	Manglam Build Developers	Residential Group Housing	235122.57	1100	258634827	2586348	Nil
2	Arham Realty Pvt. Ltd.	Commercial Multiplex	257927.10	1430	368835753	3688358	Nil
3	Ridhi Sidhi Resorts	Club	45596.27	1595	72726050	727261	Nil
4	Bikaner Real Estate Developers	Residential Flats	85680.26	825	70686215	706862	507468
Total recoverable amount (Cess leviable=7708829 minus cess recovered=507468=72,01,361)							

Thus, UIT Bikaner, failed to recover the cess of ₹ 72.01 lakh in advance before giving permission in accordance with the rules. Subsequently, neither the builders furnished Cess returns nor the UIT assessed the cess on the estimated cost of construction and recovered the same. This resulted in non-recovery of cess of ₹ 72.01 lakh.

2.7 Short recovery of betterment levy

Short recovery of betterment levy by Urban Improvement Trust, Bikaner amounting to ₹ 1.42 crore.

Betterment levy is a form of fee levied on land that has gained in value because of public infrastructure investments. Government of Rajasthan notified (October 2017) Unified Building Bye-laws (UBB). Table-I of Bye-law 8.2 envisages criteria that standard Built-up Area Ratio[44] (BAR) up to 2.0 would be permissible for construction of commercial building in area above 2500 square meter (sqm). As per note below the table, rate of betterment levy (BL) would be 20 *per cent* of commercial reserve price[45] in case of BAR exceeding 2.0.

Test check of records of Urban Improvement Trust (UIT), Bikaner revealed (June 2019) that UIT granted (January 2018) permission in one case for construction of a commercial complex on a land measuring 5,251.70 sqm (i.e. 58,707 sq. ft) situated on the Bikaner-Jaipur Highway. Calculation of BL of ₹ 0.77 crore[46] for the excess BAR was made on the basis of reserve price of a distant area (Ashok Nagar), whereas the BL works out to ₹ 1.81 crore[47] on the

44. BAR is the ratio of total calculable built-up area of a building, divided by area of that plot.
45. As per Rule 12 of Rajasthan Municipalities (Disposal of Urban Land) Rules, 1974, the reserve price is the minimum premium at which plot of commercial land are proposed to be disposed of.
46. Demand raised for betterment levy: ₹ 660x58707x20/100=7749324/- (as per Ashok Nagar).
47. Recoverable betterment levy: ₹ 1540x58707x20/100=18081756/- (as per Jai Narayan Vyas Colony).

basis of reserve price of nearby area (i.e. Jai Narayan Vyas Colony). Out of ₹ 1.81 crore, an amount of ₹ 0.39 crore have been deposited by the applicant. Thus, an amount of ₹ 1.42 crore was short recovered from the applicant.

State Government, in reply (December 2020) stated that distance from Jai Narayan Vyas Colony ranged between 1132 to 4050 metre by road/air route while distance form Ashok Nagar scheme ranged between 832 to 2700 metre by road/air route. Therefore, UIT had applied reserve price of Ashok Nagar residential scheme. The reply was not convincing because the UIT in case of a nearby commercial building[48] recovered betterment levy by applying reserve price fixed for Jai Narayan Vyas colony. Since this commercial building was much nearer (750 meter) than Ashok Nagar (950 meter), in the instant case reserve price of Jai Narayan Vyas Colony was applicable. Hence, an amount of ₹ 1.42 crore was short recovered from the applicant. Further, in absence of clearly defined system for computation of betterment levy, the assessing officer had discretion which may result in undue benefit and unfair practice.

(ARCHANA GURJAR)
Accountant General
(Audit-II), Rajasthan

JAIPUR,
The 8th December 2022

Countersigned

(GIRISH CHANDRA MURMU)
Comptroller and Auditor General of India

NEW DELHI,
The 13th December 2022

48. Multistory building by M/s Peerless Orion situated on the Bikaner-Jaipur Highway.

Appendices

Appendix-I

(Refer Paragraph 2.1.6.2)

Statement showing details of AMRUT projects and delay in completion of projects

(a) Sewerage Projects

(₹ in crore)

Sl. No	Name of ULB	Sanction Project cost	Eligible cost of project	Expen-diture	Date of Commence-ment of work	Stipulated Date of Completion of work	Actual date of completion of work	Delay upto June 2021
	Incomplete projects							
1	M.Corp, Ajmer	68.21	68.21	63.17	05.04.2017	04.04.2019	WIP	27 months
2	M.Corp, Bharatpur	79.66	79.66	57.68	28.03.2017	27.03.2019	WIP	27 months
3	RUIDP, Bhilwara	9.95	9.95	5.60	23.08.2017	22.8.2020	WIP	10 months
4	Nagar Parishad, Bhiwadi	114.31	114.31	104.51	01.06.2016	31.5.2018	WIP	37 months
5	Nagar Parishad, Bundi	100.00	100.00	80.45	01.05.2017	30.4.2019	WIP	26 months
6	Nagar Parishad, Chittorgarh	87.89	82.89	57.65	01.05.2017	30.04.2019	WIP	26 months
7	Nagar Parishad, Dholpur	24.00	15.72	10.70	11.12.2017	10.12.2018	WIP	31 months
8	Nagar Parishad, Gangapur city	99.42	99.42	62.80	28.03.2017	27.03.2019	WIP	27 months
9	Nagar Parishad, Hindaun city	91.64	91.64	80.97	28.03.2017	27.03.2019	WIP	27 months
10	(ii) Delawas STP	33.95	33.95	0.00	03.03.2020	02.03.2023	WIP	-
11	(iii) Kartarpura Nalla	31.59	21.59	0.00	07.07.2018	06.07.2019	WIP	24 months
12	(i) RUIDP, Kota	95.19	95.19	0.00	21.06.2019	19.06.2022	WIP	-
13	(ii) UIT KOTA Phase-I	80.25	79.34	19.17	11.09.2020	10.12.2021	WIP	-
14	(iii) UIT KOTA Phase-II	15.19	13.03	2.79	15.10.2020	15.04.2021	WIP	2 months
15	Nagar Parishad, Nagaur	62.18	58.68	29.13	17.04.2017	16.04.2019	WIP	26 months
16	RUIDP, Sriganganagar	10.00	10.00	1.56	06.01.2017	05.01.2020	WIP	18 months
17	Nagar Parishad, Sujangarh	100.00	100.00	71.00	07.04.2017	06.04.2019	WIP	27 months
18	RUIDP, Pali	10.00	10.00	6.90	02.11.2015	31.10.2018	WIP	32 months
	Total	**1113.43**	**1083.58**	**654.08**				
	Complete projects							
19	UIT, Alwar	67.68	67.68	77.75	01.06.2016	31.05.2018	16.08.20	27 months
20	Nagar Parishad, Hanumangarh	6.98	6.98	6.98	19.10.2015	31.03.2017	31.10.17	07 months
21	M.corp, Jaipur (i) STP out fall sewer Bharampuri	21.17	21.17	32.92	05.10.2017	04.10.2018	30.04.19	07 months
22	Nagar Parishad, Kishangarh	100.29	100.29	112.35	30.03.2017	29.03.2019	27.10.20	19 months
23	RUIDP, Sawai Madhopur	24.00	24.00	16.50	15.06.2017	01.12.2019	16.06.20	07 months
	Total	**220.12**	**220.12**	**246.50**				

Sl. No	Name of ULB	Sanction Project cost	Eligible cost of project	Expenditure	Date of Commence-ment of work	Stipulated Date of Completion of work	Actual date of completion of work	Delay upto June 2021
Test checked projects during course of audit								
Incomplete projects								
24	Nagar Parishad, Baran	85.00	85.00	72.41	01.05.2017	30.04.2019	WIP	26 months
25	M.Corp, Bikaner	113.58	113.58	110.56	27.08.2017	26.08.2019	WIP	22 months
26	Nagar Parishad, Churu	98.11	61.11	48.82	27.04.2017	26.04.2019	WIP	26 months
27	Nagar Parishad, Sikar-II	71.66	71.66	14.60	11.05.2018	10.05.2020	WIP	14 months
28	M.Corp, Udaipur	72.26	72.26	81.00	27.01.2017	28.02.2019	WIP	28 months
29	Udaipur Smart City Ltd, Udaipur-II	68.28	68.28	70.00	01.07.2017	30.06.2019	WIP	24 months
	Total	**508.89**	**471.89**	**397.39**				
	Complete projects							
30	Nagar Parishad, Beawar	122.87	122.87	112.33	07.04.2017	06.04.2019	24.10.2020	19 months
31	M.Corp Jodhpur	71.78	37.00	37.00	28.12.2016	27.12.2018	18.7.2019	7 months
32	Nagar Parishad, Sikar	109.69	109.69	109.69	01.06.2016	31.05.2018	30.06.2021	37 months
	Total	**304.34**	**269.56**	**259.02**				
	G.Total	**2146.78**	**2045.15**	**1556.99**				

(b) Water Supply Projects

(₹ in crore)

Sl. No	Name of ULB	Sanction Project cost	Eligible cost of project	Expen-diture	Date of Commencement of work	Stipulated Date of Completion of work	Actual date of completion of work	Project Delayed (in months)
Incomplete projects								
1	Exn. PHED, Ajmer	29.98	29.98	25.06	09.05.2018	18.05.2019	WIP	25 months
2	Exn. PHED, Alwar	86.80	86.80	87.00	31.03.2017	09.04.2019	WIP	27 months
3	Exn. PHED, Bhilwara	23.12	23.12	14.57	30.06.2017	09.07.2019	WIP	24 months
4	Exn. PHED, Bhiwadi	15.07	15.07	12.30	31.03.2017	09.04.2019	WIP	27 months
5	Exn. PHED, Bundi	46.36	40.21	42.98	24.05.2017	02.06.2019	WIP	25 months
6	Exn. PHED, Chittorgarh	55.00	55.00	46.26	11.12.2017	20.12.2019	WIP	18 months
7	Exn. PHED, Dholpur	41.67	41.67	25.04	11.12.2017	20.12.2019	WIP	18 months
8	Exn. PHED, Gangapur city	59.81	59.81	45.69	11.12.2017	20.12.2019	WIP	18 months
9	Exn. PHED, Hindaun city	20.57	20.57	18.25	11.12.2017	20.12.2019	WIP	18 months
10	Exn. PHED, Jaipur	50.00	50.00	37.19	02.02.2018	11.02.2019	WIP	29 months
11	Exn. PHED, Kota(i)	70.25	70.25	56.46	6.12.2018	15.12.2019	WIP	19 months
12	UIT Kota (ii)	49.15	49.15	26.33	6.03.2020	27.03.2021	WIP	3 months
13	Exn. PHED, Nagaur	41.32	41.32	32.85	30.06.2017	09.07.2019	WIP	24 months
14	Exn. PHED, Sawai Madhopur	48.87	48.87	29.77	11.12.2017	20.12.2019	WIP	18 months
	Total	**637.97**	**631.82**	**499.75**				
Complete projects								
15	Exn. PHED, Bharatpur	49.58	49.58	46.85	11.12.2017	20.12.2019	19.12.19	No delay
16	Exn. PHED, Sujangarh	9.97	9.97	9.16	02.06.2017	11.06.2019	10.06.21	24 months
	Total	**59.55**	**59.55**	**56.01**				
Test checked projects during course of audit								
Incomplete projects								
17	Exn. PHED, Baran	74.80	74.80	45.91	24.05.2017	02.06.2019	WIP	25 months
18	Exn. PHED, Bikaner	33.90	33.90	23.14	02.02.2018	11.02.2020	WIP	17 months
19	Udaipur Smart City Ltd. Udaipur	30.00	30.00	10.00	19.04.2018	25.04.2020	WIP	14 months
20	Exn. PHED, Jhalawar	68.66	68.66	53.60	18.04.2017	27.04.2019	WIP	26 months
21	Exn. PHED, Jodhpur	8.15	8.15	7.32	12.12.2017	21.12.2018	WIP	30 months
	Total	**215.51**	**215.51**	**139.97**				
Complete projects								
22	Exn. PHED, Sikar	24.28	24.28	27.70	30.12.2016	08.01.2019	31.01.20	13 months
23	Exn. PHED, Beawar	28.53	28.53	28.09	30.06.2017	09.07.2019	30.05.19	No delay
24	Exn. PHED, Churu	18.16	18.16	17.09	02.06.2017	11.06.2019	15.03.19	No delay
	Total	**70.97**	**70.97**	**72.88**				
	G.Total	**984.00**	**977.85**	**768.61**				

(c) Green Space Projects

(₹ in crore)

Sl. No	Name of ULB	Sanction Project cost	Eligible cost of project	Expen-diture	Date of Commence-ment of work	Stipulated Date of Completion of work	Actual date of completion of work	Project Delayed (in months)
	Incomplete projects							
1	Nagar Parishad, Sriganganagar	1.16	1.16	0.840	22.07.2019	22.01.2020	WIP	17 months
2	M.Corp, Bharatpur	1.69	1.69	0.44	05.03.2018	24.11.2018	WIP	31 months
3	Nagar Parishad, Bhilwara	1.51	0.40	1.23	09.05.2018	08.11.2018	WIP	32 months
4	Nagar Parishad, Bundi	1.28	0.78	0.80	23.07.2019	22.01.2020	WIP	17 months
5	M.Corp, Kota	2.17	2.17	1.25	18.10.2017	17.10.2018	WIP	32 months
	Total	**7.81**	**6.2**	**4.56**				
	Complete projects							
6	UIT, Alwar	2.12	1.33	1.46	25.12.2017	25.06.2018	16.08.20	26 months
7	M.Corp, Ajmer	1.50	1.34	1.15	19.12.2017	18.06.2018	31.03.18	No delay
8	BIDA, Bhiwadi	2.13	2.06	1.78	10.03.2018	09.09.2018	20.03.20	19 months
9	Nagar Parishad, Chittorgarh	1.48	1.48	1.32	26.07.2018	08.11.2018	08.11.18	No delay
10	Nagar Parishad, Dholpur	2.33	1.01	1.60	21.03.2018	20.09.2018	28.02.20	17 months
11	Nagar Parishad, Gangapur city	2.37	1.25	0.93	25.04.2018	24.10.2018	19.03.19	05 months
12	Nagar Parishad, Hanumangarh	2.39	2.39	2.39	29.08.2017	28.08.2018	28.08.18	No delay
13	Nagar Parishad, Hindaun city	2.50	2.50	2.61	12.12.2018	11.06.2018	09.01.20	19 months
14	M.Corp, Jaipur	1.50	1.58	1.73	24.04.2018	30.10.2018	17.04.19	06 months
15	Nagar Parishad, Jhunjhunu	1.45	1.29	1.33	01.03.2018	19.09.2018	25.11.19	14 months
16	Nagar Parishad, Kishangarh	1.72	1.72	1.71	25.06.2018	24.12.2018	24.12.18	No delay
17	Nagar Parishad,Nagaur	1.12	1.12	0.97	11.06.2018	10.12.2018	09.12.18	No delay
18	Nagar Parishad, Pali	1.80	1.80	2.08	18.12.2017	18.06.2018	31.03.19	09 months
19	Nagar Parishad, Sawai Madhopur	3.26	3.26	3.48	05.04.2017	04.04.2018	19.03.19	12 months
20	Nagar Parishad, Sujangarh	1.20	1.20	1.36	11.07.2018	10.01.2019	30.07.19	07 months
21	Nagar Parishad, Tonk	2.35	1.85	1.96	18.01.2018	17.07.2018	25.03.19	08 months
	Total	**31.22**	**27.18**	**27.86**				
	Test checked projects during course of audit							
	Incomplete projects							
22	Nagar Parishad, Baran	1.20	1.20	0.66	10.06.19	09.12.2019	WIP	19 months
23	JoDA Jodhpur (iii)	2.39	2.06	1.08	21.03.2020	20.03.2021	WIP	3 months
	Total	**3.59**	**3.26**	**1.74**				

Sl. No	Name of ULB	Sanction Project cost	Eligible cost of project	Expen-diture	Date of Commence-ment of work	Stipulated Date of Completion of work	Actual date of completion of work	Project Delayed (in months)
	Complete projects							
24	Nagar Parishad, Beawar	1.62	1.62	1.71	04.12.2017	03.06.2018	03.10.18	4 months
25	M.Corp, Bikaner	1.81	1.77	1.77	22.3.2018	22.09.2018	10.10.19	13 months
26	Nagar Parishad, Churu	2.34	1.72	1.99	12.03.2018	11.09.2019	28.02.19	No delay
27	Nagar Parishad, Jhalawar	2.50	2.50	2.55	20.07.2018	19.01.2019	04/19	3 months
28	JoDA Jodhpur (i)	1.77	1.30	1.31	17.08.2019	16.05.2020	11.12.20	7 months
29	JoDA Jodhpur (ii)	0.85	0.80	0.80	21.02.2020	20.10.2020	26.11.20	1 months
30	Nagar Parishad, Sikar	2.32	1.83	1.40	04.04.2018	03.10.2018	01.01.20	15 months
31	M.Corp, Udaipur	3.03	2.77	2.78	09.12.2017	08.12.2018	05.11.19	11 months
	Total	**16.24**	**14.31**	**14.31**				
	G.Total	**58.86**	**50.95**	**48.47**				

(d) Drainage Projects

(₹ in crore)

Sl. No	Name of ULB	Sanction Project cost	Eligible cost of project	Expen-diture	Date of Commence-ment of work	Stipulated Date of Completion of work	Actual date of completion of work	Project Delayed (in months)
1	Nagar Parishad, Jhunjhunu	9.99	6.99	7.44	27.08.2017	09.03.2019	20.06.2020	15 months
	Total	**9.99**	**6.99**	**7.44**				
	Test checked projects during course of audit							
	Incomplete projects							
2	M.Corp, Jodhpur (i)	13.73	13.73	9.00	07.01.2019	07.01.2020	WIP	18 months
3	M.Corp, Jodhpur (ii)	30.62	30.62	6.49	07.01.2019	20.03.2021	WIP	3 months
	Total	**44.35**	**44.35**	**15.49**				
	Complete projects							
4	Nagar Parishad, Churu	6.08	4.58	4.57	24.07.2017	23.07.2018	23.07.2018	No delay
5	Nagar Parishad, Baran	1.00	1.00	1.00	23.06.2017	31.03.2018	NA due to pending of final bill	-
6	M.Corp, Udaipur	11.50	11.13	11.13	27.01.2017	26.01.2018	24.05.2018	4 months
	Total	**18.58**	**16.71**	**16.7**				
	G. Total	**72.92**	**68.05**	**39.63**				

Appendix-II

(Refer Paragraph 2.1.13.1)

Statement showing reduction in scope of work in AMRUT projects

(₹ in crore)

S. No.	Sector	Agency	Eligible cost	Revised eligible cost	Remarks Reasons for saving
1	Sewerage	Nagar Parishad, Dholpur	23.72	15.72	Scope of sewer line-44.26km, Executed-25.35km
2		Nagar Parishad Nagaur	62.18	58.68	Due to non-availability of land one STP of 2 MLD not possible
3		Nagar Nigam, Jaipur (Kartarpura Nalla)	31.59	21.59	Land of 2 STPs is not handed over to contractor. STPs and associated network could not be started
4		Nagar Parishad, Chittorgarh	87.89	82.89	Due to non-availability of NOC from ASI, execution of one STP of 1MLD with network is not possible
5		Nagar Parishad, Churu	98.11	61.11	Land of STP 1&2 allotted to contractor but work could not be stated due to public resistance. Associated network of 50Km could not be started.
		Total	**303.49**	**239.99**	
6	Green Space	UIT, Alwar	1.63	1.33	Due to not non-availability of water, Plantation work was not possible.
7		Nagar Nigam, Jaipur	2.05	1.58	Due to encroachment of land
8		Nagar Parishad, Dholpur	1.76	1.01	Due to not non-availability of water
9		Nagar Parishad, Gangapur city	2.25	1.25	Due to non-availability of land, work of one park could not be executed.
10		Nagar Parishad, Bhilwara	1.40	0.40	Dispute between contractor and ULB
11		Nagar Parishad, Bundi	1.28	0.78	Concerned officer did not give permission.
12		Nagar Parishad, Tonk	2.35	1.85	Nehru park was already developed.
		Total-	**12.72**	**8.20**	
13	Drainage	Nagar Parishad, Churu	6.08	4.58	Due to non-availability of NOC
14		Nagar Parishad, Jhunjhunu	9.99	6.99	Work of one drain with harvesting structure was not possible due to public resistance.
		Total	16.07	11.57	
		Grand total	**332.28**	**259.76**	**332.28 (-) 259.76 = 72.52**

Appendix-III

(Refer Paragraph 2.3)

Loss due to not transferring of NPS contribution to the Trustee Bank

(Amount in ₹)

Year	Amount	Period in Years	Average rate of interest of the three fund manager for the year 2017-18	Loss of interest
Upto 31.03.2017	4,04,45,400	5	9.85	1,99,19,360
2017-18	38,79,611	4	9.85	5,28,567
2018-19	5,26,30,831	3	9.85	1,55,52,411
2019-20	15,41,16,140	2	9.85	3,03,60,880
2020-21	11,78,39,883	1	9.85	1,16,07,228
2020-21 (Misc.)	3,99,59,170	1	9.85	39,35,978
	40,88,71,035			**8,19,04,424**
	₹ 40.89 crore			**₹ 8.19 crore**

Glossary

AMRUT	Atal Mission for Rejuvenation and Urban Transformation
BAR	Built-up Area Ratio
BL	Betterment Levy
CA	Central Assistance
CCBP	Comprehensive Capacity Building Programme
CRA	Central Record keeping Agency
DoIT	Department of Information Technology and Communication
DPC	District Planning Committee
DPC	Departmental Promotion Committee
DPR	Detailed Project Report
EPF	Employees Provident Funds
ESR	Elevated Service Reservoir
GCC	General Condition of Contract
GF&AR	General Financial and Accounts Rules
GIS	Geographic Information System
GPRS	General Packet Radio Service
HMI	Human-Machine Interface
IEC	Information Education and Communication
IRMA	Independent Review and Monitoring Agency
JCTSL	Jaipur City Transport Service Limited
LFAD	Local Fund Audit Department
LMC	Lucknow Municipal Corporation
LSGD	Local Self Government Department
M Corp	Municipal Corporation
M Council	Municipal Council
MoHUA	Ministry of Housing and Urban Affairs
MoUD	Ministry of Urban Development
MPC	Metropolitan Planning Committee
NMAM	National Municipal Accounts Manual
NPS	New Pension Scheme

Glossary	
NRW	Non-Revenue Water
O&M	Operation & Maintenance
PDMCs	Project Development and Management Consultants
PFRDA	Pension Fund Regulatory and Development Authority
PHED	Public Health Engineering Department
PLC	Programmable Logic Controller
PPP	Public Private Partnership
PRAN	Permanent Retirement Account Number
PWF&AR	Public Works Financial and Accounts Rules
RGDPS	Rajasthan Guaranteed Delivery of Public Services
RMA	Rajasthan Municipalities Act
RMAM	Rajasthan Municipal Accounts Manual
RTU	Remote Terminal Units
RUDSICO	Rajasthan Urban Drinking Water Sewerage & Infrastructure Corporation Limited
RUIDP	Rajasthan Urban Infrastructure Development Project
SAAP	State Annual Action Plan
SCADA	Supervisory Control and Data Acquisition
SFC	State Finance Commission
SHPSC	State Level High Powered Steering Committee
SLAs	Service Level Agreements
SLBs	Service Level Benchmarks
SLIP	State Level Improvement Plan
SLNA	State Level Nodal Agency
SLTC	State Level Technical Committee
STP	Sewerage Treatment Plant
TG&S	Technical Guidance and Support/Supervision
UCTSL	Udaipur City Transport Service Limited
UITs	Urban Improvement Trusts
ULBs	Urban Local Bodies
UWSS	Urban Water Supply System
74th CAA	74th Constitutional Amendment Act

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सत्यमेव जयते

Report of the Comptroller and Auditor General of India for the year ended 31 March 2021



SUPREME AUDIT INSTITUTION OF INDIA

लोकहितार्थ सत्यनिष्ठा

Dedicated to Truth in Public Interest

Government of Rajasthan

Report No. 2 of the year 2024

(Compliance Audit)

Report of the Comptroller and Auditor General of India for the year ended 31 March 2021

Government of Rajasthan

Report No. 2 of the year 2024

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Preface

This Report for the year ended 31 March 2021 has been prepared for submission to the Governor of the State of Rajasthan under Article 151 of the Constitution of India.

The Report is in two parts. Part-I of the Report contains significant findings of compliance audit of the 16 State Government Departments and Part-II deals with the results of compliance audit of 31 State Public Sector Undertakings (Government Companies and Statutory Corporations) and four Autonomous Bodies conducted under the Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act, 1971 and Regulations on Audit and Accounts, 2020 issued thereunder by the Comptroller and Auditor General of India.

The instances mentioned in this Report are those, which came to notice in the course of test audit during the period 2020-21 as well as those which came to notice in earlier years but could not be reported in the previous Audit Reports; instances relating to the period subsequent to 2020-21 have also been included, wherever necessary.

The audit has been conducted in conformity with the Auditing Standards, 2017 issued by the Comptroller and Auditor General of India.

Executive Summary

Executive Summary

This Report of the Comptroller and Auditor General of India relates to matters arising from compliance audit of Government Departments, Autonomous Bodies and Public Sector Undertakings of the Government of Rajasthan. Compliance Audit refers to examination of the expenditure and revenue 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 authorities are being complied with.

This Report is in two parts. **Part-I** discusses the audit findings related to the State Government Departments and **Part-II** discusses the audit findings related to State Public Sector Undertakings and Autonomous Bodies. This Report contains 11 Paragraphs involving ₹ 58.12 crore. Some of the significant audit findings are mentioned below:

Part-I: Compliance Audit Observations relating to State Government Departments

This Part contains eight paragraphs involving ₹ 41.19 crore which includes two Subject Specific Compliance Audits, *i.e.* **'Audit of *VAHAN* and *SARATHI* applications'** and **'Administration of Short Term Permits - Mining Department',** and other compliance audit paragraphs of Transport Department, Mines and Geology Department and Public Health Engineering Department.

A synopsis of key findings contained in this Report is presented below:

Transport Department

Audit of *VAHAN* and *SARATHI applications*

The *SARATHI* and *VAHAN* applications were introduced in Rajasthan in September 2009 and October 2009, respectively, to enhance the efficiency of the Transport Department's operations. An audit was conducted to assess the utilisation and effectiveness of these applications. The Audit analysed dump data encompassing 10.14 lakh cases of *VAHAN* and *SARATHI* usage from April 2016 to March 2021 in Rajasthan State, covering all vehicles except two and three-wheelers, using IDEA software.

It was observed that data entry errors had occurred, resulting in incorrect entries in *VAHAN*. In 119 cases, registration dates were recorded prior to vehicle purchase dates, indicating vehicles were registered one to 74 days before the purchase date. Furthermore, the gross vehicle weight of 15,584 vehicles was inaccurately entered, *i.e.* 15,570 vehicles displayed a weight ranging from zero to three kilograms, while 14 vehicles were assigned weights exceeding one lakh kilograms. Additionally, the Transport Department registered 712 vehicles with duplicate chassis or engine numbers. Data analysis of *SARATHI* revealed that 166 learner licences were issued to persons below the age of 18 years in contravention of the rules. It indicates that checks were not effective to prevent such irregularities.

It was also found that business rules were also not mapped with software which resulted in cases of short realisation of registration fees and hypothecation fees.

Pollution Under Control (PUC) certificates for 1,677 Bharat Stage (BS)-III vehicles were issued for less than six months and 21,429 vehicles for more than six months, contrary to the prescribed six-month validity. PUC certificates for 3.83 lakh BS-IV and BS-VI vehicles were issued for less than one year, and 3,310 vehicles were issued certificates exceeding one year, deviating from the required one-year period.

The Transport Department acknowledged the audit findings, accepting the need to enhance the accuracy of data within *VAHAN* and *SARATHI* applications. Plans to incorporate business rules into the system were also acknowledged, reflecting a commitment to improve accuracy.

In conclusion, the audit highlighted areas of concern within the *VAHAN* and *SARATHI* implementation in the Transport Department.

Audit recommended that the Government/Department may consider:

1. ***Rectifying the data entry errors to maintain the system credibility and accuracy;***
2. ***Taking appropriate actions to rectify the situation, including identifying and rectifying any systemic weaknesses;***
3. ***Ensuring the reliability of the data within the VAHAN, it is crucial to rectify the cases identified by the Audit and address any other similar irregularities. This will help maintain the integrity and accuracy of the data;***
4. ***Evolving a system to issue PUC certificate strictly according to the provisions of Central Motor Vehicle Rules;***
5. ***Assessing the utility of the various modules, as it aligns with the objectives of VAHAN, aiming to establish uniform standards for documents related to vehicles and drivers at a pan-India level to ensure interoperability and***
6. ***Reviewing the system to improve input and validation control for the accuracy of data. A change management protocol, with clear responsibilities and roles to ensure that business rules are updated promptly in the system, is also required to be devised.***

Audit of 12 units of Transport Department was also conducted during the year. The major irregularities noticed are as follows:

- Motor vehicle tax amounting to ₹ 3.37 crore in respect of 680 vehicles was not paid by vehicles owners. The Department, however, did not initiate action to realise the dues.
- One Time Tax amounting to ₹ 0.50 crore was not paid in respect of 81 vehicles. The taxation officers, however, did not initiate action to realise the tax due.
- Lump-sum tax amounting to ₹ 2.07 crore was not deposited by owners of 301 vehicles. The taxation officers, however, did not initiate action to realise the tax due.

Mining Receipts

Administration of Short Term Permits

Short-term Permits (STP) are granted for excavation and removal of specified quantity of mineral from a specified area within a specified period for executing works of Government, Semi-Government, Local Body, *Panchayati Raj* Institution or Organizations aided or funded by the Government. A Subject Specific Compliance Audit on 'Administration of Short-term Permits' was conducted for the period April 2018 to March 2021. Nine offices of Mining Engineers (ME)/Assistant Mining Engineers (AME) were selected for audit.

Scrutiny of records of these offices revealed that despite instructions for receipt of applications and issue of STPs through online system, 491 out of 550 applications were received in physical form through offline system at the office of one Mining Engineer. Further, none of the nine selected offices issued e-STPs. It was found that none of the selected STP holders had submitted online returns for royalty determination though directions were issued by the Director of Mines and Geology. The authorities concerned also did not initiate action for ensuring submission of e-returns since no penal provision was prescribed.

Further, 46 STPs were irregularly issued without advance deposit of due amount of ₹13.20 crore. It was noticed that out of 492 STPs selected for test-check, records were not submitted by the 127 STP holders for assessment of the royalty even after the stipulated date of completion of works. The delays ranged between two to 40 months, involving work orders amounting to ₹ 411.23 crore. Further, assessments were not done diligently of 38 STPs which resulted in non-raising of demand of the cost of illegally consumed mineral. It was noticed that out of 3,757 works, 2,857 works were executed without obtaining STPs amounting to ₹ 368.81 crore.

Audit recommended that the Government/Department may consider:

1. ***Providing an online checklist for scrutiny of the applications along with enclosed documents and timely online disposal thereof to improve efficiency, transparency and documentation, which all will also aid in monitoring. The responsibility needs to be fixed on erring officials for accepting blank/unsigned applications;***

2. ***Introducing effective checks in the online system to catch non-payers of royalty/fee, etc. and responsibility should be fixed on erring officials;***

3. ***Inserting provisions in the Rules for submission of online return by STP holders and penalty provision for non-submission of the return. Online submission of details of STPs would provide transparency and it would also play a deterrent role against leakage of revenue;***

4. ***Developing a module for the online assessment of STPs, aimed at preventing revenue leakage arising from manual assessments;***

5. ***Conducting training sessions for the assessing authorities and staff to ensure accurate and error-free assessments and***

6. ***Expediting the compliance of the State Governments directions to link the web-site of Mines Department with the web-sites of the Works Departments and Panchayati Raj Institutions to avoid execution of works without STPs.***

Audit was also conducted of 21 offices of Mines and Geology Department during the year. It was noticed that the Department irregularly issued brick earth permit and failed to prevent the permit holder from excavating brick earth beyond the permitted depth. This resulted in illegal excavation and consumption of 0.46 lakh MT brick earth involving cost of ₹ 1.16 crore.

Public Health Engineering Department

The major irregularities noticed during audit of Public Health Engineering Department (PHED) are as follows:

- PHED failed to recover ₹ 2.27 crore from a contractor due to release of security against fake Bank Guarantee and ineffective communication among its Division Offices.

- Over payment of price variation claims of ₹ 17.04 crore by PHED occurred due to adoption of incorrect indices, non-monitoring of declining trend of indices and lack of effective internal control.

Part-II: Compliance Audit relating to State Public Sector Undertakings and Autonomous Bodies

This part of the Report contains three paragraphs involving ₹ 16.93 crore, including a Thematic Audit on the **"Functioning of Rajasthan Electricity Regulatory Commission"** (an Autonomous Body) and two compliance audit paragraphs highlighting important audit findings emerging from test-check of transactions of the State Public Sector Undertakings.

Rajasthan Electricity Regulatory Commission

Functioning of Rajasthan Electricity Regulatory Commission

The Rajasthan Electricity Regulatory Commission (RERC) could not enforce timely submission of tariff and Annual Revenue Requirement (ARR) applications from the entities under its regulation as there was no effective mechanism for its timely compliance and there were significant delays, ranging from 11 days to 428 days, in the submission of these applications. Additionally, the RERC itself exceeded the stipulated timeframes for issuing tariff orders. The proper implementation of the True-up mechanism for ARR on an annual basis was also not effectively ensured by the RERC. These delays were often caused by incomplete information or data provided by the regulated entities, further exacerbating the timely issuance of orders.

The RERC overlooked the directives of National Tariff Policy (NTP) 2016 which discourages creation of regulatory assets, and continuously allowed addition of

revenue gap to distribution licensees without ensuring efficiency improvements, which could have resulted in reducing the electricity costs for consumers in future.

The approach of RERC in allowing Return on Equity (ROE) in ARR and their truing up lacked consistency as it did not adopt a uniform and rational approach in permitting ROE in ARRs and their true-ups. There were shortcomings in monitoring mechanism as regards power purchase agreements, Renewal Purchase Obligation (RPO) compliance as well as examination of Standard of Performance (SOP) reports. The RERC also did not prescribe automatic payment of compensation mechanism for 16 guaranteed standard of services in SOP Regulation 2021.

Audit recommended that the RERC may consider:

1. ***Laying down and exercising of necessary penal provisions through relevant regulations to ensure strict compliance with the regulations;***
2. ***Ensuring stricter adherence to the prescribed timelines for furnishing applications by the licensees and determination of tariff as well as approval of ARR;***
3. ***Taking stricter measures to improve efficiency of distribution licensees and allowing revenue gap only in exceptional circumstances;***
4. ***Adopting universal and transparent mechanism to allow ROE, and strengthening the monitoring mechanism as regards power purchase agreements, RPO compliance and SOP reports and***
5. ***Extending the automatic payment of compensation against valid complaints for all guaranteed services.***

Draft Paragraphs

Rajasthan State Mines and Minerals Limited

The contractor appointed by the Company defaulted in generation of minimum guaranteed electricity. The Company instead of taking action for the defaults, extended undue relaxations to the contractor without safeguarding its financial interests. The Company, despite suffering generation loss of 190.60 lakh units, failed to recover applicable compensation amounting to ₹ 9.69 crore from the defaulting contractor for 2015-2021.

Rajasthan Rajya Vidyut Prasaran Nigam Limited

The Company raised demand for two line-bays without assessing viability/ feasibility of the transmission line concerned. Inordinate delay in awarding the line work attracted idle payment of transmission charges worth ₹ 7.24 crore.

PART-I

Compliance Audit Observations relating to State Government Departments

CHAPTER-I

General

CHAPTER-I: General

1.1 Introduction

This part of the Report of the Comptroller and Auditor General of India (C&AG) relates to the matters arising from Compliance Audit of 16 Departments[1] of the Government of Rajasthan.

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

The primary purpose of the Report is to bring important results of the audit to the notice of the State Legislature. 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 improved financial management of the organisations, thus, contributing to better governance.

This chapter, in addition to explaining the planning and extent of audit, provides information on follow-up of previous Audit Reports.

1.2 Audited Entities Profile

The Departments are headed by Additional Chief Secretaries/Principal Secretaries/Secretaries, who are assisted by Commissioners/Director/Deputy Secretaries and subordinate officers. Audit observations on State Public Sector Enterprises are covered in Part -II of this Report.

A brief profile of the 16 Departments covered in this part of the report, is discussed in ***Appendix-1***.

The summary of the fiscal operations of Government of Rajasthan during the year 2019-20 and 2020-21 is given in **Table 1.1** below:

[1] Civil Aviation Department, Colonisation Department, Energy Department, Environment Department, Factory and Boilers Department, Forest Department, Industries Department, Department of Information Technology and Communication, Mines and Geology Department, Directorate of Petroleum, Public Health Engineering Department, Public Works Department, Science and Technology Department, State Enterprises Department, Rajasthan State Motor Garage Department and Transport Department.

Table 1.1: Summary of Fiscal Operations

(₹ in crore)

Receipts			Disbursements		
	2019-20	2020-21		2019-20	2020-21
Section-A: Revenue Account					
Tax Revenue	59,244.98	60,283.44	General Services	56,186.29	60,143.84
Non-Tax Revenue	15,714.16	13,653.02	Social Services	68,313.23	74,009.59
Share of Union Taxes/Duties	36,049.14	35,575.77	Economic Services	51,985.51	44,155.91
Grants-in-aid from Government of India	29,105.53	24,795.65	Grants-in-aid and Contributions	0.07	0.07
Total Section-A Revenue Receipts	**1,40,113.81**	**1,34,307.88**	**Total Section-A Revenue Expenditure**	**1,76,485.10**	**1,78,309.41**
Section-B: Capital Account and others					
Miscellaneous Capital Receipts	20.42	14.08	Capital Outlay	14,718.05	15,270.49
Recoveries of Loans and Advances	15,669.75	373.52	Loans and Advances disbursed	2,255.18	491.01
Public Debt Receipts	46,173.72	89,964.01	Repayment of Public Debt	20,032.69	41,022.99
Contingency Fund	-	-	Contingency Fund	-	-
Public Account Receipts	1,93,165.05	2,08,446.75	Public Account Disbursements	1,79,741.07	1,99,229.24
Opening Cash Balance	5,793.75	7,704.41	Closing Cash Balance	7,704.41	6,487.51
Total Section-B Receipts	**2,60,822.69**	**3,06,502.77**	**Total Section-B Disbursements**	**2,24,451.40**	**2,62,501.24**
Grand Total (A +B)	**4,00,936.50**	**4,40,810.65**	**Grand Total (A+B)**	**4,00,936.50**	**4,40,810.65**

Source: Finance Accounts of the respective years.

1.3 Authority for Audit

The authority for audit by the C&AG is derived from Articles 149 and 151 of the Constitution of India and the Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act, 1971.

The Accountant General (Audit-II), Rajasthan, Jaipur conducts audit of receipts and expenditure of Departments, including Public Sector Undertakings and Autonomous Bodies of the Government of Rajasthan under the provisions of the C&AG's (Duties, Powers and Conditions of Service) Act, 1971. The principles and methodologies for various audits are prescribed in the Regulations on Audit and Accounts, 2020 and Auditing Standards, 2017 issued by the C&AG.

1.4 Planning and conduct of audit

Audit process started with the assessment of risk of various Government Departments/Organisations/Autonomous Bodies and schemes/projects, *etc.* Risk assessments were based on quantum of expenditure, criticality of activities, position of overall internal control systems and the concerns of stakeholders. Previous audit findings were also considered in this exercise. During 2020-21, audit of 158 units of 16 Departments was carried out.

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

1.5 Response of the Government/Departments to Audit observations

The Accountant General (Audit-II), Rajasthan, Jaipur audits the Government/Departments to test-check the transactions and verify the maintenance of important accounts and other records as prescribed in the rules and procedures. These inspections are followed by Inspection Reports (IRs) which incorporate irregularities detected during the audit and not settled on the spot.

Analysis of IRs issued upto March 2021 disclosed that 17,146 paragraphs involving ₹ 30,571.57 crore relating to 3,729 IRs issued for these Departments remained outstanding at the end of September 2021.

1.5.1 The Department-wise details of the IRs and audit paragraphs outstanding as on 30 September 2021 and the amount involved are given in the **Table 1.2** below:

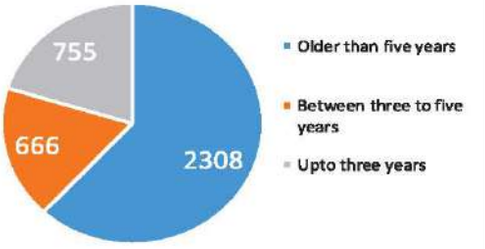
Table 1.2: Department-wise details of IRs and audit paragraphs

Sl. No.	Name of the Department	Number of outstanding IRs	Number of outstanding audit paragraphs	Amount involved (₹ in crore)
1	Civil Aviation	7	26	51.89
2	Colonisation	14	27	69.10
3	Energy	5	15	4.14
4	Environment	10	70	640.74
5	Factory & Boilers	7	22	1.81
6	Forest	409	1,756	1,813.7
7	Industries	41	144	167.66
8	Information Technology & Communication	11	46	1,642.43
9	Mines & Geology	347	1,476	2,426.35
10	Petroleum	4	8	137.64
11	Public Health Engineering	1,166	5,065	16,476.61
12	Public Works	1,385	7,054	6,989.48
13	Rajasthan State Motor Garage	6	25	18.91
14	Science and Technology	16	45	37.30
15	State Enterprises	4	10	22.09
16	Transport	297	1,357	71.72
Total		**3,729**	**17,146**	**30,571.57**

Source: Information compiled on the basis of Inspection Reports issued and replies received thereon.

As can be seen from the Table, the pendency in terms of outstanding IRs and outstanding paragraphs is highest in the Public Works Department. Age wise analysis of outstanding IRs and audit paragraphs is detailed in ***Appendix-2***, which reveals that 2,308 IRs (61.89 *per cent* of total outstanding IRs) were outstanding for more than five years.

Chart 1.1: Number of outstanding IRS



Source: Compiled by Audit.

The pendency is indicative of the fact that the Heads of Offices and the Departments need to take effective action timely to rectify the defects and irregularities pointed out by Audit through the IRs.

1.5.2 Departmental Audit Committee Meetings

The Government constituted Audit Committees[2] to monitor and expedite the progress of the settlement of the paragraphs in the IRs. The details of the Audit Committee/Audit sub-Committee Meetings held during the year 2020-21 and the paragraphs settled therein are given in **Table 1.3** below:

Table 1.3: Details of Audit Committee and Audit sub-Committee Meetings

Sl. No.	Name of the Department	Number of Audit Committee Meetings held	Number of Audit sub-Committee Meetings held	Number of paragraphs settled	Amount (₹ in crore)
1	Civil Aviation	2	0	0	0
2	Colonisation	1	0	0	0
3	Energy	3	0	0	0
4	Environment	0	0	0	0
5	Factory and Boilers	2	0	0	0
6	Forest	1	2	11	8.71
7	Industries	2	1	5	0.01
8	Information Technology and Communication	1	0	0	0
9	Mines and Geology	3	3	46	92.45
10	Petroleum	3	0	0	0
11	Public Health Engineering	1	0	0	0

[2] Audit Committees, *inter alia*, comprising of Secretary of Department concerned and Accountant General/his representative, were formed as per Circular No. 1/2005 dated 18 January 2005 of Government of Rajasthan and it was decided by the Government that one Audit Committee meeting shall be held in each quarter. In addition to this, Audit sub-Committees comprising of officers of the Departments and representative of Accountant General, are also formed.

Sl. No.	Name of the Department	Number of Audit Committee Meetings held	Number of Audit sub-Committee Meetings held	Number of paragraphs settled	Amount (₹ in crore)
12	Public Works	3	1	65	52.93
13	Rajasthan State Motor Garage	2	0	0	0
14	Science and Technology	1	0	0	0
15	State Enterprises	2	0	0	0
16	Transport	3	0	0	0
Total		**30**	**7**	**127**	**154.10**

Source: Compiled by Audit.

It can be seen from Table that the minimum requirement of four Audit Committee Meetings was not fulfilled in respect of any of the Departments during the year 2020-21. Further, in respect of Environment Department, no Audit Committee Meeting was held during 2020-21. Audit sub-Committee Meetings were held in four Departments only, *i.e.* Forest, Industries, Mines and Geology and Public Works, where 127 paragraphs involving ₹ 154.10 crore were settled. Departments may organise more Audit Committee/Audit sub-Committee Meetings to settle these outstanding paragraphs expeditiously.

1.5.3 Response of the Departments to the draft audit paragraphs

Factual statements followed by draft audit paragraphs proposed for inclusion in the Report of the Comptroller and Auditor General of India are forwarded to the Principal Secretaries/Secretaries of the five Departments[3] concerned, drawing their attention to the audit findings and requesting them to send their responses within six weeks.

A total of 13 draft paragraphs (combined into eight paragraphs of this Report) were sent to the Principal Secretaries/Secretaries of the respective Departments between September 2021 and March 2022. Replies to all the draft paragraphs have been received and suitably incorporated in the Report.

1.6 Follow-up on Audit Reports

The Finance Department of the State Government decided (December 1996) that explanatory notes on all Performance Audits/paragraphs 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. No explanatory note on Performance Audits/paragraphs was pending as of 31 July 2022.

Discussion of Audit Reports by PAC

The status of discussion of Performance Audits and paragraphs which

[3] Forest, Mines and Geology, Public Health Engineering, Public Works and Transport.

appeared in Audit Reports (Revenue Sector/Economic Sector/Revenue and Economic Sectors/General and Social Sector) by the PAC as of 31 July 2022 is given in **Table 1.4** below:

Table 1.4: Performance Audits/paragraphs appeared in Audit Reports *vis-a-vis* discussed

Period of Audit Report		Number of Performance Audit/paragraphs			
		Appeared in Audit Report		Paragraphs discussed	
		Performance Audit	Paragraphs	Performance Audit	Paragraphs
2016-17	Revenue Sector	-	7	-	4
	Economic Sector	1	9	1	9
	General and Social Sector	1	2	1	2
2017-18	Revenue Sector	-	7	-	3
	Economic Sector	2	5	2	5
	General and Social Sector	-	3	-	3
2018-19	Revenue and Economic Sectors	1	12	-	-
	General and Social Sector	-	3	-	-
2019-20	Compliance	-	7	-	-

Source: Compiled by Audit.

The discussion on Performance Audits and paragraphs which appeared in Audit Reports (Revenue Sector/Economic Sector/General and Social Sector) upto 2015-16 have been completed.

1.7 Coverage of this part of the Report

This part of the Report contains eight paragraphs. The total financial impact of the paragraphs is ₹ 41.19 crore. These are discussed in Chapters II. The Departments/Government have accepted audit observations involving ₹ 40.38 crore (as of December 2023). Out of the accepted audit observations, the Departments had recovered ₹ 2.03 crore upto December 2023 which was in addition to the recoveries (₹ 5.14 crore) made in response to Audit findings in the local audit inspection reports during the year 2020-21. Further, the Departments concerned recovered ₹ 30.22 crore during the year 2020-21 in respect of objections raised in previous Audit Reports. Thus, total recoveries made at the instance of Audit during the year aggregated to ₹ 37.39 crore.

CHAPTER-II

Compliance Audit

CHAPTER-II: Compliance Audit

Taxes on Vehicles

2.1 Tax administration and results of audit

The receipts from the taxes on motor vehicles payable under the provisions of the Central and the State Motor Vehicles Acts and rules made thereunder are administered at the Government level by the Principal Secretary (Transport). The Transport Department (Department) is headed by the Transport Commissioner (CoT) *cum* Secretary to the Government of Rajasthan (GoR) and is assisted by six Additional Transport Commissioners and four Deputy Transport Commissioners. The entire State is divided into 12 Regions[1], headed by Regional Transport Officers (RTOs) as ex-officio Secretary, Regional Transport Authority. Besides, there are 42 transport districts[2] headed by District Transport Officers (DTOs).

There are 52 Registration Offices[3] headed by RTOs/DTOs and 2.02 crore vehicles were registered therewith till the end of March 2021. Out of these, 12 units[4] were selected for test-check wherein 53.40 lakh vehicles were registered. Out of these, 52,802 vehicles were selected for test-check. During scrutiny, it was noted that there were instances of non/short payment of tax, penalty, interest and compounding fees, *etc.* Similar omissions were previously identified in prior years but have not been corrected and remain undetected until the audit was conducted. These cases are illustrative and are based on a sample review of records. Besides, an audit was also done of the two applications being used in the Transport Department, *i.e. VAHAN* and *SARATHI.* During the year, the Department accepted underassessment and other irregularities involving an amount of ₹ 16.03 crore in 7,655 cases. Out of these, 7,375 cases involving an amount of ₹ 15.08 crore were pointed out in the audit during the year 2020-21, and rest in earlier years. During the year 2020-21, an amount of ₹ 1.03 crore was recovered in 276 cases, out of which ₹ 0.46 crore in 75 cases were pointed out in 2020-21 and the rest in earlier years. A Subject Specific Compliance Audit on "Audit of *VAHAN* and *SARATHI* Applications" and few illustrative cases involving an amount of ₹ 7.71 crore are discussed in the succeeding paragraphs.

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1 Regions: Ajmer, Alwar, Bharatpur, Bikaner, Chittorgarh, Dausa, Jaipur, Jodhpur, Kota, Pali, Sikar and Udaipur.

2 Transport Districts: Abu Road, Balotra, Banswara, Baran, Barmer, Beawar, Bhilwara, Bhinmal, Bhiwari, Bundi, Chomu, Churu, Deedwana, Dholpur, Dudu, Dungarpur, Hanumangarh, Jaisalmer, Jalore, Jhalawar, Jhunjhunu, Karauli, Kekri, Khetri, Kishangarh, Kotputali, Nagaur, Nohar, Nokha, Phalodi, Pratapgarh, Rajsamand, Ramganj Mandi, Sawai Madhopur, Shahpura (Bhilwara), Shahpura (Jaipur), Sirohi, Sri Ganganagar, Sujangarh, Tonk, Ratanpur (TCC), Shahjahanpur (TCC) and twelve transport districts headed by Regional Transport Officer.

3 52 Registration Offices include 12 Regions headed by RTOs and 40 transport districts headed by DTO. Two transport districts headed by DTOs have not been included as vehicles were not registered there. These are at Ratanpur and Shahjahpur, involved in the work relating to tax collection at border.

4 Due to covid pandemic nearby units of Jaipur were selected for audit.

2.2 Audit of *VAHAN* and *SARATHI* applications

The VAHAN and SARATHI applications were introduced in Rajasthan to improve the Transport Department's operations. An audit covering usage data from April 2016 to March 2021 found issues with data accuracy and software mapping. There were errors in the entry of data, such as incorrect registration dates and gross vehicle weights. Vehicles were registered with duplicate chassis and engine numbers, indicating ineffective checks. Business rules were not integrated correctly, leading to fee underestimation. Pollution Under Control certificates had validity deviations. Recommended modules like 'CNG Vahan Sewa' and 'PUCC' were not utilised. Driving licenses were issued to underage people. The Transport Department acknowledged the audit findings, accepting the need to enhance the accuracy of data within VAHAN and SARATHI applications.

2.2.1 Introduction

Functions of the Transport Department (Department) are laid down under the provisions of Section 213 of the Motor Vehicles (MV) Act, 1988. The Department has the primary duty to enforce provisions of motor vehicles laws in the State.

The Ministry of Road Transport and Highways (MoRTH) standardized and deployed two software/applications:

- *VAHAN*- a vehicle registration service, and
- *SARATHI*- a driving licence service.

The objectives of deployment of the software were:

- To establish uniform standards for documents related to vehicles and drivers at a pan-India level for ensuring inter-operability,
- Correctness and timely availability of information,
- Achieving faster, better and transparent services, and
- Proper implementation of the Motor Vehicles Act and Rules.

The Transport Department, Government of Rajasthan (GoR) implemented the *SARATHI* and *VAHAN* software packages *w.e.f.* September 2009 and October 2009 respectively.

VAHAN - It is a flexible and comprehensive system that takes care of the activities of vehicle registration, fitness, taxes, permits and enforcement. All transactions related to vehicles are captured by this application.

SARATHI - It facilitates submission of applications by the public for driving licence related transactions in electronic mode for further processing. All transactions related to driving licences are captured by this application.

A Performance Audit (PA) on 'Computerisation in Motor Vehicle Department' was earlier conducted between the period July to October 2011 which covered the implementation and examination of control in the "*VAHAN, SARATHI* and National Permit System application software." Data up to August 2011 from Transport Department of 10 selected RTOs was analysed

by using MS-Access and MS-Excel application. The focus of the PA was on the planning and implementation of the new system, transfer of legacy data, data accuracy, data safety and security, business continuity and disaster recovery and management of hardware assets *etc.* The PA was included in the Report No.3 (Revenue Receipts) of the Comptroller and Auditor General of India for the year ended 31 March 2011. The Public Accounts Committee (PAC) discussed and accepted the compliance of the Government on 16 August 2018. The current audit looked into the issues not covered in the earlier audit/PA.

2.2.2 Audit Objectives

The objectives of the audit were to ascertain whether:

- Data mapping was done in a timely manner to ensure compliance with applicable Acts and Rules and
- The data of the software applications were utilised properly for achieving the overall objective envisaged for the applications.

2.2.3 Scope and methodology

Audit of *VAHAN* and *SARATHI* applications was conducted at the office of the Commissioner of Transport. Dump data (10,13,535 cases) of *VAHAN* and *SARATHI* for the period April 2016 to March 2021 in respect of Rajasthan State relating to all the vehicles (except two and three-wheelers) was analysed using IDEA software. Audit observations were validated in four units, *i.e.,* RTO Dausa, RTO Kota, RTO Jaipur and DTO Balotra. The findings were pointed out to the Department and reported to the Government (November 2021 and December 2023). Reply of the Government was received in January 2022 and December 2023, and the same is included at the appropriate places.

2.2.4 Audit criteria

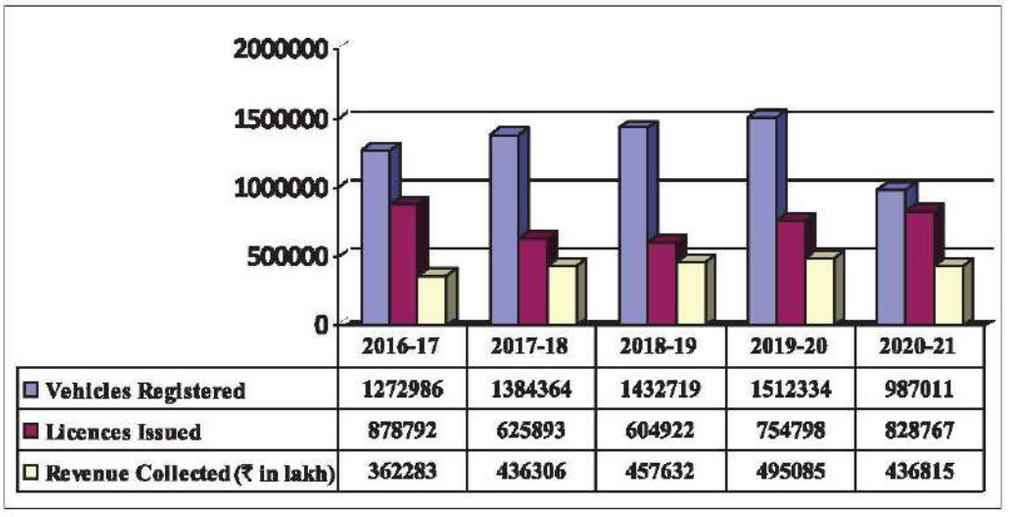
The audit criteria have been adopted from the following sources:

- The Motor Vehicles Act (MV Act), 1988;
- Central Motor Vehicles Rules (CMV Rules), 1989;
- Rajasthan Motor Vehicles Taxation Act (RMVT Act), 1951;
- Rajasthan Motor Vehicles Taxation Rules (RMVT Rules), 1951;
- Rajasthan Motor Vehicles Rules (RMV Rules), 1990 and notifications, circulars, orders, guidelines issued by the Government of India and Transport Department, Rajasthan from time to time.

2.2.5 Performance of activities and revenue

Registration of vehicles and issuing licences for operating them are important activities of the Department. Details of vehicles registered, licences issued and overall revenue collected by the Department during the last five years are depicted in **Chart-1** below:

Chart 1: Performance of the Transport Department



	2016-17	2017-18	2018-19	2019-20	2020-21
Vehicles Registered	1272986	1384364	1432719	1512334	987011
Licences Issued	878792	625893	604922	754798	828767
Revenue Collected (₹ in lakh)	362283	436306	457632	495085	436815

Source: Statistical Abstract of Transport Department (2020-21).

There has been a steady rise in overall revenue collection and the number of vehicles registered, but there was a significant decrease in vehicle registration and revenue collected during 2020-21 due to the impact of the COVID-19 pandemic.

Audit Findings

The first Audit Objective was to assess whether data mapping was done in a timely manner to ensure compliance with applicable Acts and Rules.

Under this Audit Objective, it was noticed that data mapping was not done properly, which resulted in incorrect entries of purchase dates, gross vehicle weight, seating capacity, duplicate engine numbers, duplicate chassis numbers, incorrect categorization of vehicles. Further, business rules were also not mapped with software which resulted in short realization of registration fees and hypothecation fees due to incorrect classification of vehicles, *etc.* These observations are discussed in detail in the succeeding paragraphs.

2.2.6 Incorrect entry in *VAHAN*

An analysis of the dump data of *VAHAN* has brought to light a series of concerning irregularities linked to the input of vehicle details. These discrepancies have led to the inaccurate depiction of vehicle information in the *VAHAN* application. However, there was no revenue implication. The main findings are outlined below:

- In 119 cases, the registration date was recorded prior to the purchase date of the vehicle. Specifically, the vehicles were registered between one and 74 days before the actual purchase date or delivery date as per sales invoice.
- It was observed that incorrect Gross Vehicle Weight (GVW) details were recorded in *VAHAN* for 15,584 vehicles. The system accepted GVW ranging from 0 kg to 03 kg in 15,570 vehicles and more than 1,00,000 kg in 14 vehicles.

- For 1,219 vehicles, errors were identified in the recorded seating capacity based on the vehicle type. Among these, 120 goods vehicles were indicated to have seating capacities ranging from 10 to 100 passengers. Additionally, seven cars were shown with seating capacities of 10 to 50 passengers. Most notably, 1,018 passenger vehicles, such as buses designed to carry more than 10 passengers, were incorrectly shown with seating capacities of only one to three passengers.
- A total number of 2,273 Heavy Goods Vehicles (HGV)/ Heavy Passenger Vehicles (HPV)/Medium Goods Vehicle (MGV)/ Medium Passenger Vehicle (MPV) were shown as Light Goods Vehicle (LGV)/Light Passenger Vehicle (LPV). Similarly, 3,123 LGV/LPV vehicles were shown as HGV/HPV/MGV/MPV.

The Government replied (December 2023) that instructions have been issued to correct the errors.

To assess the action taken by the Department, Audit test-checked these cases and found that these irregularities were yet to be rectified (January 2024).

Recommendation 1: The Department needs to rectify the data entry errors to maintain the systems cr edibility and accuracy.

2.2.7 Registration of vehicles with duplicate engine/chassis number

Sale certificate, *i.e.*, Form-21, is an essential document required at the time of registration which includes the chassis number (VIN- Vehicle Identification Number) and engine number which are unique codes, assigned to every vehicle by the vehicle dealer or manufacturer.

Scrutiny of *VAHAN* dump data revealed that 712 vehicles had duplicate chassis number or engine number. Details are given in **Table 2.1** below:

Table 2.1: Number of vehicles having duplicate chassis and engine numbers

Sl. No.	Duplicate	Number of vehicles							
		'C' series	'E' series	'F' Series	'G' Series	'P' Series	'T' Series	'U' Series	Total
1	Chassis Number	29	-	-	74	-	2	15	120
2	Engine Number	349	10	04	160	20	13	36	592
	Total	**378**	**10**	**04**	**234**	**20**	**15**	**51**	**712**

Source: Dump data from *VAHAN*.

In order to test check these cases necessary records related to 16 vehicles were requested from two Transport Offices (DTO Balotra and RTO Jaipur). DTO Balotra was not able to provide the requested records. However, RTO Jaipur provided folders related to three of the vehicles. Upon scrutinizing these folders, it was noticed that a vehicle with the identical chassis and engine number was previously owned and registered in the State of Arunachal Pradesh under the registration number AR06A 1862 was sold twice and registered with two different registration numbers *i.e.* RJ14GL 1860 and RJ14GN 0891 in Rajasthan. Thus, results of test check validate the findings of the analysis of the dump data.

The Government replied (December 2023) that checks are now made effective in *VAHAN* to stop duplicate entry of engine/chassis number at the time of new registration or backlog-entry. Instructions have also been issued to correct the earlier errors.

To assess the action taken by the Department, Audit test-checked the objected cases and found that these irregularities were yet to be rectified (January 2024).

Recommendation 2: The Department needs to take appropriate actions to rectify the situation, including identifying and rectifying any systemic weaknesses.

2.2.8 Short realisation of registration fees due to incorrect classification of vehicles

2.2.8.1 Construction Equipment Vehicle (CEV)

The Ministry of Road Transport and Highways (MoRTH) *vide* its notification dated 29 December 2016, prescribed fees for issue or renewal of certificate of registration and assignment of new registration mark to various categories of vehicles under Rule 81 of CMV Rules. The construction equipment vehicles are required to be categorised as "Others" ('E'-series[5]) and attract registration fees of ₹ 3,000 per vehicle.

Analysis of data related to 24,514 'E' series (others) vehicles registered in the State during April 2016 to March 2021 revealed that 5,314 vehicles were incorrectly categorised as Heavy Motor Vehicle (HMV) and Medium Goods Vehicle (MGV) instead of as "Other" category. The incorrect classification of vehicle resulted in short realisation of registration fees of ₹ 89.65 lakh. The details of short realisation are given in **Table 2.2** below:

Table 2.2 Details of short realisation of registration fees

Sl.No.	Number of vehicles	Fees prescribed (₹ per vehicle)	Fees levied (₹ per vehicle)	Short recovery of fees (₹ per vehicle)	Total short recovery of fees (₹ in lakh)
(1)	(2)	(3)	(4)	(5)	(6=2X5)
1	44	3,000	300	2,700	1.19
2	372	3,000	600	2,400	8.93
3	1,212	3,000	1,000	2,000	24.24
4	3,686	3,000	1,500	1,500	55.29
Total	**5,314**				**89.65**

Source: Dump data from *VAHAN*.

The above Table shows that the registration fee was not collected in accordance with the vehicle categories outlined in Rule 81 of the Central Motor Vehicles Rules.

The Government replied (December 2023) that they have issued instructions to review in cases of errors, and that the system is being modified to correctly categorize the vehicles and levy the appropriate fee accordingly. The Department has recovered an amount of ₹ 6.71 lakh in respect of 402 vehicles. Further progress is awaited (January 2024).

[5] 'E'Series – Construction equipment.

2.2.8.2 Light, Medium and Heavy Motor Vehicle

MoRTH, *vide* notification dated 29 December 2016, prescribed the fees for issue or renewal of certificate of registration and assignment of new registration mark to various categories of vehicles under Rule 81 of CMV Rules as under:

I. The vehicle whose GVW is less than 7,500 kg is covered in Light Motor Vehicle (LMV) and attract registration fees of ₹ 1,000 for transport vehicle and ₹ 600 for non-transport vehicle and ₹ 5,000 for imported vehicle;

II. The vehicle whose GVW is less than 12,000 kg but more than 7,500 kg is covered in Medium Motor Vehicle (MMV) and attract registration fees of ₹ 1,000. The vehicle whose GVW is more than 12,000 kg is covered in Heavy Motor Vehicle (HMV) and attract registration fees of ₹ 1,500.

Data analysis related to vehicles registered under the category of LMV/ MMV/HMV during December 2016 to March 2021 revealed that:

A. A total of 1,291 vehicles under the category of LMV / MMV (Transport Vehicle) (GVW up to 12,000 Kg) were incorrectly charged registration fees of ₹ 200 to ₹ 600 instead of ₹ 1,000 per vehicle;

B. A total of 1,441 vehicles under the category of HMV / HGV (Transport Vehicle) (GVW more than 12,000 Kg) were incorrectly charged registration fees of ₹ 600 to ₹ 1,000 instead of ₹ 1,500 per vehicle;

C. A total of 3,039 vehicles under the category of LMV (Non-transport) were incorrectly charged registration fees of ₹ 0 to ₹ 400 instead of ₹ 600 per vehicle.

Due to the lack of proper mapping of registration fees according to vehicle category, there was a short fall of ₹ 27.17 lakh in the collection of registration fees. The details are provided in the **Table 2.3** and **2.4** below:

Table 2.3: Details of short realisation of registration fees on Transport Vehicles

Sl.No.	Number of vehicles from which fees were short recovered	Fees were to be charged in ₹ as per rules (each vehicle)	Fees charged in ₹ (each vehicle)	Short recovery of fees in ₹ (each vehicle)	Total short recovery of fees (₹ in lakh)
Gross Vehicle Weight (GVW) of the Vehicle upto 12000 KG					
(1)	**(2)**	**(3)**	**(4)**	**(5=3-4)**	**(6=2X5)**
1	01	1,000	200	800	0.01
2	642	1,000	300	700	4.49
3	19	1,000	400	600	0.11
4	629	1,000	600	400	2.52
Total (A)	**1,291**				**7.13**
Gross Vehicle Weight (GVW) more than 12000 KG					
1	434	1,500	600	900	3.91
2	1,007	1,500	1,000	500	5.04
Total (B)	**1,441**				**8.95**
Grand Total (A+B)	**2,732**				**16.08**

Source: Dump data from *VAHAN*.

Table 2.4: Details of short realisation of registration fees on Light Motor Vehicles (Non-Transport)

Sl.No.	Number of vehicles from which fees were short recovered	Fees were to be charged in ₹ as per rules (each vehicle)	Fees charged in ₹ (each vehicle)	Short recovery of fees in ₹ (each vehicle)	Total short recovery of fees (₹ in lakh)
(1)	(2)	(3)	(4)	(5=3-4)	(6=2X5)
1	26	600	00	600	0.16
2	01	600	20	580	0.01
3	01	600	50	550	0.01
4	2,407	600	200	400	9.63
5	69	600	300	300	0.21
6	535	600	400	200	1.07
Total	**3,039**				**11.09**

Source: Dump data from *VAHAN*.

The Government replied (December 2023) that the system for accurate categorisation of vehicles according to the weight and auto-calculation of fee at the time of registration has been made effective in case of new vehicle registration. It was also intimated that the Regional/District transport officers concerned have been directed to examine and recover the due fee in erroneous cases. The Department has recovered an amount of ₹ 4.82 lakh in respect of 1,248 vehicles. Further progress is awaited (January 2024).

2.2.9 Short realisation of hypothecation fees

According to Rule 60 of CMV Rules 1989, endorsing hire-purchase/ lease/hypothecation agreement (fee specified in Rule 81) fee was ₹ 100 for all types of vehicles. However, *vide* its notification dated 29 December 2016, MoRTH prescribed fees for endorsing hire purchase/lease/hypothecation for various categories of vehicle under Rule 81 of CMV Rules as below:

(i) The vehicle whose GVW is more than 7,500 kg attracts hypothecation fees of ₹ 3,000;

(ii) The vehicle whose GVW is less than 7,500 kg attracts hypothecation fees of ₹ 1,500.

On analysing dump data[6], it was observed that 984 vehicles under the category of MGV/MMV and HGV/HMV were incorrectly charged hypothecation fee of ₹ 100 to 1,500 instead of ₹ 3,000 per vehicle.

Similarly, on analysing dump data, it was observed that 2,700 vehicles under the category of LGV/LMV falling under 51 RTOs/DTOs offices were incorrectly charged hypothecation fees of ₹ 100 to 1,000 instead of ₹ 1,500 per vehicle.

Thus, non-mapping of the provisions of the MoRTH notification resulted in short realisation of hypothecation fees of ₹ 60.31 lakh from the 3,684 vehicle owners as shown in **Table 2.5** and **2.6** below:

[6] Dump data containing details of 10.13 lakh vehicles.

Table 2.5: Details of short realisation of hypothecation fees on MMV/MGV and HMV/HGV

Sl. No.	Number of vehicles from which fees were short recovered	Fees to be charged in ₹ as per rules (each vehicle)	Fees charged in ₹ (each vehicle)	Short recovery of fees in ₹ (each vehicle)	Total short recovery of fees (₹ in lakh)
(1)	(2)	(3)	(4)	(5=3-4)	(6=2X5)
1	557	3,000	100	2,900	16.15
2	427	3,000	1,500	1,500	6.41
Total	**984**				**22.56**

Source: Dump data from *VAHAN*.

Table 2.6: Details of short realisation of hypothecation fees on LMV/LGV

Sl. No.	Number of vehicles from which fees were short recovered	Fees to be charged in ₹ as per rules (each vehicle)	Fees charged in ₹ (each vehicle)	Short recovery of fees in ₹ (each vehicle)	Total short recovery of fees (₹ in lakh)
(1)	(2)	(3)	(4)	(5=3-4)	(6=2X5)
1	2,687	1,500	100	1,400	37.62
2	12	1,500	500	1,000	0.12
3	1	1,500	1,000	500	0.01
Total	**2,700**				**37.75**

Source: Dump data from *VAHAN*.

The Government replied (December 2023) that system for accurate categorisation of vehicle according to the weight and auto-calculation of fee at the time of registration has been made effective. It was also intimated that the Regional/District transport officers concerned have been directed to examine and recover any unpaid fee in erroneous cases. The Department has recovered the amount of ₹ 6.33 lakh in respect of 354 vehicles. Further progress is awaited (January 2024).

Recommendation 3: To ensure the reliability of the data within the VAHAN, it is crucial to rectify the cases identified by the Audit and address any other similar irregularities. This will help maintain the integrity and accuracy of the data.

The second Audit Objective was to assess whether the data of the software applications was being utilised properly for achieving the overall objectives envisaged for the applications.

Under this Audit Objective, it was noticed that the software *VAHAN* and *SARATHI* were not used efficiently, leading to the issuance of pollution certificates with incorrect validity and irregular issuance of driving licences. Additionally, various modules, such as the Refund Module and CNG Vahan Sewa Module were not utilised. The above issues and their implications are discussed in the succeeding paragraphs.

2.2.10 Pollution under control Certificate

Rule 115 of the CMV Rules 1989 provides that a motor vehicle shall be maintained in such condition which complies with the standards of emission. Rule 115(7) *ibid* provides that after the expiry of a period of one year from the date on which the vehicle was first registered, every such vehicle shall carry a

valid "*Pollution Under Control* (PUC) Certificate issued by an agency authorised for this purpose by the State Government. The validity of the certificate is six months for Bharat Stage (BS)-III Vehicles. However, the validity of PUC certificate is one year in case of BS-IV and BS-VI compliant vehicles. The Rajasthan Motor Vehicles Test Center Scheme (online) 2017 (RMVTC Scheme 2017) was introduced with the objective of prescribing the operational process of Pollution Check Centers (PCCs) and making the scheme job-oriented and for controlling vehicular pollution.

(i) Data analysis of number of vehicles due for pollution check and number of vehicles issued pollution check certificate revealed that during five years period of 2016-17 to 2020-21, the percentage of vehicles which did not obtain pollution under control certificate was ranged between 81 and 94 *per cent.*

Table 2.7 Details of year-wise PUCC issued and number of cumulative vehicles in a year

Year	Number of vehicles due for PUCC	PUC Certificates issued	Shortfall	Shortfall in percentage
2016-17	1,36,32,176	8,56,923	1,27,75,253	94
2017-18	1,49,00,562	12,06,130	1,36,94,432	92
2018-19	1,62,80,006	28,27,612	1,34,52,394	82
2019-20	1,77,09,949	30,32,659	1,46,77,290	83
2020-21	1,87,10,774	35,37,848	1,51,72,926	81

Source: Statistical Report for respective year of Transport Department.

(ii) Data analysis of PUC certificates issued by PCCs during the period January 2017 to January 2022 revealed that 4,09,865 PUC certificates for BS-III, BS-IV and BS-VI vehicles were not issued according to prescribed validity norms. The detail is given in **Table 2.8** below:

Table 2.8: Details of PUC certificate with incorrect validity

Sl. No.	Vehicles Norms	Validity of PUC certificate issued (in days)				Total
		Less than 180	More than 180	Less than 365	More than 365	
1	BS-III	1,677	21,429	NA	NA	23,106
2	BS-IV/ VI	NA	NA	3,83,449	3,310	3,86,759
Total		**1,677**	**21,429**	**3,83,449**	**3,310**	**4,09,865**

Source: Dump data from *VAHAN.*

It could be seen from the above Table that 1,677 PUC certificates were issued for BS -III vehicles for less than six months, and 21,429 vehicles were issued PUC certificates for a period longer than six months, instead of the standard validity of six months. For the BS-IV and BS-VI vehicles 3,83,449 PUC certificates were issued for less than one year period and PUC certificates for 3,310 vehicles were issued for more than one year instead of validity period of one year.

It is clear that there was no system in place to detect and address these irregularities, leading to their occurrence.

The matter was brought to the notice of the Government in August 2021. The Government asked (November 2021) the NIC to rectify the shortcomings. NIC replied (December 2021) to Government that the mapping between PUC validities and emission norms, which was not present earlier, has been escalated to *VAHAN* team and is under progress.

The Government replied (December 2023) that updation of *VAHAN* in this regard is under progress. Further intimation regarding the progress of updation is awaited (January 2024).

Recommendation 4: The Department may evolve a system to issue PUC certificate strictly according to the provisions of Central Motor Vehicle Rules.

2.2.11 Irregular issuance of Driving Licence through *SARATHI*

According to Section 3 of the MV Act, 1988, no person shall drive a motor vehicle in any public place unless he/she holds a valid driving licence issued to him/her by the competent authority. The minimum age for driving a motor vehicle is 18 years. However, a person attaining the age of 16 years may drive a motor cycle with an engine capacity not exceeding 50 cc. Section 9 (6) of the MV Act, 1988 provides that the test of competence to drive shall be carried out in a vehicle of the type to which the application refers.

Data analysis of *SARATHI* revealed that 166 learner licences were issued to persons below the age of 18 years, as follows:

(i) A total of 83 learner licence of motorcycle with gear (Non-Transport) were issued to the persons aged below 18 years;

(ii) A total of 81 learner licences of LMV were issued to persons aged below 18 years;

(iii) two learners driving licences of MMV and HMV were issued to persons aged below 18 years.

The Government replied (December 2023) that in the latest version of *SARATHI*, checks were effective regarding age of applicant. Further, checks were also made effective for backlog entry of licences. It was also intimated that instructions were issued to check the cases under observation and to take corrective action.

Audit requisitioned the physical record of the licences, but the Department did not provide the records. The Department stated that three driving licences were cancelled (January 2023). Further progress is awaited (January 2024) regarding other cases.

2.2.12 Non-utilisation of Modules

2.2.12.1 Refund Module

Section 7 of the RMVT Act, 1951 read with Rule 26 of the RMVT Rules, 1951 prescribed that if the owner of the vehicle paid tax more than the tax due then he would be entitled for the refund subject to certain conditions.

Scrutiny of modules available in *VAHAN* revealed that refund module was not being utilised by the Department for processing of refunds. The refunds of ₹ 3.10 crore in 413 cases were being processed manually during the year 2020-21, resulting in incomplete level of automation.

The Government replied (December 2023) that the Refund Module is not being used in the Rajasthan State. However, the reasons for not using Refund Module were not mentioned.

2.2.12.2 CNG Vahan Sewa Module

MoRTH instructed (15 November 2018) all the States/Union Territories to implement the module for retro fitment of CNG/LPG kits to ensure safety and compliance of standards as mandated under Rule 115 of the CMV Rules, 1989 (CMVR).

'CNG Vahan Sewa' module in *VAHAN* was designed for uploading inventory details of CNG/LPG kits by the manufacturers and its further linking with the vehicle fitted with these kits by the dealers.

Scrutiny of modules available in *VAHAN* revealed that 'CNG Vahan Sewa' module was not being utilised in Rajasthan despite the instructions in this regard by the MoRTH. Hence, the purpose of the module in keeping track of CNG/LPG kits fitted in the vehicles was not served.

The Government replied (December 2023) that the module had been initiated since June 2023. However, the reasons for the delay were not provided.

2.2.12.3 PUCC Module

According to Rule 62 of the Central Motor Vehicle Rules, 1989, valid pollution certificate was mandatory to obtain the Fitness Certificate.

Scrutiny of *VAHAN* application revealed that the PUC certificate (PUCC) Module was not being utilised by the Department to ensure that the vehicle for which a Fitness Certificate was issued had a valid PUCC. It was also observed that the PUCC Module had been implemented in 24 of the 37 States/Union Territories in India.

The Government replied (December 2023) that updation of *VAHAN* in this regard is under progress.

Recommendation 5: The Department needs to assess the utility of the various modules, as it aligns with the objectives of VAHAN, aiming to establish uniform standards for documents related to vehicles and drivers at a pan-India level to ensure interoperability.

2.2.13 The Audit Assessment

VAHAN and *SARATHI* were designed to implement the requirements of the Motor Vehicle Act, 1988 and Motor Vehicle Rules. However, a review of the data revealed multiple instances where the rules were not correctly applied, or where the lack of validation controls raised concerns about the accuracy and integrity of the data. Additionally, the incorrect mapping of rules resulted in a shortfall in the collection of registration and hypothecation fees, resulting in a loss of revenue for the State.

The Department acknowledged all the facts presented and responded that measures are being taken to improve the accuracy of data within the *VAHAN* and *SARATHI* software and to incorporate the necessary business rules into the system.

Recommendation 6: The Government needs to review the system to improve input and validation control for the accuracy of data. A change management protocol, with clear responsibilities and roles to ensure that business rules are updated promptly in the system, is also required to be devised.

2.3 Taxes on Motor vehicles not realised

Motor Vehicle Tax and Special Road Tax amounting to ₹ 3.37 crore in respect of 680 vehicles were not paid by vehicle owners.

As per Section 4 and 4-B of the Rajasthan Motor Vehicles Taxation Act, 1951 and the rules made thereunder, Motor Vehicle Tax and Special Road Tax are to be levied and collected on all transport vehicles used or kept for use in the State at the rates prescribed by the State Government from time to time, except those transport vehicles which have paid lump-sum tax under Section 4-C. As per notification dated 9 March 2011, surcharge at the rate of 5 *per cent* on tax due was also payable upto 10 October 2017. Thereafter, surcharge at the rate of 6.25 *per cent* was payable as per notification dated 11 October 2017. Penalty at the rate of 1.5 *per cent* per month or part thereof, subject to twice the amount of tax due, was also leviable after the expiry of admissible period *vide* notification dated 1 May 2003. Further, Rule 8 and 33 of the Rajasthan Motor Vehicles Taxation Rules, 1951 empowers the Taxation Officer to serve notice for recovery of tax.

Out of a total of 2,13,875 vehicles in 11 RTOs/DTOs, records of 55,758 vehicles were test-checked by Audit. During test-check (between June 2020 and January 2021) of the registration records, tax ledgers, General Index Registers of these offices and *VAHAN* application for the period 2016-17 to 2019-20, it was noticed that owners of 680 vehicles did not pay the tax. There was no evidence on record to prove that the vehicles were off the road or were transferred to other District/States or their registration certificates were surrendered. The Taxation Officers, however, did not initiate any action to realise the tax due. This resulted in non-realisation of tax and surcharge amounting to ₹ 3.37 crore, as detailed in Table **2.9** below:

Table 2.9: Details of non-realisation of tax and surcharge

Sl. No.	Category of vehicles	No. of vehicles	Amount (₹ in crore)	Name of offices where irregularities noticed
1	Goods vehicles	154	0.40	DTOs- Goods Jaipur and Tonk
2	Articulated goods vehicles	307	1.32	RTO – Ajmer DTOs – Dudu, Goods Jaipur, Kotputali, Kishangarh and Shahpura
3	Dumpers/Tippers	116	0.38	RTO – Sikar DTOs – Goods Jaipur, Kotputali
4	Contract carriages (All India Permit)	13	0.42	RTO –Ajmer DTO – PV-II Jaipur
5	Stage carriages (Rural Routes)	39	0.21	RTO –Sikar DTO - Kishngarh
6	Stage carriages (Other Routes)	51	0.64	RTOs- Dausa and Sikar DTO- PV-II Jaipur
Total		**680**	**3.37**	

Source: Compiled by Audit.

On these being pointed out (June 2021), nine RTOs/DTOs intimated (between October 2021 and December 2023) that ₹ 1.01 crore has been recovered in respect of 274 vehicles. Further progress is awaited (January 2024).

This type of irregularity has been raised regularly in C&AG Audit Reports (Revenue Sector) of previous years. Audit had already pointed out 9,843 cases amounting ₹ 49.71 crore in the last three Audit Reports (2016-17 to 2018-19). The Department accepted those observations and recovered ₹ 11.56 crore (23.25 *per cent*) in 2,610 cases. However, it is noticed that the Department took action only after it was pointed out by Audit. The Department should have taken proactive action by building appropriate checks in its internal processes to avoid recurrence of this persistent irregularity.

2.4 Non-realisation of One-Time Tax from transport vehicles

One-Time Tax amounting to ₹ 0.50 crore in respect of 81 transport vehicles was not paid by vehicle owners. The Department, however, did not initiate strong action to realise the dues.

Section 4 of the Rajasthan Motor Vehicles Taxation Act, 1951 (RMVT Act, 1951) and the rules made thereunder envisaged that one-time tax (OTT)[7] on non-transport and transport vehicles is levied at the rate prescribed through notifications issued from time to time by the Government of Rajasthan (GoR). Surcharge is also leviable on tax due. In case of non-payment of the tax, penalty at the rate of 1.5 *per cent* per month or part thereof, limited to twice the amount of tax due, is also leviable after the expiry of the admissible period.

During audit of RTO Sikar and DTO Tonk, records of 7,000 vehicles out of the total of 18,409 goods vehicles were test-checked. Scrutiny of tax ledgers with data of *VAHAN* and *e-GRAS*[8] of these vehicles (between September 2020 and January 2021) revealed that the owners of 81 transport vehicles had not paid OTT. The records did not have information regarding vehicles being off roads or transferred to other States or their registration certificate being surrendered. Audit also observed that the data in the *VAHAN* application regarding assessment of tax of vehicles was not updated by the Department, due to which non-taxpayers were not included in the defaulter list. Therefore, the Department failed to effectively monitor the realisation of tax dues from the tax defaulter. Furthermore, no action was taken by the Department to recover the dues under the RMVT Act and Rules, leading to non-realisation of OTT (including surcharge) amounting to ₹ 0.50 crore.

The matter was pointed out to the Department and reported to the Government (June 2021). The Government replied (between October 2021 and December 2023) that an amount of ₹ 0.01 crore has been recovered in respect of two vehicles in RTO Sikar. However, the reply was silent on non-updation

[7] All non-transport vehicles, transport vehicles (Goods) up to 16500 GVW and transport vehicles (Passenger) having contract carriage permit seating capacity up to 22 are covered under OTT.

[8] **Online Government Receipts Accounting System** (e-GRAS) is an e-Governance Initiative of Government of Rajasthan under Mission Mode Project category and is part of the Integrated Financial Management System.

of data regarding assessment of tax of vehicles in *VAHAN*. Further progress is awaited (January 2024).

2.5 Non/short realisation of outstanding instalments of lump-sum tax

Department did not recover lump-sum tax in respect of 301 vehicles. This resulted in non/short realisation of lump-sum tax and surcharge amounting to ₹ 2.07 crore.

According to Section 4-C of the Rajasthan Motor Vehicles Taxation Act, 1951 (RMVT Act, 1951) and the rules made thereunder, lump-sum tax on transport vehicles is levied at the rates prescribed through notifications. The lump-sum tax payable can be paid at the option of the vehicle owner either in full or in six equal instalments (with effect from 14 July 2014) within a period of one year. Surcharge at the rate of 10 *per cent* on the lump-sum tax was also payable upto 10 October 2017, which was revised to 12.5 *per cent w.e.f.* 11 October 2017. According to notification dated 1 May 2003, penalty at the rate of 1.5 *per cent* per month or part thereof, limited to twice the amount of tax due, is also levied after the expiry of the admissible period.

Scrutiny of records (between June 2020 and January 2021) of 33,850 vehicles out of a total of 1,20,353 vehicles[9] in seven transport offices[10], for the period 2016-17 to 2019-20 revealed that 286 vehicle owners did not pay the remaining instalments after paying the first or second instalment and no tax was paid in respect of 15 vehicles. Details regarding vehicles being off roads or transferred to other States was not available on record. The Department failed to effectively monitor the realisation of tax dues from the tax defaulters. Further, no action to recover the dues was initiated by the Department under the RMVT Act and Rules. This resulted in non-realisation of tax (including surcharge) amounting to ₹ 2.07 crore.

The matter was pointed out to the Department and reported to the Government (July 2021). The Government replied (between March 2022 and December 2023) that an amount of ₹ 0.84 crore has been recovered in respect of 112 vehicles. Further progress is awaited (January 2024).

This issue has been raised regularly in CAG's Audit Reports (Revenue Sector) of previous years. Audit had pointed out 7,102 cases amounting to ₹ 37.79 crore in the last five Audit Reports (2014-15 to 2018-19). The Department accepted these observations and recovered ₹ 13.01 crore (34.43 *per cent*) in 2,178 cases. However, it is seen that the Department took action only after it was pointed out by Audit. The Department should have taken proactive action to avoid recurrence of this persistent irregularity.

[9] 1,03,694 Goods Vehicles + 16,659 Taxi/Maxi.

[10] RTO: Ajmer, Jaipur, Sikar, Dausa.
DTO: Jaipur (Goods), Dudu, Tonk.

Mining Receipts

2.6 Introduction

At the Government level, the Additional Chief Secretary (ACS), Mines and Petroleum and at the Department level, the Director, Mines and Geology (DMG), Udaipur are responsible for administration and implementation of the related Acts and Rules in the Department. The DMG is assisted by an Additional Director (Administration), six Additional Directors, Mines (ADM), six Additional Directors, Geology (ADG) and by a Financial Advisor. The ADMs exercise control through nine Circles, each headed by a Superintending Mining Engineer (SME).

There are 49 Mining Engineers (ME)/Assistant Mining Engineers (AME) who are responsible for assessment and collection of revenue and prevention of illegal excavation and dispatch of minerals from areas under their control. The Department has a separate Vigilance Wing headed by the ADM (Vigilance) for prevention of illegal excavation and dispatch of minerals.

There were 130 auditable units[11] in the Department of Mines and Geology. Out of these 21 units[12] were selected[13] for audit wherein out of 18,463 cases[14], Audit selected and examined 9,531 cases[15] (51.62 *per cent*). Deficiencies were noticed in 2,606 cases involving ₹ 480.95 crore. Besides, a Subject Specific Compliance Audit on "Administration of Short-term Permits" was also conducted wherein irregularities amounting to ₹ 13.01 crore were noticed. Audit had pointed out similar omissions in earlier years too, but these irregularities had persisted and remained undetected till next audit was conducted. The substantial proportion of errors, omissions and other related issues noticed in audit indicated that the Government needed to improve the internal control system, including strengthening of internal audit so that occurrence/recurrence of such lapses can be avoided. During the year 2020-21, the Department accepted short realisation of revenue of ₹ 339.62 crore in 1,027 cases, of which 801 cases involving ₹ 331.31 crore were pointed out in audit during the year 2020-21 and the rest in earlier years. The Department recovered ₹ 1.03 crore in 209 cases relating to earlier years. A Subject Specific Compliance Audit on "Administration of Short-term Permits" and a few illustrative cases involving an amount of ₹ 14.17 crore are discussed in the succeeding paragraphs.

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[11] Includes ACS, Mines and Geology and DMG office besides 128 other units.

[12] ACS, Mines & Petroleum, Jaipur, ADM, Jaipur, SME: Jaipur, SME(V) Jaipur, Superintending Geologist Jaipur, MEs: Ajmer, Jaipur, Sikar Makrana, ME(V): Sikar, AMEs: Neem Ka Thana, Tonk, Dausa, Kotputli, Ajmer, Jaipur, Sikar, Makrana, AMEs(V): Neem Ka Thana, Tonk and Kotputli.

[13] Due to Covid-19 pandemic situations, units situated nearby Jaipur were selected for audit.

[14] Total 18,463 cases: 2,786 Mining Leases (ML); 61 Royalty Collection (RC) Contracts /Excess Royalty Collection (ERC) Contracts; 720 Quarry licences (QL); 8,737 cases of illegal mining/transportation of mineral; 451 cases of recovery under Rajasthan Land Revenue Act, 1956; 1,773 cases of revenue assessment; one case of refund; 1,237 cases of outstanding dues and 2,697 STPs.

[15] Total 9,531 cases selected and examined: 672 ML; 60 RCC/ERCC; 76 QL; 6,255 cases of illegal mining/transportation of mineral; 240 cases of recovery under Rajasthan Land Revenue Act, 1956; 329 cases of revenue assessment; one case of refund; 475 cases of outstanding dues and 1,423 STPs.

2.7 Administration of Short-term Permits

Mining leases and quarry licenses allow excavation and sale of minerals, while Short Term Permits (STP) are given for excavation/dispatch of a specified quantity of minerals within a specific period for executing works of Government, Semi-Government, Local Body, Panchayati Raj Institutions or Organizations aided or funded by the Government. A Subject Specific Compliance Audit was conducted on Administration of Short Term Permits covering the period April 2018 to March 2021. The audit revealed various irregularities, such as applications for grant of STPs being received offline despite instructions for online submission, e-STPs not being issued by any of the test-checked offices, deficient scrutiny of applications leading to issue of STPs without submission of complete details or on blank applications, STP holders not submitting online returns, STPs being irregularly issued without deposit of royalty and records for assessments of STPs not being submitted by the STP holders. Assessments not being done diligently which resulted in non-raising of demand of the cost of illegally consumed mineral. Lack of coordination between departments resulted in multiple irregularities, including unauthorized mineral use and short/ non-collection of royalty and other dues.

2.7.1 Introduction

The State Government, in exercise of the powers conferred by Section 15 of the Mines and Minerals (Development and Regulation) Act, 1957 made the Rajasthan Minor Mineral Concession (RMMC) Rules, 2017 for regulating the grant of quarry licenses, mining leases and other mineral concessions in respect of minor minerals.

Minerals can be excavated and removed under a valid mining lease/ quarry licence or through a valid Short-term Permit (STP) issued by the Department of Mines and Geology (Department). Mining Lease/Quarry Licence are granted to the applicants for excavation and sale of minerals while STP means a permit granted for excavation and removal of specified quantity of mineral from a specified area within a specified period[16] for executing works of Government, Semi-Government, Local Body, *Panchayati Raj Institution* or Organizations aided or funded by the Government.

Web-based application of the Department

The Department had developed a web-based application named Department of Mines and Geology Online Management System (*DMGOMS)* for online submission of application for STPs/mining leases, deposit of almost all Government dues, generation of online *e-rawannas*/e-transit passes, maintaining Demand and Collection Register, data of permits/STPs issued, amounts deposited and empanelment of weighbridges, *etc.* The system is functioning since 10 October 2017.

[16] As per Rule 51 (7) of RMMCR 2017, the period of STP is co-terminus with the period of work order unless applied for shorter period.

2.7.2 Methodology for issue of STPs

The following are the major steps for the grant of STPs as per the provisions of RMMC Rules, 2017.

1. Option for payment of Royalty

The contractor may opt for any of the following options to pay royalty for mineral consumed in the execution of work: -

(i) Deduction of royalty from running bills by the Works Department concerned[17];

(ii) Advance payment of royalty with application for STP;

(iii) Undertaking that entire quantity of mineral procured or used will be royalty paid;

(iv) Royalty deduction at the specified rates[18] from running bills by the Works Department concerned.

The contractor had to submit the record for assessment of royalty and get a no-dues certificate from the ME/AME concerned, in each option except option (iv) above.

2. Submission of application:

Application for grant of STP shall be submitted by the contractor to the ME or AME concerned mentioning quantity of minerals and period for which permit is required. Copy of documents required with the application are work order, G-Schedule[19] or bill of quantities, plan and description of the area from where mineral will be excavated, revenue record of the area, and consent of the *khatedar*[20] in case land does not belong to the applicant. Since October 2018, this should be done online on *DMGOMS* system.

3. Grant of STP

On receipt of an application, the ME or AME concerned may grant STP after obtaining consent or approvals if required under any laws *e.g.* Consent To Operate from State Pollution Control Board or Environment Clearance from Environment Department, *etc.*

However, the ME/AME concerned may refuse to grant a STP for any mineral in any area with reasons to be recorded in writing and the same shall be communicated to the applicant. The period of STP shall be co-terminus with the work order unless applied for a shorter period. Royalty on minerals shall be payable as prescribed in the RMMC Rules. Besides royalty, the STP holder shall also contribute to the District Mineral Fund Trust (DMFT) and Rajasthan State Mineral Exploration Trust (RSMET) fund as per rates specified in the relevant rules.

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17 Works Departments such as Public Works Department, Public Health Engineering Department, Irrigation Department, Urban Improvement Trust, *etc.*

18 Three *per cent* of total cost of work in case of construction/widening of road, construction of building and one and half *per cent* in case of repairing and other works.

19 It is a schedule of quantities and prices included in contract document.

20 *Khatedars* are tenants on Government land to whom the land is given for agricultural purpose.

When the contractor opts for any of the options for payment of royalty mentioned at serial number 1(i) to (iii) above then the STP holder/contractor shall submit the record to the AME/ME concerned along with consumption certificate issued by the Works Department, for assessment. After assessment, the AME/ME concerned shall issue no-dues certificate to the STP holder/contractor. The Works Department would pay the final bill on receipt of the no-dues certificate. However, in case of option at serial number 1(iv), no assessment shall be required by the Mines and Geology Department and the deduction of royalty shall be done from the running bill by the Works Department concerned.

2.7.3 Revenue from STPs

Revenue collection from STPs and percentage to the total revenue of the Department other than petroleum is given in **Table 2.10** below for the last three years:

Table-2.10: Revenue from STPs

(₹ in crore)

Year	Total revenue other than petroleum	Revenue from STPs	Percentage to the total revenue
2018-19	5,110.40	98.95	1.94
2019-20	4,347.20	88.93	2.05
2020-21	4,797.22	100.20	2.09

Source: Departmental web-based application DMGOMS.

The above table shows that the revenue from STPs was decreased from ₹ 98.95 crore in 2018-19 to ₹ 88.93 crore in 2019-20 and again increased to ₹ 100.20 crore in 2020-21. However, percentage of receipt from STPs to the total revenue shows an increasing trend.

2.7.4 Audit Objectives

The Audit was conducted to assess whether:

- STPs were being issued in accordance with the rules, procedures, orders prescribed by Department/State Government and
- Fee/royalty was collected as per rates prescribed and deposited timely.

2.7.5 Scope and Methodology

The Department had nine Circle Offices which comprise 49 ME/AME offices. For this audit, a sample comprising of nine ME/AME offices[21] (one office from each Circle) was selected by random sampling through Interactive Data Extraction Analysis (IDEA). Information collected from Works Departments[22]/ National Highway Authority of India (NHAI)/ Local Bodies[23] were cross-checked with the records of ME/AME offices concerned. The STPs issued and other relevant records covering the period April 2018 to March 2021 were test-checked between June and November 2021. Records of 717

[21] Nine selected ME/AME Offices: Ajmer, Alwar, Amet, Balesar, Banswara, Baran, Bharatpur, Bhilwara and Bikaner.

[22] Works Departments, *i.e.* Public Works Department, Public Health Engineering Department, Irrigation Department, *etc.*

[23] *Panchayati Raj* Department, Urban local Bodies and Urban Improvement Trusts, *etc.*

STPs out of 9,250 STPs were test-checked. These STPs were selected[24] on the basis of random sampling through IDEA software.

The findings of the audit were reported to the Government (January 2022). Reply of the Government was received in March 2022 and June 2022. The replies have been appropriately included in the relevant paragraphs. An Exit Conference was held on 21 September 2022 with DMG and Departmental officials. DMG acknowledged the findings.

Audit findings

Audit objective 1: Whether STPs were being issued in accordance with the rules, procedures, and orders prescribed by the Department/State Government.

Under this audit objective, it was noticed that rules, procedures, and orders were not being fully followed while issuing STPs. The STPs were issued based on incomplete affidavits submitted by the applicants, and in some cases, they were even issued on blank application forms. The STP Register was not maintained by the MEs, and due to the absence of these Registers, the details of contractors and royalty payment options submitted by them were not available with these offices. This absence hindered the offices' ability to ensure the recovery of royalty from liable contractors. Furthermore, the assessment of the STPs was not adequately monitored. Irregularities, such as the non-submission of records for assessment and failure to submit online returns for royalty determination were also noticed. These observations are discussed in detail in the succeeding paragraphs.

2.7.6 Issue of STPs

2.7.6.1 Receipt and disposal of STP applications through online system

As per DMG's order dated 05 October 2018 and 10 December 2018, applications for STPs shall be received online only and online STPs (*e-STPs*) shall be issued to the contractors. Accordingly, minerals for STPs shall be dispatched through *e-rawannas* only.

Scrutiny of online and offline records of applications received for the STPs in the selected ME/AME offices revealed that:

- In office of the ME Banswara, 491 out of 550 applications (over 89 *per cent*) for STP were received in physical form.
- In ME Ajmer and ME Baran offices, 1,140 applications were received online through DMGOMS. However, only 931 applications were processed (April 2018 to March 2021) by the offices. The processed applications were entered in the manual register. Remaining 209 applications were neither recorded in the manual register nor even processed by the offices. These applications should have been disposed of either by granting STPs or rejecting the applications with reasons. However, the same was not done.
- Further, none of the nine selected offices issued *e-STPs*.

[24] A total of 75 STPs were selected from each selected office. Further, 42 additional STPs of AME Balesar were also selected on risk basis.

Thus, the order of DMG were not been followed which resulted lack of transparency in respect of date of receipt of applications and issue of *e-STPs*.

The Government replied (May 2022) that due to field inspections and other processes, it was not possible to complete whole process of *e-STPs* through online mode. However, applicants will be informed through DMGOMS after issuance of permits and directions were being issued in this regard. Reply of the Government is not tenable as processes which could not be done online could have at least been done physically and then *e-STPs* could have been issued with all the important information. Further, as assessed later again by Audit, the directions issued by DMG were not being followed till date (January 2024).

2.7.6.2 Deficiencies noticed in applications submitted for STPs

- **Incomplete affidavits submitted by the STP Holders.**

Rule 51(9)(iv) of the RMMC Rules, 2017 stipulates that the work contractor was required to submit an option along with a bill of quantity or G-schedule and a self-certified undertaking stating that the entire quantity of mineral used shall be royalty paid.

Scrutiny of records of selected ME offices revealed the following shortcomings in two offices:

ME, Banswara

Out of 762 STPs, 75 STPs were test-checked. It was noticed that self-certified undertakings required under Rule 51(9)(iv) of RMMC Rules, 2017 was not found on record for 38 STPs.

ME, Ajmer

Out of 870 STPs, 75 STPs were test-checked. Irregularities were noticed in four undertakings submitted by the applicants, *i.e.* overwriting (one case), wrong work order number was mentioned (one case), signature of the applicant not found (one case) and work order number not mentioned (one case). ME Ajmer issued STPs to the applicants ignoring these irregularities. The above deficiencies exhibit that due diligence was not exercised during issue of STPs.

The Government replied (May 2022) in respect of ME, Banswara that self-certified undertakings would be taken in future along with the applications. In respect of ME, Ajmer it was replied that instructions were issued to comply with the observation.

- **STPs issued on blank application forms**

Scrutiny of selected 75 STPs out of total 762 STPs issued by the ME Banswara during the period 2018-19 to 2020-21 revealed that in three cases, blank application forms were submitted by the contractors. In another case, application form was not signed. ME Banswara, however, issued STPs for all these cases without following the procedure mentioned in the rules.

The Government replied (May 2022) that these application forms have now been completed. The reply clearly shows that the ME Office was negligent

while granting STPs on blank/unsigned applications. Appropriate action should be taken on erring officials after responsibility has been fixed.

Recommendation 1: The Department may consider providing an online checklist for scrutiny of the applications along with enclosed documents and timely online disposal thereof to improve efficiency, transparency and documentation, which all will also aid in monitoring. The responsibility needs to be fixed for erring officials for accepting blank/unsigned applications.

2.7.7 Non-maintenance of STP Registers

According to the Manual of the Department, a register was to be maintained by each AME/ME office which should contain details of the STPs.

Further, as per circular dated 15 November 2011 issued by the State Government, the Works Department concerned was required to submit a copy of the work order and 'G' Schedule[25] of work containing details of minerals to be used (cubic meters or MT) for the execution of work to the ME/AME having jurisdiction over the area. The ME/AME concerned was required to ensure that the Works Department makes recovery of the royalty according to the option submitted by the contractor.

Scrutiny of records of selected ME/AME offices revealed that:

- Two ME offices[26] did not maintain the prescribed register during the period 2018-19 to 2020-21 and
- Although ME Alwar maintained a register for STPs granted for advance payment of royalty with application {Rule 51(9)(ii)} but for other STPs[27] no register was maintained.
- Thus, 2,504 STPs[28] granted (information provided by the offices) by these three offices were not monitored through the prescribed register.

In the absence of the registers, the details of contractors and royalty payment option submitted by them were not available with these offices to ensure recovery of royalty from all liable contractors. Further, assessment of the STPs was also not monitored.

The Government replied (May 2022) that there were sufficient provisions in DMGOMS to maintain profile/ register of these STPs. It was also stated that STP profile/ register was being updated by the offices concerned.

The reply therefore shows even more starkly that the offices concerned were not updating the profile/ register properly even though provision for the same existed. The online register lacks important information, *e.g.* contribution towards trust funds, STP fees, quantity of mineral required and used in the work, date of issue of no-dues certificate and date of payment of final bill, *etc.* As such, even if this register was used, the State/Department would not be in a

[25] It is a schedule of quantities and prices included in contract document.
[26] ME: Banswara and Bikaner.
[27] Other STPs: STPs granted under rule 51(9) (i, iii and iv).
[28] STPs-2,504: ME Alwar-886, ME Banswara-550 and ME Bikaner-1068.

position to follow and monitor whether all applicable dues have been paid by the contractor.

Similar point was brought to the notice of the Department *vide* paragraph 7.4.4.1 of the Report of the Comptroller and Auditor General of India on Revenue Sector for the year ended 31 March 2017. However, the Department has failed to evolve an effective mechanism till date (January 2024).

Recommendation 2: The Department may consider to introduce effective checks in the online system to catch non-payers of royalty/fee, etc. and responsibility should be fixed on erring officials.

2.7.8 Submission of record by STP holders

According to Rule 51(9) of RMMC Rules, 2017, the contractor had to submit the record for assessment of the royalty in each case except when the STP was issued under sub rule (9)(iv).

Further, as per Rule 2 (iv) of RMMC Rules, 2017, Assessing Authority means Mining Engineer, Assistant Mining Engineer or any other officer authorised by the State Government to make assessment.

2.7.8.1 Non-submission of records for assessment

Scrutiny of records of 492 STPs out of 6,784 issued by selected ME/AME offices revealed that there were 127 STPs with a total value of ₹ 411.23 crore that were supposed to be completed between April 2018 and March 2021, as specified in the work orders. However, the STP holders failed to submit records for the assessment of royalty even after a delay of two to 40 months from the stipulated completion date, as shown in **Table 2.11** below:

Table-2.11: Details of non-submission of records for assessment

Sl. No.	Name of Office	Test checked STPs	Non-submission of records (Number of STPs)	Period lapsed after stipulated date of completion of works (in months)	Amount of work orders (₹ in crore)
1	ME Ajmer	50	5	2 to 28	5.24
2	ME Amet	50	8	4 to 28	4.80
3	ME Bikaner	50	29	5 to 38	250.86
4	ME Bharatpur	50	22	5 to 35	49.89
5	ME Bhilwara	50	18	8 to 40	4.46
6	AME Balesar	92	16	2 to 38	2.72
7	ME Banswara	50	10	9 to 35	22.00
8	AME Baran	50	18	10 to 37	71.07
9	ME Alwar	50	1	10	0.19
Total		**492**	**127**	**2 to 40**	**411.23**

Source: Compiled by Audit.

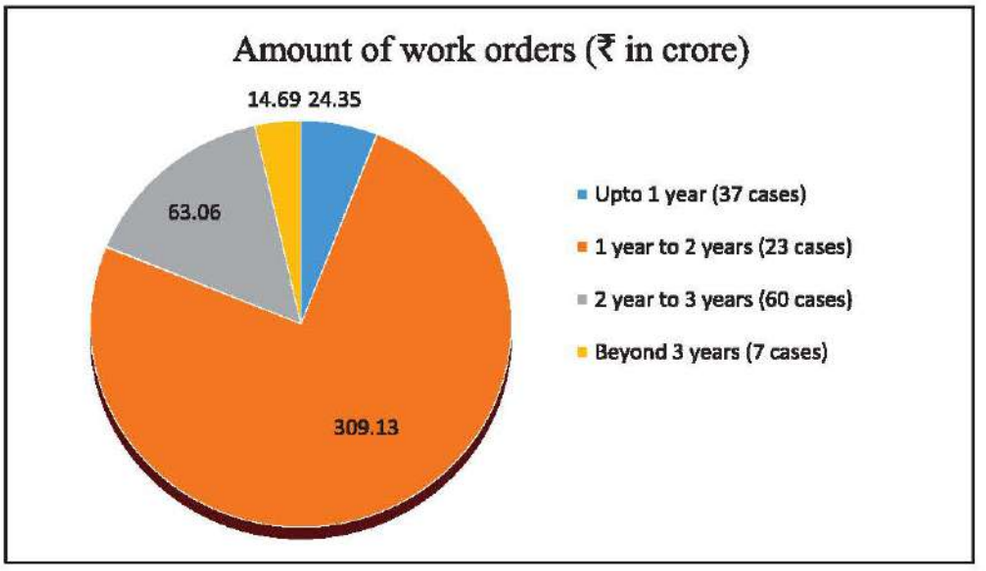


Figure 1: Graphical representation of the STPs for which records were not submitted for assessment.

The non-submission of records for assessment led to the inability to accurately assess royalty and DMFT contributions for works totalling ₹ 309.13 crore in 23 STPs, causing the Department to remain unaware of the correct amounts even after a lapse of one to two years.

The Government replied (May 2022) that notices were being issued for non-submission of records for assessment. Assessment of seven STPs had been completed. Instructions were also issued to offices concerned for compliance to the audit observations.

2.7.8.2 Non-submission of online return for royalty determination

The DMG issued (10 December 2018) orders for online submission of applications for STPs and uploading details of STPs on *DMGOMS* for effective monitoring. Further, the STP holders were also required to submit online return for royalty determination. However, no penalty provisions were prescribed for non-submission of online returns of STPs.

In the selected offices, 2,466 STPs were assessed for royalty during the period 2018-19 to 2020-21, out of which 225 STPs were selected for audit scrutiny. Analysis of information available on *DMGOMS* disclosed that STP holders did not submit online returns for assessment of royalty. The authorities concerned also did not initiate action for ensuring submission of e-returns since no penal provision was prescribed.

In the absence of e-returns, the ME/AMEs concerned were not able to monitor the consumption of minerals and realization of royalty through online portal, *i.e.* DMGOMS. As a result, the online portal failed to fully achieve its intended purpose.

The Government replied (May 2022) that there was no provision in the rules to submit online returns. However, directions have been issued by DMG to make suitable arrangements in the DMGOMS for submission of returns. The fact,

however, remains that the provision in the rules for submission of online return is still pending (January 2024).

Recommendation 3: The State Government may consider inserting provisions in the Rules for submission of online return by STP holders and penalty provision for non-submission of the return. Online submission of details of STPs would provide transparency and it would also play a deterrent role against leakage of revenue.

Audit objective 2: Whether fees/royalty were collected as per the prescribed rates and deposited in a timely manner.

Under this audit objective, it was noticed that STPs were issued without the advance royalty and DMFT amount of ₹13.20 crore by payment of the applicants. There were deficient assessments of STPs, resulting in a non-recovery of ₹ 0.72 crore. Additionally, there was a lack of coordination with other government departments, leading to the execution of works without valid STPs. Moreover, the excessive use of minerals beyond the permitted quantity, as well as instances of non or short deduction of royalty and contributions towards DMFT, were also identified. Irregularities in the procurement of minerals by *Panchayat Samities* were also noticed. These observations are discussed in detail in the succeeding paragraphs.

2.7.9 Assessment of STPs and collection of royalty and other dues

2.7.9.1 Non-payment of advance royalty and DMFT amount

According to Rule 51(9)(ii) of the RMMC Rules, 2017, the contractor shall apply for permit along with required quantity, permit fees, contribution in the DMFT Fund and royalty amount. The contractor shall submit the record for the assessment, along with consumption certificate issued by the competent authority, and get a no-dues certificate from the ME/AME concerned.

Rule 77 of the RMMC Rules, 2017 provides that simple interest at the rate of 18 *per cent* shall be charged from the due date on all dues in respect of dead rent, royalty, annual quarry license fee, royalty collection contract, excess royalty collection contract amount and contribution towards DMFT fund and Rajasthan State Mineral Exploration Trust (RSMET) fund.

Scrutiny of records of the office of AME, Balesar revealed that 46 STPs, out of test-checked 117 STPs, were issued under Rule 51(9)(ii) of RMMC Rules, 2017. As per the regulations, the contractor was obligated to make an advance deposit of royalty and contribution towards the DMFT fund at the time of submission of the application. However, these STPs were irregularly granted without the advance deposit of the required royalty and contribution of DMFT fund amounting to ₹ 13.20 crore.

A total number of 29 STP holders later on deposited the entire royalty amount. However, in the remaining 17 cases, ₹ 2.63 crore were pending to be deposited (July 2022). Out of 46 cases, 6 cases had fully paid advance DMFT contributions, 24 cases had paid the DMFT contributions with delay, and the remaining 16 cases, DMFT contributions of ₹ 0.33 crore was yet to be paid.

Thus, a total of ₹ 2.96 crore royalty and DMFT fund contributions remained unpaid. Additionally, interest of ₹ 1.87 crore on delayed payment of royalty

and DMFT fund contribution was not imposed or recovered for the period of 2018-2021.

The Government replied (May 2022) that royalty and DMFT amount was being received before granting permission for generation of *e-rawannas* to the STP holders. It was also replied that 15 days' notice had been issued to the contractors and the Works Departments concerned for depositing balance amount of royalty, DMFT and payable interest. However, the reply was silent on how STPs were issued without compliance with these mandatory requirements and on whether any action was being taken against the officials concerned for the loss of revenue.

2.7.9.2 Deficient assessments

Rule 51(9)(iii) of the RMMC Rules, 2017 provides that the contractor shall apply for permit along with a self-certified undertaking stating that the entire quantity of mineral will be procured or used royalty paid and submit the record of royalty paid minerals for the assessment, along with consumption certificate issued by the competent authority for making assessment, and get a no-dues certificate from the AME/ME concerned.

As per Rule 48(5) of RMMC Rules, 1986 and Rule 54(5) of RMMC Rules, 2017, whenever any person without a lawful authority raises any mineral from any land other than under any mineral concession or any other permission and where mineral so raised has already been dispatched or consumed, the competent authority shall recover cost of mineral, which shall be taken as ten times of royalty along with compounding fee.

During scrutiny of the records of selected ME/AME offices, it was noticed that 2,466 STPs were assessed under Rule 51(9)(iii) of RMMC Rules, 2017 during the period 2018-19 to 2020-21 and no-dues certificates were issued in all the cases. Examination of assessment records of selected 225 STPs showed that assessments were not done diligently in 38 cases. Audit noticed various irregularities in the *e-rawannas*/e-transit passes/royalty receipts submitted by the contractors for assessments. The details of irregularities noticed during these assessments are given in **Table 2.12** below:

Table-2.12: Details of irregularities noticed in assessments

Sl. No.	Irregularities noticed in the assessment	Number of cases	Quantity in MT	Amount (₹ in lakh)
1	Double adjustment of the transit passes (TPs), *i.e.* copies of same TPs submitted with the first and final bills or same TPs were submitted for different minerals	2	361	1.00
2	TPs submitted with the bills were issued by the Department after completion of the works	9	3,228	10.19
3	Name of STP holders and place of work were not mentioned in the royalty receipts/*e-rawannas*/TPs, but the same were considered/accepted at the time of assessment	10	10,456	30.72
4	Submitted TPs were related to other works	1	168	0.47
5	Contractors had not submitted the TPs/*e-rawannas* for the quantity of mineral used in the construction of work. However, no dues certificates were issued	6	7,627	21.38

Sl. No.	Irregularities noticed in the assessment	Number of cases	Quantity in MT	Amount (₹ in lakh)
6	Submitted TPs were issued prior to the date of work order/issue of STPs	9	1,452	4.11
7	Quantity of mineral consumed was short assessed	1	1,620	4.54
	Total	**38**	**24,912**	**72.41**

Source: Information compiled on the basis of records of MEs/AMEs concerned.

Despite the above shortcomings, the AMEs/MEs concerned accepted these documents as proof of royalty paid minerals and issued no-dues certificates, resulting in undue benefits for the contractors at the expense of the Department. Instead, the consumed minerals should have been considered illegal and the cost of minerals, amounting to 10 times the royalty, *i.e.* ₹ 72.41 lakh, should have been recovered.

The Government replied (May 2022) that notices were being issued and action would be taken to recover the amount. However, in one case of ME Amet, it was replied that the assessment was done according to the quantity intimated in material consumption statement. Further, contractor had also submitted evidence of use of royalty paid mineral of the quantity objected, therefore, no recoverable amount was pending. The reply regarding ME Amet is not tenable as conversion factor to convert cubic meter into metric ton was taken as 1.4 in tentative consumption statement, whereas in final consumption statement, the conversion factor was taken as 1.1. However, the ME assessed the quantity ignoring the fact. Further progress is awaited (January 2024).

Recommendation 4: The Department may consider developing a module for the online assessment of STPs, aimed at preventing revenue leakage arising from manual assessments.

Recommendation 5: The Department may consider conducting training sessions for the assessing authorities and staff to ensure accurate and error-free assessments.

2.7.10 Lack of coordination with other Government Departments

Rule 51 of RMMC Rules 2017 laid the procedure for deduction of amount from the bills of the contractors. The Works Departments, Local Bodies, and other Organizations concerned shall be responsible for deduction of royalty and contribution to the DMFT Fund and RSMET Fund on every running bill where contractor opts for deduction of royalty and contribution in DMFT Fund and RSMET Fund from running bill.

Further, Rule 51 (9)(ii) provides that the contractor may apply for permit along with bill of quantity or G-schedule, permit fees, contribution in the District Mineral Foundation Trust Fund and royalty amount. The contractor shall submit the records for the assessment, along with consumption certificate issued by the competent authority and get a no-dues certificate from the Mining Engineer or Assistant Mining Engineer concerned.

To ensure compliance with the rules, the Mines and Geology Department should proactively coordinate with other Departments to get regular information of works awarded, use of mineral, deduction of royalty, contributions to DMFT and RSMET Funds, final payment to contractors

without no-due certificates issued by Mines Department, *etc.* However, the same was not done by the Department and consequential results are discussed in the following paragraphs.

2.7.10.1 Execution of works without STPs

Analysis of Work Agreement Registers maintained by the selected six Works Departments[29] and information provided by these offices disclosed that 4,560 work orders were issued to the contractors out of which 3,757 works were executed by them during the period 2018-19 to 2020-21. However, STPs were issued only for 900 works. Therefore, the remaining 2,857 works were executed without obtaining STPs amounting to ₹ 368.81 crore. These works pertained to road renewals, patch repairs, construction of buildings, *etc.* which required the use of minerals in their execution. Details of execution of works without obtaining STPs are given in the **Table 2.13** below:

Table-2.13: Details of execution of works without obtaining STPs

Sl. No.	Name of ME/AME Office	Number of Works Departments	Works to be executed as per work order	Works executed	No. of STPs issued for works	No. of works executed without STP	Value of works executed without STPs (₹ in crore)
1	ME Ajmer	2	563	490	0	490	72.04
2	AME Amet	3	264	217	42	175	46.28
3	ME Bikaner	2	1,107	886	161	725	58.12
4	ME Bharatpur	2	536	316	18	298	21.15
5	ME Bhilwara	4	950	765	360	405	48.85
6	ME Alwar	3	380	374	316	58	8.41
7	ME Banswara	1	343	343	0	343	24.30
8	AME Baran	2	417	366	3	363	89.66
Total		**19**	**4,560**	**3,757**	**900**	**2,857**	**368.81**

Source: Compiled on the basis of information provided by the Works Departments.

The Government (May 2022) replied that directions have been issued (22 December 2021) to link the web-site of Mines Department with the web-site of the Works Departments to overcome these issues. Thereafter DMG again issued (18 November 2022) instructions to make compliance of the previous instructions. However, scrutiny of DMGOMS revealed that the same has not been done yet (January 2024).

Some illustrative cases of use of minerals without valid STPs are given below:

(i) Use of Mineral without valid STP

Ordinary earth

'Ordinary earth' used for filling or levelling purposes in the construction of embankments, roads, railways, buildings, *etc.* was notified as a minor mineral by the Government of India *vide* notification dated 08 February 2000. As no mining lease of mineral 'ordinary earth' was granted by the State Government, therefore, mineral ordinary earth can only be obtained under STP on payment of advance royalty. Thus, every contractor who had to use mineral ordinary earth in the construction has to get STP under option 51(9) (ii) of RMMC Rule

[29] Public Health Engineering Department, Public Works Department, Municipal Council (MC), Ajmer Development Authority (ADA), Water Resources Department (WRD) and Municipal Board (MB).

2017. According to Rule 74(2)(ix) of RMMC Rules 2017, no rent, royalty or fee shall be charged for excavation of ordinary earth from the borrow land and used in the construction of road or embankment anicuts, canals, dams in Government works, except in construction of National Highway, State Highway and Railway Tracks. The irregularities observed during the review of records from selected offices and executing agencies pertaining to the use of mineral ordinary earth are highlighted in the following paragraphs.

Scrutiny of records of STPs, no-dues certificates issued by the ME Bikaner and final bills passed by the Project Director, Rajasthan State Road Development and Construction Corporation Limited (RSRDCCL), Bikaner revealed that two contractors applied and were granted two STPs under option 51(9)(iii) by ME Bikaner and AME Churu to use mineral grit/ballast Bajri/ crusher dust sand and stone in the works. No STP was obtained for mineral ordinary earth. However, the contractors used mineral ordinary earth in the construction of State Highway (SH-06). After completion of the works, no-dues certificates were issued (July and November 2020) to the contractors by ME, Bikaner and AME, Churu.

Scrutiny of the final bills of both the construction works revealed that mineral ordinary earth (quantity 11.17 lakh MT) was used by the contractors without obtaining valid STPs. This has resulted in non-recovery of the cost of mineral (ordinary earth) amounting to ₹ 4.47 crore from the contractors. Details are given in **Table 2.14** below:

Table-2.14: Details of use of mineral ordinary earth without valid STPs

ME/AME office	Work order No. & date	Name of Contractor	Name of work	Quantity of Ordinary Earth used as per final bills (In lakh MT)	Royalty 10 time (Rate in ₹ per MT)	Cost of Mineral (₹ in crore) {5x6}
1	2	3	4	5	6	7
ME, Bikaner	03/ 25.04.2018	M/s KRA – SCC JV Jodhpur	Development of Dungargarh-Sardarshahar - Rajgarh,Road from Km. 71/000 to 133/000 (S.H.-06)	2.50	40	1.00
AME, Churu	04/ 01.05.2018	M/s Rajendar Singh Bhamboo Infra P. Ltd. Jaipur	Development of Dungargarh-Sardarshahar-Rajgarh,Road from Km. 133/000 to 231/000 (S.H.-06)	8.67	40	3.47
			Total	**11.17**		**4.47**

Source: Compiled on the basis of information provided by the Works Departments and MEs concerned.

On being pointed out (July 2021), ME, Bikaner replied (January 2022) that demand of ₹ 99.82 lakh had been raised. The Government replied (May 2022) that offices concerned had been asked to give compliance. However, responses from the offices concerned are still awaited (January 2024).

Use of River Sand

As per Rule 51(10) of RMMC Rules 2017, for the construction, repair and renewal of National or Mega Highways, Four or Six lane roads, laying and repairs of Railway Tracks, contractors shall apply as per sub-rule (3) and royalty and other payments shall be paid as per clause (ii) of sub-rule (9). Otherwise, they may obtain separate royalty paid *rawanna* from existing leases as per sub-rule (10) of Rule 44.

Scrutiny of the record of STPs and no-dues certificates issued (January 2019) by the ME, Bhilwara revealed that a contractor obtained (April 2013 to December 2016) 85 STPs from ME, Rajsamand-II and ME, Bhilwara after payment of advance royalty for use of mineral, ordinary earth and masonry stone in the work of National Highway[30] (November 2012). However, it was observed that the contractor used mineral river sand (quantity 71,216 MT) without obtaining STP, which was completely illegal. The contractor was, therefore, liable to pay the cost of the minerals, amounting to ₹ 2.14 crore[31]. However, ME Bhilwara assessed the work in January 2019 and recovered only the royalty amount of ₹ 0.20 crore for the river sand mineral, resulting in a shortfall of ₹ 1.94 crore.

The Government replied (May 2022) that notice for recovery of balance amount of ₹ 1.94 crore had been issued to the contractor. Status of recovery is still awaited (January 2024).

(ii) Non/short deduction of Royalty and contribution towards DMFT and RSMET Funds

(a) Rule 51(9)(iv) of the RMMC Rules, 2017 prescribes that the contractor shall apply for royalty deduction at the specified rates from running bills and a self-certified undertaking stating that the entire quantity of mineral used shall be royalty paid; and in such case, no assessment shall be required by the Department.

Therefore, the Works Departments and Local Bodies shall be responsible for deduction of prescribed amount from every running bill where the contractor opts for deduction of royalty/DMFT/RSMET amount from the running bills under the rule *ibid.*

Rule 13(1)(iii) of the DMFT Rules, 2016 prescribes that 10 *per cent of* royalty amount paid for minor minerals was required to be paid by the permit holder towards the DMFT Fund, *w.e.f.* 12 January 2015 in the account of the trust.

Further, according to Rule 8 (3) of RSMET, 2020, the mining leaseholders, quarry licensees and permit holders of minor minerals shall contribute to the Trust Fund in respect of any mineral removed from and/or consumed within the area allotted/permitted, a sum equivalent to two *per cent* of the royalty for first five years and thereafter a sum equivalent to one *per cent* of the royalty paid in terms of the Schedule II of the RMMC Rules, 2017.

Information of works awarded to the contractors for the period 2018-19 to 2020-21 and deduction of royalty and contribution towards DMFT, RSMET Funds by the seven Works Departments[32] was called for. These Departments provided work-wise details of deduction of royalty and contribution towards DMFT and RSMET Funds. Scrutiny of the information revealed that these

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[30] Four lane of Rajasmand - Bhilwara section of NH-758 (from Km 0.00 to Km 87.250) in the State of Rajasthan under NHDP phase-IV on Design, Build, Finance, Operate and Transfer (Toll) basis work order issued by National Highways Authority of India.

[31] 71,216 MT x Rate @ ₹ 30 Per MT x 10 = ₹ 2,13,64,800.

[32] Public Health Engineering Department (PHED), Public Work Department (PWD), Water Resources Department (WRD), Municipal Council Bhilwara, Additional District Project Coordinator, Samagra Shiksha (ADPC), Ajmer Smart City Limited (ASCL) and Municipal Board (MB).

Departments either did not deduct or short deducted the royalty and contribution towards DMFT and RSMET Funds amounting to ₹ 1.01 crore, *i.e.* royalty amount ₹ 76.60 lakh (172 works); DMFT Fund amount ₹ 23.49 lakh (705 works) and RSMET Fund amount ₹ 0.83 lakh (137 works) as shown in ***Appendix-3***. The Mines and Geology Department also did not monitor the deduction of royalty contribution towards DMFT and RSMET Funds by Works Departments.

The Government replied (May 2022) that letters have been written to the Works Departments concerned for recovery of the amount. Further details are awaited till date (January 2024).

(b) Procurement of minerals by *Panchayat Samities*

According to the condition of the tender form for procurement of mineral, the *Panchayat Samities* were required to deduct the royalty amount from the bills of the contractors. However, if royalty has been paid by the firm, an affidavit should be attached to the bill.

There were four *Panchayat Samities*[33] having 136 *Gram Panchayats* under the area of selected AME/ME offices. Five *Gram Panchayats* from each *Panchayat Samiti* were selected and five works of each *Gram Panchayat* were checked.

It was observed that during the period 2018-19 to 2020-21, minerals amounting to ₹ 43.65 lakh were procured in test-checked 51 works by 16 *Gram Panchayats* of which royalty amount of ₹ 3.82 lakh was to be deducted. However, neither the contractors submitted the affidavit for supply of royalty paid mineral nor the *Gram Panchayats* concerned deducted the royalty.

The Government replied (May 2022) that letters have been written to the *Panchayat Samities* concerned for recovery of the amount pertaining to two of the offices[34] and compliance regarding remaining offices were called for. Further progress is still awaited (January 2024).

Recommendation 6: The Department may consider expediting the compliance of the State Governments directions to link the web-site of Mines Department with the web-sites of the Works Departments and Panchayati Raj Institutions to avoid execution of works without STPs.

2.7.11 The Audit Assessment

Management of STPs was deficient on several counts. The Department could not monitor timely assessment and recovery of royalty due to non-maintenance of registers and/or absence of desired information in the registers maintained by MEs/AMEs. Online system, *i.e.* DMGOMS, introduced four years back also had minimal impact in enhancing monitoring and compliance as in most cases, field units used only part of online processes. Applications for issue of STPs were received online. However, none of the offices issued *e*-STPs. The STPs were issued without scrutiny of applications, on blank application forms and with incomplete undertakings in many cases.

[33] Amet 20 GPs, Balesar 38 GPs, Baran 26 GPs, and Bikaner 52 GPs.
[34] AME Balesar and ME Amet.

Assessments were also not done diligently by the AMEs/MEs concerned. This resulted in double adjustment of transit passes, acceptance of *rawannas*/transit passes which were issued after the completion of the works or issued prior to the date of work order/STPs, and transit passes which were not related to work. Despite the above shortcomings, AMEs/MEs concerned considered these documents as evidence of royalty payment and issued no-dues certificates. These no-dues certificates were a clearance to the Works Departments for final payment to the contractors without making the due royalty deductions. Thus, undue advantage was extended to the contractors.

Lack of co-ordination between the Mines and Geology Department and other Departments of the State Government resulted in short/non-deduction royalty, DMFT and RSMET contribution.

During the Exit Conference (May 2022), the Director, Mines and Geology assured to take corrective actions to improve the system. However, actions taken so far, if any, have not been communicated to Audit (January 2024).

2.8 Illegal excavation of mineral by Brick Earth Permit (BEP) holder

The Department irregularly issued brick earth permit and failed to prevent the permit holder from excavating brick earth beyond the permitted depth. This resulted in illegal excavation and consumption of 46,419 MT brick earth involving cost of ₹ 1.16 crore.

The State Government notified (10 June 1994) a procedure for issue of BEPs for use of mineral brick earth by the brick kilns. Accordingly, permits could be granted for a minimum period of one year and maximum period for five years. An applicant of BEP was required to submit an affidavit describing details of *Khasra* number from where brick earth is to be excavated. During the permit period, the permit holder can excavate and use brick earth only upto the permitted quantity.

The State Government inserted (November 2014) a new sub-Rule 63-B in the RMMC Rules, 1986 which provided that the excavation of brick earth, ordinary earth and ordinary clay upto a depth of one and half metre from the adjoining ground level shall be allowed.

Thereafter, RMMC Rules, 2017 were made effective from 1 March 2017. According to Rule 53(1) of RMMC Rules, 2017, no brick earth permit shall be granted if depth of brick earth is more than two metre from the surface.

Sub-Rule 8(ix) of the Rules *ibid* stipulates that the permit holder shall confine his working within the limits of the permit area and upto depth of two meter from the surface.

According to Rule 53(2) of RMMC Rules, 2017, the weight of one thousand bricks was 3.5 MT. However, by amendment (June 2017) in Rules, weight of one thousand bricks was reduced to 2.8 MT.

As per Rule 48(5) of RMMC Rules, 1986 and Rule 54(5) of RMMC Rules, 2017, whenever any person without a lawful authority raises any mineral from any land other than under any mineral concession or any other permission and where mineral so raised has already been dispatched or consumed, the

competent authority shall recover cost of mineral, which shall be taken as ten times of royalty along with compounding fee.

During audit (December 2020) of records of the office of the ME, Ajmer, it was noticed that a permit for excavation of 12,075 MT brick earth per annum was issued for a period of five years with effect from 28 July 2014. Brick earth was to be excavated from *Khasra* number 1228 and 1229 having an area of 0.35 hectare in village Nareli *Tehsil* Ajmer, district Ajmer. It was also noticed that Department had already sanctioned BEP twice on the same land and to the same applicant for excavation of 67,693 MT mineral brick earth during the period from July 2008 to July 2014.

Scrutiny of facts revealed that:

- The permit holder could excavate 7,350 MT brick earth[35] only in the land owned by him, *i.e.* 0.35 hectare up to a depth of one and half metre from the adjoining ground level, after insertion of Rule 63-B on 26 November 2014 and
- As the excavation of 67,693 MT[36] mineral brick earth was already permitted to the permit holder, therefore, further excavation of mineral was not to be permitted after 26 November 2014. However, the Department was not vigilant to ensure compliance of the amendments in the Rules (26 November 2014) and failed to prevent the permit holder from excavating brick earth beyond the permitted quantity.

Negligence of the Department resulted in illegal excavation of 46,419 MT[37] mineral brick earth involving cost of minerals of ₹ 1.16 crore[38] during the period 26 November 2014 to 27 July 2019.

The matter was reported to the Government (September 2021). The Government replied (February 2022) that the permit holder had illegally excavated quantity of 1.05 lakh MT of brick earth during the period 2008 to 2019. Penalty of ₹ 2.08 crore was recoverable. Notice would be issued to permit holder for recovery of the amount. Further, progress of recovery is awaited (January 2024).

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[35] 3,500 meter x 1.5 meter (Depth) x 1.4 (Conversion factor) = 7,350 MT.

[36] 9,975 MT *vide* permit number 45 dated 23 July 2008 (One year) + 57,718 MT *vide* permit number 741 dated 28 July 2009 (Five years).

[37] 26 November 2014 to 25 June 2017 (31,194 MT) + 26 June 2017 to 26 November 2017 (4,025 MT) + 27 November 2017 to 27 July 2019 (11,200 MT).

[38] 46,419 MT brick earth X ₹ 25 (royalty rate) X 10 = ₹ 1,16,04,750.

Public Health Engineering Department

2.9 Lackadaisical approach for recovery of amount against fake bank guarantee -Avoidable loss of ₹ 2.27 crore.

In a case of release of security against fake Bank Guarantee, inordinate delay by Public Health Engineering Department (PHED) Behror office to communicate about recovery to other PHED offices and inaction on the part of other offices resulted in release of payments to contractor and non-recovery of dues.

A work order[39] of ₹ 24.04 crore was issued (March 2016) in favour of M/s Deem Construction Company Private Limited, Jaipur (Contractor) by the Additional Chief Engineer, PHED, NCR, Alwar. The stipulated dates of commencement and completion of work were 13 April 2016 and 12 October 2017 respectively. As per Condition No. 59.1 of the Contract a Performance Security equal to 10 *per cent* of contract price was to be provided by the contractor valid upto 28 days from the date of issue of the certificate of completion.

The contractor failed to maintain progress of work since beginning as activities such as projectwise detailed work plan, designs approval and survey work were delayed. The contractor stopped the work in October 2019 and could complete the work amounting to ₹ 9.09 crore only. Due to fundamental breach of contract conditions, PHED decided (May 2020) to terminate the contract, to effect recovery and to call for fresh tender for the balance work. PHED measured (September 2020) the final outcomes of the contract and worked out the recoverable amount against the contractor as ₹ 11.98 crore[40].

As per Condition no. 59 of the contract, the contractor furnished Bank Guarantee (BG) of ₹ 2.27 crore (March 2016) valid up to 16 September 2017. However, due to non-extension of BG by contractor, the Executive Engineer (EE), Behror invoked the BG and retained ₹ 2.27 crore (September 2017).

Subsequently, the contractor requested (September 2019) for release of retained amount by submitting another BG of ₹ 2.27 crore, issued (13 September 2019) by SBI, JVPD Scheme Branch, Mumbai (SBI Mumbai). EE Behror released (24 September 2019) the retained BG of ₹ 2.27 crore after confirmation of BG from SBI Mumbai branch on the basis of e-mail (20 September 2019). Later, the contractor submitted (October 2019) another BG of ₹ 0.80 crore for release of retained Security Deposit-II (SD-II)[41]. On being asked through e-mail to confirm the second BG, SBI Mumbai intimated (October 2019) about non-issuance of any BG to the said contractor including the one for ₹ 2.27 crore stated to have been issued on 13 September 2019. EE Behror lodged (February 2020) First Information Report (FIR) against the submission of fake BG by the contractor which is still under investigation.

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[39] Work of providing, laying, jointing and commissioning of elevated services reservoirs and providing pumping system and ancillary works in Behror including provisional sum of ₹ 1.32 crore.

[40] ₹ 6.82 crore (50 *per cent* value of balance ₹ 13.64 crore) + ₹ 5.16 crore recovery against Bill of Quantities (BoQ) items.

[41] ₹ 0.80 crore.

EE informed (November 2019) the contractor about the fake BG and asked the contractor to submit a fresh BG of ₹ 2.27 crore. However, the contractor did not submit any fresh BG.

After lapse of six months, EE Behror requested (April 2020) other PHED offices[42] for recovery of the aforesaid amount from other ongoing works of the contractor. Audit observed that in PHED Project Division Bundi, this contractor had an ongoing work. However, even after being aware of the above incident of fake BG and recovery directions, PHED Project Division Bundi released ₹ 3.11 crore[43] to the same contractor between June 2020 to August 2021[44] without any recovery on this account.

Due to lackadaisical approach of PHED, the contractor found enough time to entangle the case in legal complications. The contractor filed a suit in the Commercial Court wherein it was decided (October 2020) to defer the recoveries. High Court Rajasthan further directed (March 2021) that fresh bids should be subject to final outcome of the present writ petition and the writ petition is under process (May 2022).

Thus, even after knowing about the fake BG, EE Behror did not take immediate steps for recovery and communicated other PHED offices for recovery after a lapse of six months. Further, even after this communication, EE Project Division Bundi failed to recover this amount and released ₹ 3.11 crore to the contractor. Consequently, the PHED was left with financial hold of only ₹ 1.46 crore against the recoverable amount of ₹ 11.98 crore.

On being reported (September 2021), the State Government replied (May 2022) that the firm filed a petition before the Commercial Court Jaipur who passed a stay order on 12 October 2020 and the matter is still sub-judice. The fact remains that due to lackadaisical approach to make recoveries after knowing about the fake BG and release of ₹ 3.11 crore (₹ 1.89 crore before the court stay order) to the contractor, the Department failed to recover ₹ 2.27 crore. This has resulted in avoidable loss of ₹ 2.27 crore. Even after being pointed out by audit no specific rectification steps to strengthen the system and to fix responsibility at project Division Bundi were taken so far.

2.10 Excess payment of price variation ₹ 17.04 crore

Incorrect indices, non-monitoring of declining trend of indices and lack of effective internal control resulted in over payment of price variation claims of ₹ 17.04 crore.

As per Rule 22 (xviii) of Public Works Financial & Accounting Rules (PWF&AR) Part-I, the Divisional Officer will be responsible for timely payment to contractors as per terms of contract after safeguarding the Government interest. Rule 378 of PWF&AR Part-I provides that in lump sum contracts costing more than ₹ 100 crore with stipulated completion period exceeding 18 months, price variation will be applicable as per terms and

[42] Including Zonal, Circle and Division offices in Kota and Bundi
[43] ₹ 2.41 crore (Running Bill Payments) + ₹ 0.70 crore (SD-II)
[44] June 2020 to October 2020 (till Court stay order) - ₹ 1.89 crore, November 2020 to August 2021 - ₹ 1.22 crore

conditions of the contract. Clause 45 of conditions of contract stipulates that if during the progress of the contract, price of any material/bitumen/diesel/ petrol/cement and steel incorporated in the work increases or decreases as compared to the price prevailing on the date of opening of tender or negotiation (where negotiated rates have been accepted), the amount payable to the contractor for the work shall be adjusted for increase or decrease in the rates.

Additional Chief Engineer, Public Health Engineering Department (PHED), Bikaner Region, issued (August 2013) a work order[45] for ₹ 475.90 crore[46] on turn key basis in favour of M/s L&T Limited Construction, Chennai (Contractor) with stipulated date of commencement and completion as 02 September 2013 and 01 September 2016 respectively. The work was completed on 02 January 2019 and contractor was paid ₹ 433.05 crore including ₹ 14.34 crore (December 2020) on account of price variation.

Test check of records at PHED Project Divisions Taranagar and Khetri revealed that as per contract terms, for calculation of price variation claims, prices of Hot Rolled Coil (HRC) were to be considered.

Soon after issue of work order, the HRC indices declined[47] continuously from the level of 153.1 (March 2014) to 127.8 (August 2016) and fell even below the Base indices (149.8). However, while computing price variation claim, the basis of indices of Steel Rods was considered in place of HRC.

Thus, due to adoption of incorrect indices for computation of price variation and non-monitoring the declining trend of indices, the Department made excess payments against price variation amounting to ₹ 17.04 crore ***(Appendix-4)*** indicating weak internal control System. Further, the financial hold against the Contractor under the contract was found only ₹ 0.09 crore which is negligible against the amount required to be recovered.

The State Government accepted the point (July 2022) and directed PHED to propose recovery from the firm. The fact however remains that the excess payment was made due to taking incorrect indices while allowing price variation and with negligible financial hold with the Department it would be very difficult to affect recovery.

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[45] Providing, laying, jointing, testing and commissioning of transmission pipelines from Jhunjhunu tehsil and rejuvenation and improvement of water supply system of Churu Bissau Project and allied works, O&M for 10 years after completion of defect liability period under Pakage-2 of Integrated Taranagar Jhunjhunu Sikar Khetri Drinking water supply project.

[46] ₹ 440.07 crore capital works + ₹ 35.83 crore O&M works.

[47] 153.1 (March 2014), 151.5 (June 2014), 149.9 (September 2014), 148.2 (December 2014), 144.8 (March 2015), 138.5 (June 2015), 131.1 (September 2015), 126 (December 2015), 125 (March 2016), 130.9 (June 2016) and 127.8 (September 2016).

PART-II

Compliance Audit Observations relating to State Public Sector Undertakings and Autonomous Bodies

1. Introduction of State Public Sector Undertakings and Autonomous Bodies

General

1.1 State Public Sector Undertakings (SPSUs) consist of State Government Companies, Government Controlled other Companies and Statutory Corporations. SPSUs are established to carry out activities of commercial nature keeping in view the welfare of people and they occupy an important place in the economy of the State. As on 31 March 2021, there were 45 SPSUs in Rajasthan. Out of these 45 SPSUs[1], audit of 31 SPSUs is entrusted to the office of the Accountant General (Audit-II) Rajasthan. Besides, audit of four Autonomous Bodies (ABs) of Rajasthan is also entrusted to the office of the Accountant General (Audit-II) Rajasthan. A list of the SPSUs/ABs under the audit jurisdiction of this office is detailed in ***Appendix-5.***

Audit mandate

1.2 The mandate for Audit by the Comptroller and Auditor General of India (CAG) is derived from Articles 149 and 151 of the Constitution of India and section 13 to 20 of the CAG's (Duties, Powers and Conditions of Service) Act, 1971 (DPC Act). Principles and methodologies for various audits are prescribed in the Regulations on Audit and Accounts, 2007, as amended in 2020, and the Auditing Standards, 2017 issued by the CAG. Accordingly, this office carries out audit of SPSUs and ABs under its audit jurisdiction.

Audit universe and coverage

1.3 During 2020-21, 1074 units pertaining to 31 SPSUs and four units pertaining to ABs were under audit universe of this office. Besides financial attest audit of these SPSUs/ABs, 133 units of SPSUs and two units of ABs were selected for compliance audit.

Compliance Audit Paragraphs

1.4 Part-II of this Report consists of one compliance audit paragraph and two compliance audit paragraphs relating to one AB[2] and two SPSUs[3], respectively. These compliance audit paragraphs were issued to the concerned Principal Secretary of the Government of Rajasthan as well as to the Head of concerned SPSUs/AB. The compliance audit paragraphs were issued with the

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[1] 38 Government Companies, four Government Controlled other Companies and three Statutory Corporations.

[2] Rajasthan Electricity Regulatory Commission (RERC).

[3] Rajasthan State Mines and Minerals Limited (RSMML) and Rajasthan Rajya Vidyut Prasaran Nigam Limited (RRVPNL).

request to furnish replies within a period of two weeks from issue of the paragraphs. By the end of October 2022, replies on two compliance audit paragraphs have been received from the State Government as well as the concerned SPSU/AB *i.e.* RRVPNL and RERC and the same have been suitably incorporated in this Report. In case of one compliance audit paragraph, in addition to reply of the State Government on the factual statement, reply furnished by the concerned SPSU (RSMML) on the draft paragraph has also been considered in this Report. Further reply of the State Government on the paragraph was, however, awaited (June 2023) as the SPSU did not furnish further progress of the case to the State Government. After incorporation of the replies, the revised paragraphs were again issued (18 December 2023) to the concerned Principal Secretary of the Government of Rajasthan as well as to the Head of concerned SPSUs/AB with request to furnish further reply in a period of two weeks and the replies received (upto February 2024) have been suitably included in the Report. The total financial impact of the compliance audit paragraphs is ₹ 16.93 crore.

Follow up action on Audit Reports and Inspection Reports

1.5 The Report of the CAG is the product of audit scrutiny. It is, therefore, necessary that they elicit an appropriate and timely response from the executive. The Finance Department, GoR issued (July 2002) instructions to all Administrative Departments to submit replies/explanatory notes to paragraphs/ performance audits (PAs) included in the Reports of the CAG within a period of three months after their presentation to the Legislature, in the prescribed format, without waiting for any questionnaire from the Committee on Public Undertakings (COPU). The GoR again reiterated (September 2022) its directions for submission of replies/explanatory notes in time. No explanatory notes were pending till September 2021.

Audit observations noticed during audit and not settled on the spot are communicated through Inspection Reports to the Heads of respective SPSUs/ABs. The Heads of SPSUs/ABs are required to furnish replies to the Inspection Reports within a period of one month.

Inspection Reports issued upto 31 March 2021 pertaining to 31 SPSUs disclosed that 2671 paragraphs relating to 581 Inspection Reports involving monetary value of ₹ 58228.17 crore remained outstanding at the end of September 2021. Further, in case of ABs, 80 paragraphs relating to 12 Inspection Reports involving monetary value of ₹ 170.29 crore remained outstanding at the end of September 2021. SPSU and AB wise status of Inspection Reports and audit observations remained outstanding as on 30 September 2021 is given in ***Appendix-6.***

Further, during 2020-21, compliance audit of the selected units was conducted. During the year 83 Inspection Reports containing 574 paragraphs and two

Inspection Reports containing 12 paragraphs were issued for SPSUs and ABs, respectively. In order to expedite settlement of outstanding paragraphs, Audit Committees were constituted in 14 SPSUs.

During 2020-21, 29 meetings of the Audit Committees were held in respect of SPSUs wherein position of outstanding paragraphs was discussed with the respective Executive/Administrative Departments to ensure accountability and responsiveness.

Recovery at the instance of Audit

1.6 During the course of compliance audit in 2020-21, recoveries of ₹ 1158.82 crore were pointed out to the Management of SPSUs/ABs. Further, recovery of ₹ 750.37 crore (₹ 44.33 crore against the recoveries pointed out during 2020-21 and ₹ 706.04 crore towards the recoveries pointed out in previous years) had been affected by SPSUs/ABs during the year 2020-21.

Status of placement of Separate Audit Reports of autonomous bodies in the State Legislature

1.7 The audit of accounts of four autonomous bodies in the State are under the jurisdiction of this office. As per prescribed time schedule, ABs are required to submit accounts of a financial year upto the 30th June of succeeding financial year. The status of entrustment of audit, rendering of accounts to audit, issuance of Separate Audit Reports (SARs) and its placement in the Legislature is given in ***Appendix-7.*** Delay in submission of annual accounts by these four autonomous bodies ranged from three months to 90 months upto 31 December 2021. Delay in finalisation of accounts carries the risk of financial irregularities going undetected, and therefore, the accounts need to be finalised and submitted to Audit at the earliest.

Discussion of Audit Reports by COPU

1.8 The status of discussion by the COPU on the Performance audit and Compliance audit paragraphs that appeared in Audit Reports (PSUs) as on 30 September 2021 was as under:

Table 1.1: Status of Performance audit and Compliance audit paragraphs appeared in Audit Reports *vis-a-vis* discussed by COPU as on 30 September 2021

Period of Audit Report	Appeared in Audit Report[4]		Paragraphs discussed	
	Performance Audit	Compliance Audit	Performance Audit	Compliance Audit
2015-16	2	10	1	9
2016-17	1	10	1	4
2017-18	1	7	-	-
2018-19	1	9	-	-

Source: Compiled based on the discussions by COPU on the Audit Reports.

[4] Includes Performance audit and compliance audit paragraphs belonging to SPSUs under the audit jurisdiction of office of the Accountant General (Audit-II) Rajasthan.

The discussion on Audit Reports (PSUs) up to 2014-15 has been completed.

2 Compliance Audit Observations on Autonomous Bodies

This part includes important audit findings emerged during compliance audit of Autonomous Bodies.

Rajasthan Electricity Regulatory Commission (RERC)

Introduction

2.1 India's Power Sector was beset with problems which impeded its capacity to respond to the rapidly growing demand for energy brought about by economic liberalisation. As a step towards implementing reforms in the Power sector, the GoI realised the need for establishment of the Central Electricity Regulatory Commission (CERC) at central level and State Electricity Regulatory Commissions (SERCs) at State levels. The concept of CERC and SERC as statutory bodies responsible for determination of tariff and grant of license at intra-State level was envisaged in the erstwhile Regulatory Commissions Act, 1998. The concept has been continued in the Electricity Act, 2003 (Act 2003) which was enacted (10 June 2003) by the Government of India (GoI) to consolidate the laws relating to generation, transmission, distribution, trading and use of electricity and for taking measures conducive to development of power industry. The Act 2003 also embedded laws required for promoting competition in power industry, protecting interest of consumers, rationalization of electricity tariff, ensuring transparent policies, constitution/ establishment of independent agencies viz. Central Electricity Authority (CEA), CERC/SERCs and Appellate Tribunal (APTEL), *etc.*

As per provisions of the Act 2003, the main responsibilities of the SERC are to determine the tariff for generation, supply, transmission and wheeling of electricity, wholesale, bulk or retail sale within the State; to issue licenses for intra-State transmission, distribution and trading; to promote co-generation and generation of electricity from renewable sources of energy, *etc.*

The GoR established (December 1999) the Rajasthan Electricity Regulatory Commission (RERC) as the SERC for the State of Rajasthan and it became operational *w.e.f.* 2 January 2000.

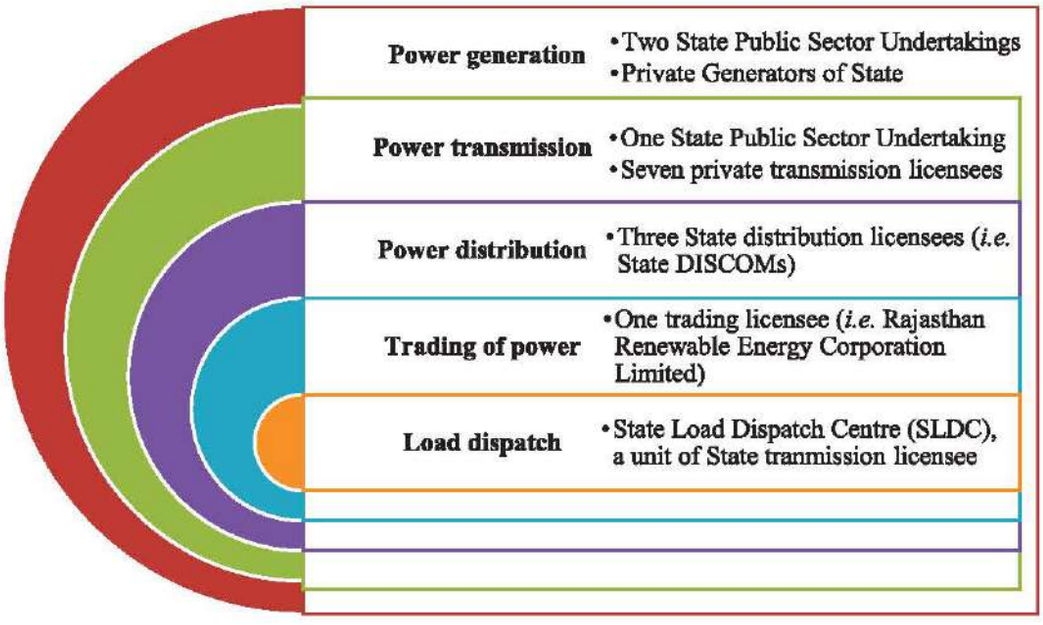
The GoI notified (January 2016) the Tariff Policy 2016 to promote transparency, consistency and predictability in regulatory approaches across jurisdictions and minimize perceptions of regulatory risks.

Purpose and composition of the Rajasthan Electricity Regulatory Commission

Purpose of constituting the RERC

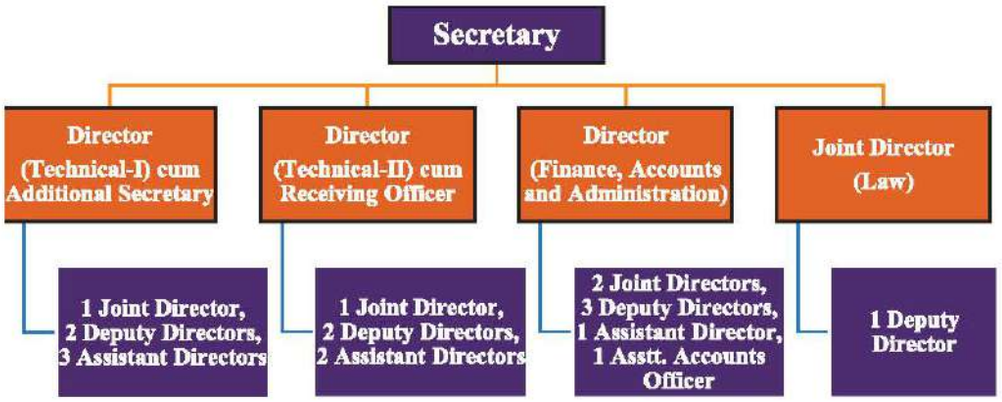
2.2 The RERC was constituted to regulate the Power Sector, viz. generation, transmission and distribution of power in Rajasthan. As on 31 March 2021, the regulatory control of the RERC was spread over the entities detailed in ***Appendix-8.*** The regulatory control of the RERC covered various entities and actions, described as hereunder:

Regulatory control of the RERC



Composition of the RERC

2.3 The RERC consisted of a Chairman and two Members. Besides, the RERC had appointed a Secretary, who being the principal officer, carries out the day-to-day functions. For assistance of the Secretary, the RERC has created four wings, *i.e.* two wings to deal with the technical matters, one wing to deal with the matters relating to finance, accounts and administration, and one wing to deal with the legal matters. The wing-wise hierarchy is as under:



Manpower in the RERC

2.4 Audit noticed that as on 31 March 2021, the RERC had 46 personnel (including Secretary) as against the sanctioned strength of 71 personnel and 25 posts were lying vacant. Out of these 46 personnel, 40 personnel were deployed through deputations from other entities. Further, sanctioned strength prescribed by the RERC provided for deployment of 26 professional personnel (37 *per cent*) having professional qualification and/or work experience in administrative/technical/ financial/ legal sectors. Out of these professional posts, nine posts[5] (35 *per cent*) were vacant as on 31 March 2021.

Powers of the Rajasthan Electricity Regulatory Commission

2.5 The Act 2003 extended the following three powers to the RERC:

Description of Power	Relevant provisions of the Act 2003
To frame regulations	Section 181 of the Act 2003 provided that the SERC may, by notification, frame regulations to carry out the provisions of this Act and the rules framed thereunder. Further, all regulations framed by the SERC shall be subject to the conditions of previous publication. Section 182 provided that every regulation framed by the SERC shall be laid, as soon as may be after it is framed, before the State Legislature. The status of major regulations framed by the RERC that remained in force during 2016-21 is depicted in ***Appendix-9.***
To adjudicate upon disputes	Section 86 (1) (f) of the Act 2003 stipulated that SERCs are to adjudicate upon the disputes between the licensees and generating companies, and to refer any dispute for arbitration. Section 111 and Section 125 of the Act 2003 further provided that any person aggrieved by an order made by an adjudicating officer or SERC under this Act and by APTEL may prefer an appeal to APTEL and Supreme Court of India, respectively. The GoI constituted APTEL in the year 2005 to hear appeals against the orders of the adjudicating officer or SERC.
Executive powers	The executive powers/functions of the RERC are given under Section 86 (1) {except the adjudicative function defined in sub-section 86 (1) (f)} of the Act 2003.

[5] Five posts of Joint Director level (*i.e.* Law-1, Finance, Accounts and Administration-2, Technical-2), Two posts of Deputy Director level (*i.e.* Law-1 and Economic Analyst-1) and two posts of Assistant Director level.

Functioning of the Rajasthan Electricity Regulatory Commission

Audit has reviewed and analysed the performance of the RERC in respect of its executive functions as against the laid down laws, rules and regulations for the period 2016-21. Our examination of records related to executive functions of the RERC disclosed that the RERC could not enforce timely submission of tariff and ARR applications from the entities under its regulation as there was no effective mechanism for its timely compliance and there were significant delays, ranging from 11 days to 428 days, in the submission of these applications. Additionally, the RERC itself exceeded the stipulated timeframes for issuing tariff orders. The proper implementation of the True-up mechanism for ARR on an annual basis was also not effectively ensured by the RERC. These delays were often caused by incomplete information or data provided by the regulated entities, further exacerbating the timely issuance of orders.

The RERC overlooked the directives of NTP 2016, which discourages creation of regulatory assets, and continuously allowed addition of revenue gap to distribution licensees. The RERC allowed revenue gaps to distribution licensees without ensuring efficiency improvements, which could have resulted in reducing the electricity costs for consumers in future.

The approach of RERC in allowing ROE in ARR and their truing up lacked consistency as it allowed varied rates of ROE to the regulated entities. There were shortcomings in monitoring mechanism as regards purchase of power agreements, Renewal Purchase Obligation (RPO) compliance as well as examination of Standard of Performance (SOP) reports. The RERC also did not prescribe automatic payment of compensation mechanism for 16 guaranteed standard of services in SOP Regulation 2021.

2.6 Audit has reviewed and analysed the performance of the RERC in respect of its executive functions as against the laid down laws, rules and regulations for the period 2016-21 and the same are discussed from **sub-paragraph to 2.6.1 to 2.6.15.** The powers of RERC to frame regulations, except sufficiency and adequacy of the framed regulations, and to adjudicate upon disputes are not audited.

Audit objectives

2.6.1 The Audit was conducted to assess whether:

- An efficient and effective process, conforming to the guiding principles of the Act, existed for determination of tariff;
- An effective monitoring mechanism was in existence to ensure that entities adhere to the determined Standard of Performance and redressal of consumer grievance;

- The RERC was prompt in discharging its functions of extending advice to the GoR in the matters referred to it and promoting use of renewable sources of electricity.

Audit findings

2.6.2 The audit findings were communicated (March 2022) to the State Government as well as the RERC. Reply furnished (April 2022) by the RERC was endorsed by the State Government and the same has been considered.

Executive Function

2.6.3 Section 86 (1) of the Act 2003 *inter alia* included the following executive functions of the RERC:

- Determining the tariff for generation, supply, transmission and wheeling of electricity, wholesale, bulk or retail, as the case may be, within the State;
- Regulating electricity purchase and procurement process of distribution licensees including the price at which electricity shall be procured from the generating companies/licensees/other sources through agreements for purchase of power for distribution and supply within the State;
- Promoting co-generation and generation of electricity from renewable sources of energy by providing suitable measures for connectivity with the grid and sale of electricity to any person; and to specify, for the purchase of electricity from such sources, a percentage of the total consumption of electricity in the area of distribution licensee; and
- Specifying or enforcing standards with respect to quality, continuity and reliability of services by licensees.

The findings on the executive function of the RERC are discussed below:

Determination of tariff

Tariff and Aggregate Revenue Requirement

2.6.4 Section 62 of the Act 2003 (Determination of Tariff) provided that an SERC shall determine the tariff for supply of electricity by a generating company to a distribution licensee; transmission of electricity; wheeling of electricity; and retail sale (distribution) of electricity.

The RERC notified (24 February 2014 and 10 May 2019) the RERC (Terms and Conditions for Determination of Tariff) Regulations 2014 (Tariff Regulation 2014) and Tariff Regulation 2019 for the five years' period from

2014-15 to 2018-19 and 2019-20 to 2023-24 respectively. In addition to approval of tariff, both the tariff regulations prescribed provisions for approval of Aggregate Revenue Requirement (ARR[6]) and their truing up[7].

The process of determination of tariff and approval of ARRs (including their truing up) is depicted in the flow-chart given below:

Chart 2.1: Process of Determination of Tariff



During 2016-21, the RERC determined tariff and approved ARRs and their truing up of three generating companies[8], one State transmission licensee[9] which was also maintaining the State Load Dispatch Centre (SLDC) and three distribution licensees[10]. As regards the generating companies and transmission licensees where tariff was determined through transparent process of bidding, the RERC adopted such tariff as per Section 63 of the Act 2003.

Submission of applications for approval of ARR and determination of tariff

2.6.5 Section 64 of the Act 2003 (Procedure for Tariff Order) provided that an application for determination of tariff shall be made by a generating company/ licensee.

Regulation No. 6 of the RERC (Terms and conditions for determination of Tariff) Regulations 2014/2019 (Tariff Regulations) provided that every generating company/licensee shall file the application/ petition for approval of

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6 ARR means the requirement of generating company/licensee for recovery, through tariff, of allowable expenses and return on equity capital pertaining to their business.

7 Truing up means the adjustment of the actual amount incurred by the licensee against the estimated/ projected amount determined under the ARR.

8 Rajasthan Rajya Vidyut Utpadan Nigam Limited (RRVUNL), Giral Lignite Power Limited (GLPL) and Raj West Power Limited (RWPL).

9 Rajasthan Rajya Vidyut Prasaran Nigam Limited (RRVPNL).

10 Three State DISCOMs, *viz.* Jaipur Vidyut Vitran Nigam Limited, Ajmer Vidyut Vitran Nigam Limited and Jodhpur Vidyut Vitran Nigam Limited.

ARR and determination of tariff for the ensuing year latest by 30th November of each year.

Audit analysed the timeliness of the applications/petitions furnished by the generating companies and transmission/distribution licensees for approval of ARR and determination of tariff for the periods from 2016-17 to 2021-22. The delay in receipt of tariff applications beyond the prescribed schedule was as below:

Table 2.1: Delay in furnishing applications for the periods from 2016-17 to 2021-22

(Delay in days)

Name of regulated entity	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22
RRVUNL	134	44	54	11	No delay	32
GLPL	207	63	32	14	No delay	120*
RWPL[11]	232	No delay	No delay	No delay	No delay	120*
RRVPNL (including SLDC)	42	62	27	50	No delay	31
Three State DISCOMs	427-428	61-62	No delay	256	360	No delay

***Not filed till 31 March 2021.**
Source: Information compiled on the basis of Tariff and ARR orders issued by the RERC.

Audit observed that there were events where the applications were filed even after commencement of the financial year concerned.

The RERC stated (April 2022) that the regulated entities seek time extension in case of delay. The RERC further stated (February 2024) that the DISCOMs filed (30 November 2022) the ARR and tariff application for 2023-24 in time.

The reply was not satisfactory as the RERC was unable to ensure timely submission of applications by the regulated entities. Had the RERC prescribed penal provision, as per Section 142 of the Act 2003, in its Tariff Regulations, it could have enforced the regulated entities for timely submission of the applications. Delay in submission of application for ARR by the regulated entities cause cascading effect on the approval of tariff for ensuing year.

Recommendation 1: The RERC may lay down and exercise necessary penal provisions through relevant regulations to ensure strict compliance with the regulations.

Determination of tariff by the RERC

2.6.6 Section 64 of the Act 2003 (Procedure for Tariff Order) provided that the SERC shall either issue a tariff order by accepting the application with such modifications/conditions as may be specified in that order or reject the application for reasons to be recorded in writing within a period of 120 days from receipt of the application. Further, every applicant was to publish the application as specified by the SERC.

[11] Renamed as JSW Energy (Barmer) Limited in October 2018.

The APTEL too had issued (November 2011) directions to all SERCs which stipulated that every SERC should endeavour to ensure determination of tariff before 1st April of the tariff year concerned. Further, in the event of delay in filing the application beyond one month, the SERC must initiate *suo-moto* proceedings for determination of tariff for distribution licensees. These directions were also reiterated by the GoI in the Tariff Policy 2016 which stipulated that any gap due to delay should be on account of the distribution licensee.

The time taken for issuing the tariff orders in excess of the prescribed period in respect of the tariff applications relating to 2016-17 to 2021-22 was as detailed below:

Table 2.2: Delay in issuing order/rejecting tariff applications for the periods from 2016-17 to 2021-22

(Delay in days)

Name of regulated entity	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22
RRVUNL	68	38	No delay	60	167	249
GLPL	46	307	27	126*	142*	Not filed
RWPL#	215	415	443	No delay	No delay	Not filed
RRVPNL (including SLDC)	154	No delay	7	65	198	237
Three State DISCOMs	155-156	155-156	59	64	245	245

*** Application rejected as the plants of the regulated entities did not remain in operation.**
The RERC determined only interim tariff pending decision on coal transfer price.
Source: Information compiled on the basis of Tariff and ARR orders issued by the RERC.

Audit observed that the RERC could not determine the tariff within the time limit prescribed in the Act 2003. Further, the tariff was determined after commencement of that financial year for which it was to be made applicable. The delay was mainly attributable to not ensuring acceptance of only complete application from the regulated entities. Further, the RERC also took a long time in arranging for additional information/data from the regulated entities and issuing tariff orders even after completion of public hearing. Audit also observed that the RERC had not initiated *suo moto* proceedings for determination of tariff in any of the cases where delay in submission of application by the State DISCOMs was beyond one month. As a result, the RERC could not ensure determination of tariff before commencement of the tariff year concerned.

The RERC, while quoting provisions of Section 64 of the Act 2003, stated (April 2022) that 120 days for deciding the application should be counted from the date from which application has been completed by the applicant and not from the date of filing. As regards delay in issue of tariff orders for RRVUNL and RRVPNL, the RERC further stated (February 2024) that it generally adhered to the timeline, however there was some delay due to delay in filing of applications, submission of reply on comments/suggestions of stakeholders, furnishing of additional information *etc.*

The reply was not acceptable as the Act 2003 clearly stipulated a timeframe of 120 days from the date of receipt of application for issue of the tariff order or

rejecting the same if not found in prescribed manner and therefore, the RERC was required to ensure issue of tariff orders within the timeline stipulated under the Act 2003. Further, delay in determination of tariff puts additional burden on the distribution licensees as the generating companies and transmission licensees can recover the revised tariff from them retrospectively whereas they have to apply the revised tariff prospectively. During 2016-21, tariff was revised for the year 2019-20 with an estimated revenue increase of ₹ 4,817 crore for the DISCOMs. However, the revised tariff order came into force from 01 February 2020 instead of applicable date of 01 April 2019 due to delay in application by DISCOMs and approval by RERC. Thus, as tariff revision was effective for lesser period, the additional revenue for the year 2019-20 works out to ₹ 792 crore only for the DISCOMs.

Truing up of ARR

2.6.7 **(i)** Regulation No. 6 (read with Regulation No. 5) of Tariff Regulations provided that every generating company/licensee, latest by 30th November of each year, shall file the application/petition for truing up of ARR of previous year based on the audited financial statements.

Audit analysed the timeliness of the applications/petitions furnished by the generating companies and transmission/distribution licensees for truing up of ARR for the periods from 2014-15 to 2019-20. The delay in receipt of tariff applications beyond the prescribed schedule was as detailed below:

Table 2.3: Delay in furnishing applications for truing up of ARRs for the periods from 2014-15 to 2019-20

(Delay in days)

Name of regulated entity	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20
RRVUNL	410	44	54	31	No delay	32
GLPL	763	397	32	31	No delay	NA*
RWPL	Application for truing up of ARRs not received as approvals of ARRs were provisional.					
RRVPNL (including SLDC)	58	62	27	50	No delay	36
Three State DISCOMs	375-382	9-16	No delay	0-1	47-58	1-29

*** Not applicable as application of ARR and tariff was rejected.**
Source: Information compiled on the basis of orders issued by the RERC for truing up of ARR.

Audit observed that the RERC did not initiate any penal action against the regulated entities under Section 142 of the Act 2003 for not complying with the tariff regulations.

(ii) The APTEL, in its directions (November 2011), stipulated that every SERC has to ensure that true up of ARRs is conducted on year-to-year basis as per the time schedule specified in regulations. Thus, true up of an ARR is to be done in the subsequent year.

The Scheduled *vis-à-vis* True up year of ARR and the time taken by the RERC for truing up of ARRs *i.e.* calling information from receipt of application,

receiving the information from the regulated entities and thereafter in taking the true up decisions for the periods from 2014-15 to 2019-20 was as detailed below:

Table 2.4: Scheduled *vis-à-vis* True up year of ARR and time taken for truing up of ARRs for the periods from 2014-15 to 2019-20

(Time in days)

Name of regulated entity	Year of ARR		2014-15	2015-16	2016-17	2017-18	2018-19	2019-20
	Scheduled year of true up		2015-16	2016-17	2017-18	2018-19	2019-20	2020-21
RRVUNL	True up year		2017-18	2017-18	2018-19	2019-20	2020-21	2021-22
	Time taken to	Call for the information	48	48	56	99	48	215
		Receive the information	78	78	34	30	123	112
		Take the decision	32	32	25	88	116	21
		Total time	158	158	115	217	287	348
GLPL	True up year		2018-19	2018-19	2018-19	2019-20	2020-21	NA*
	Time taken to	Call for the information	99	99	99	99	NA	NA
		Receive the information	10	10	10	23	NA	
		Take the decision	38	38	38	89	NA	
		Total time	147	147	147	211	262	
RWPL	Truing up of ARRs was not done as approval of ARRs were provisional.							
RRVPNL (including SLDC)	True up year		2016-17	2017-18	2018-19	2020-21	2020-21	2021-22
	Time taken to	Call for the information	63	27	15	22	48	223
		Receive the information	47	25	76	135	123	110
		Take the decision	164	63	36	28	147	24
		Total time	274	115	127	185	318	357
Three State DISCOMs	True up year		2017-18	2017-18	2018-19	2019-20	2020-21	2021-22
	Time taken to	Call for the information	31	31	70	38	37	56
		Receive the information	113	113		130	160	113
		Take the decision	149	149	109	228	169	83
		Total time	293-300	293-300	179	396-397	366-377	252-286

*** Not applicable as application of ARR and tariff was rejected.**
Source: Information compiled on the basis of orders issued by the RERC for truing up of ARR.

Audit observed that the RERC did not ensure acceptance of complete true up application from the regulated entities. It also took inordinate time in calling for information from the regulated entities (ranging between 15 days and 223 days) and taking decision on the applications after receipt of the requisite information (ranging between 21 days and 228 days). Thus, the RERC took long time ranging upto 397 days in issuing the true up orders by completing the truing up process. Further, the RERC did not conduct true up of ARRs on a year-to-year basis.

The RERC, while quoting provisions of Section 64 of the Act 2003, stated (April 2022) that 120 days for deciding the true up orders should be counted from the date from which application has been completed by the applicant. As regards delay in issue of true up orders for RRVUNL and RRVPNL, the RERC further stated (February 2024) that it generally adhered to the timeline, however there was some delay due to delay in filing of applications, submission of reply of comments/suggestions of stakeholders and additional information *etc.*

The reply did not address the audit observation as regards to delay in submission of true up applications by the regulated entities and inordinate time taken by the RERC in taking the decision after receiving the information. The fact thus remained that the RERC could not ensure true up of ARRs on year-to-year basis.

Recommendation 2: The RERC may ensure strict adherence to the prescribed timeline for furnishing applications by the licensees and determination of tariff as well as approval/true up of ARR.

Components of tariff and ARR

2.6.8 Section 61 of the Act 2003 stipulated that the SERC, while specifying the terms and conditions for the determination of tariff, shall be guided by certain factors/principles. These factors/principles, *inter alia*, consisted of (i) distribution and supply of electricity on commercial principles; (ii) safeguarding consumers' interest along with recovery of the cost of electricity in a reasonable manner; (iii) the tariff progressively reflects the cost of supply of electricity; (iv) Tariff Policy, *etc.*

During the course of audit, it was noticed that the RERC considers various factors while determining tariff and approving ARRs submitted by the generating companies/ licensees. Audit reviewed the components considered by the RERC while determining the tariff and approving the ARRs with a view to analyse any inconsistency with the provisions laid down in the Act 2003 and rules framed thereunder, regulations adopted by the RERC, *etc.* The inconsistencies noticed in the components of tariff/ARRs, *viz.* regulatory assets/revenue gap and its carrying cost as well as Return on Equity (ROE) are discussed in **paragraphs 2.6.9 and 2.6.10**.

Regulatory assets/ revenue gap

2.6.9 The Tariff Policy 2016, issued by the GoI, provided that the facility of a regulatory asset[12] should only be adopted by SERCs as a very rare exception. Further, the circumstances should be clearly defined through regulations and should only include natural causes or *force majeure* conditions.

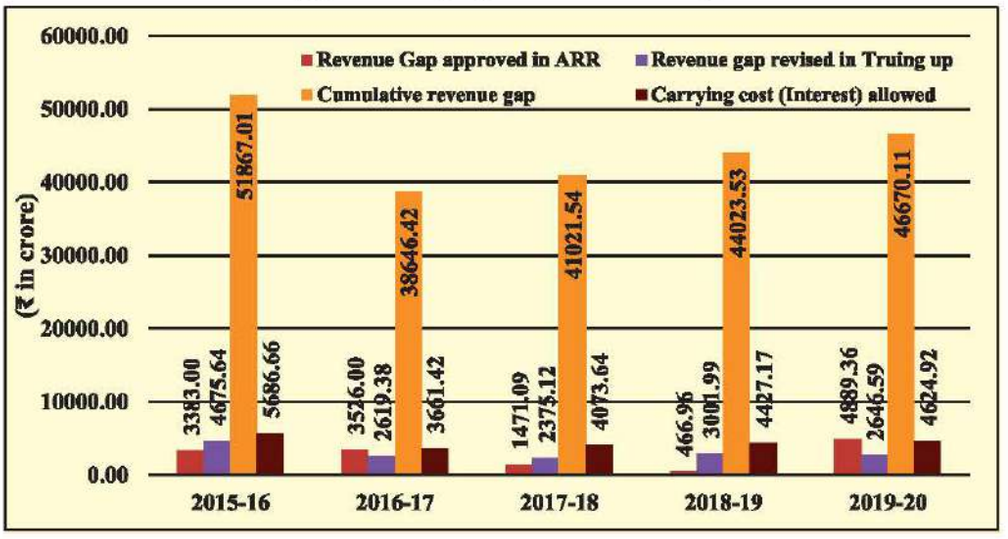
[12] Regulatory Asset is the previously incurred expenditures/losses that have been deferred and can be recovered from consumers by regulatory authorities in future through tariff revision.

The Tariff Regulations 2009, 2014 and 2019 framed by the RERC, also provided that Regulatory Asset shall be created only under exceptional circumstances, such as *force majeure* conditions, like natural calamities, court decree having very high impact, *etc.* and not to limit the tariff hike in any particular year. These regulations further provided that the Regulatory Asset shall be amortised in such a manner that it is co-terminus with the Multi-Year Tariff Control Period and carrying cost shall be allowed to be added to the revenue requirement of each year till such time the Regulatory Asset is fully amortised.

The RERC's orders on tariff and ARR of distribution licensees for the period 2015-16 to 2019-20 reflected that the RERC approved the ARRs of the distribution licensees with revenue gap, *i.e.* difference of expenditure and revenue approved in the ARR for the year. The RERC further revised the revenue gap so approved while truing up of ARRs of these periods. The RERC also allowed addition of carrying cost (interest) on the opening cumulative revenue gap of the distribution licensees approved by it.

The revenue gap and carrying cost (interest) allowed for the years during 2015-16 to 2019-20 are given in the **Chart 2.2** below:

Chart 2.2: Revenue gap and carrying cost allowed during 2015-16 to 2019-20



Source: Orders issued by the RERC for truing up of ARRs.

Audit noticed that accumulated losses of the distribution licensees during the corresponding period ranged between ₹ 86,867.75 crore and ₹ 94,633.19 crore. Further, despite infusion of subsidy worth ₹ 46,816.47 crore under Ujwal DISCOM Assurance Yojana (UDAY) by the GoR, the level of accumulated losses of the distribution licensees remained almost unchanged. This indicates that one time liquidation of accumulated debt was not enough and there were other factors which needed to be reviewed for better financial management/closing the revenue gap.

NITI Aayog, in its report (Turning Around the Power Distribution Sector), also suggested (August 2021) that no new regulatory assets

should be created. Further, the existing regulatory assets should be cleared according to a defined schedule over the next three-to-five years through appropriate tariff changes.

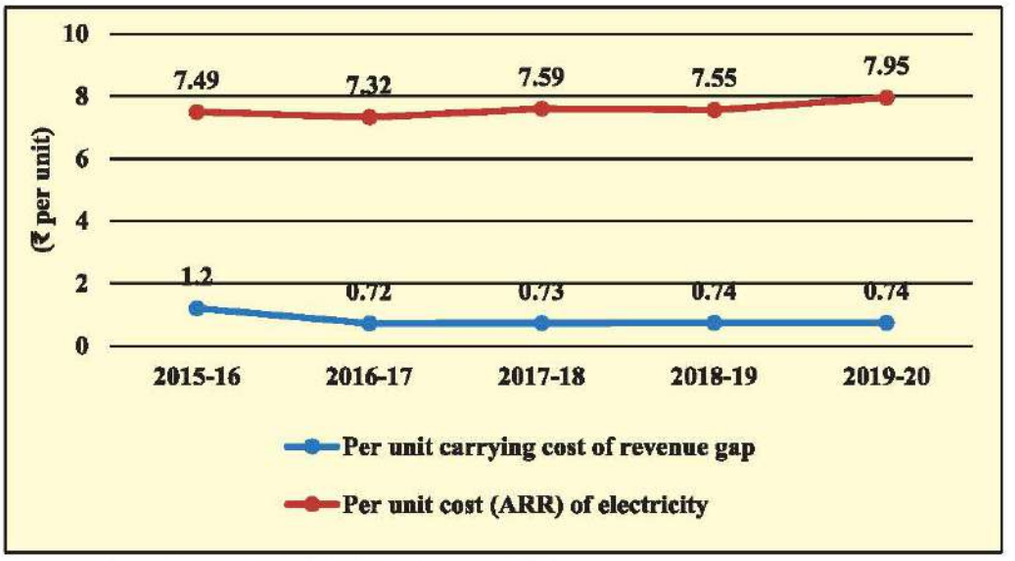
Since the distribution licensees were commercial entities, their revenue/ tariff estimates for a financial year should have been higher as compared to the expenditure envisaged for the year. Tariff and ARR applications and truing-up applications filed by the distribution licensees for 2015-16 to 2019-20, however, reflected the reverse position as they claimed significant revenue gap ranging between ₹ 4,816.04 crore and ₹ 11,240.77 crore.

Audit observed that:

(i) The RERC kept on allowing addition of revenue gap on year-on-year basis which could not be construed as an exceptional circumstance. Thus, the revenue gap allowed in ARRs/truing up of ARRs of the distribution licensees for the period from 2015-16 to 2019-20 was not in consonance with the provisions of the Act 2003, the Tariff Policy of the GoI and Tariff Regulations issued by the RERC itself. Further, the RERC could not devise any mechanism to amortise the cumulative revenue gap of distribution licensees;

(ii) The RERC considered the carrying cost of revenue gap and allowed its addition on the opening cumulative revenue gap of the distribution licensees. The share of carrying cost of revenue gap in per unit cost of electricity was significant as it ranged between 9.31 *per cent* and 16.02 *per cent* during 2015-20 as shown in the **Chart 2.3** below:

Chart 2.3: Carrying cost of revenue gap *vis-a-vis* cost of electricity



Source: Orders issued by RERC for truing up of ARRs.

(iii) Due to continuing the practice of allowing revenue gap, the carrying cost allowed by the RERC on the cumulative revenue gap during each of the five years had surpassed the amount of revenue gap allowed for the respective year as shown in **Chart 2.2**; and

(iv) The RERC, belatedly, advised (March 2021) the GoR to constitute a Task Force immediately to monitor the performance of the State DISCOMs and to take corrective measures for improving their operational efficiency and financial management. The GoR did not respond to the advice till 31 March 2022.

The RERC stated (April 2022) that the tariff order is issued after following due procedure, considering the suggestions/objections of stakeholders and keeping in view of the orders of the Supreme Court, APTEL, provisions of National Tariff Policy (NTP), National Electricity Policy, etc. to keep balance between consumer interest and recovery of cost of electricity. It further stated that amortization of regulatory assets would be possible only when distribution licensees would have surplus revenue for adjusting the regulatory assets. The RERC further stated that in its recent order (24 November 2021), it has started reducing the gap so as to amortise the regulatory gap.

The reply was not acceptable as NTP 2016 prohibits creation of regulatory assets. Further, the accumulated regulatory gap not only pose a possible tariff shock for the consumers but also is a burden for the DISCOMs which would have to resort to borrowings to meet the revenue gap. The RERC also could not devise any mechanism in reducing/ amortising the regulatory gaps of the DISCOMs which had been accumulated to dangerous levels over the years.

The RERC informed (February 2024) that it had not created any new regulatory assets in ARR orders for 2022-23 and 2023-24 and had taken a view regarding amortisation of the regulatory assets by levying regulatory surcharge, tariff increase or adjustment against revenue surplus.

Recommendation 3: The RERC may take stricter measures to improve efficiency of distribution licensees and allow revenue gap only in exceptional circumstances, as already envisaged.

Return on Equity

2.6.10 Regulation No. 20 of the Tariff Regulations 2014 provided that Return on Equity (ROE) shall be computed at the rate of 15.50 *per cent* for generating companies and transmission licensees and at the rate of 16 *per cent* for distribution licensees. The RERC revised the rate of ROE to 14 *per cent* for transmission licensees and SLDC and to 15 *per cent* for generating companies under Regulation No. 20 of the Tariff Regulations 2019.

Clause 4.2 (Return on Equity) of Rajasthan Power Sector Financial Restructuring Plan (FRP-2013) stipulated (June 2013) that no ROE has been considered for the three distribution licensees of the State during the projection period till 2021-22. It further stipulated that the GoR has also committed not to consider any ROE from RRVUNL (Generation Company of the GoR) and RRVPNL (Transmission licensee) during the same period.

Further, the distribution licensees did not claim any ROE for the periods from 2015-16 to 2018-19 and 2020-21. They claimed ROE (₹ 840 crore) in the tariff and ARR application for the period 2019-20 which was not considered by the RERC.

Audit noticed that RRVPNL and RRVUNL claimed ROE in their tariff and ARR applications for the periods from 2015-16 to 2020-21. The RERC, while approving the ARRs and their truing up, considered ROE for these periods as detailed below:

Table 2.5: ROE allowed to RRVPNL and RRVUNL for the period 2015-16 to 2020-21

Financial year	ROE allowed to RRVPNL		ROE allowed to RRVUNL	
	Amount (₹ in crore)	%	Amount (₹ in crore)	%
2015-16	259.53	8.00	201.25	5.00
2016-17	427.78	12.00	700.40	15.50
2017-18	75.74	2.00	752.59	15.50
2018-19	79.94	2.00	788.00	15.50
2019-20	83.80	2.00	0.00**	0.00
2020-21	95.69*	2.00	955.21*	15.00
Total	**1022.48**		**3397.45**	

*** Based on orders approving ARRs.**
**** RRVUNL, as against RoE allowed in ARR (15 per cent), claimed zero RoE in true up application as per GoR permission**
Source: Orders of truing-up of ARRs.

Audit observed that:

(i) RRVPNL and RRVUNL, while claiming ROE in the applications submitted for tariff and ARR and for truing-up of ARR, did not disclose the commitment of the GoR under FRP-2013 wherein both these State PSUs were restricted to claim any ROE till 2021-22. The RERC also did not consider this commitment while analysing the ARRs/truing up of ARRs. Resultantly, the RERC allowed ROE in ARRs of RRVPNL and RRVUNL for the periods from 2015-16 to 2020-21 whereas it should have been disallowed;

(ii) It was also noticed by Audit that GoR gave approval for RoE to RRVPNL and RRVUNL for the years 2015-16 to 2017-18 in contradiction to its own commitment. However, though it denied (January 2020 and August 2020) approval for the years 2018-21, RERC allowed ROE to RRVUNL and RRVPNL for 2018-21 without ensuring proper approval of the GoR, whereas in case of DISCOMs it had denied the claim for the year 2019-20 due to the absence of proper approval.

Thus, the RERC, despite providing for ROE in its regulations, did not adopt a uniform and rational approach in permitting ROE in ARRs and their truing up. It did not observe the commitments of the GoR under the FRP-2013 and did not ensure requisite approval of the GoR in all cases.

Audit also observed that the RERC had overlooked the fact of non-payment of dividend by RRVPNL and RRVUNL on the equity infused by GoR and continuously allowed ROE worth ₹ 2002.64 crore[13] for 2016-21 to these two State PSUs in their power tariff.

The RERC stated that as per the tariff regulations, it was not required to obtain approval of GoR regarding ROE. It further stated that directions of the GoR

[13] RRVPNL: ₹ 259.43 crore and RRVUNL: ₹ 1743.21 crore.

were to be followed by RRVPNL and RRVUNL while claiming ARR or were to be disputed by the distribution licensees as respondents.

The reply was not acceptable as the RERC disallowed ROE to the distribution licensees in 2019-20 as they did not furnish approval of the GoR. Thus, the RERC adopted different approaches in allowing ROE in ARR and their truing up during 2018-19 and 2020-21 on one hand and disallowing it in 2019-20.

The RERC replied (February 2024) that from 2021-22 onwards, it had sought clarification regarding approval of the GoR for ROE claimed by RRVPNL and RRVUNL.

Scrutiny of power purchase agreements (PPAs)

2.6.11 Regulation No. 7 of the RERC (Power purchase & procurement process of distribution licensee) Regulations, 2004 provided that any new power purchase arrangement/agreement and amendments to existing agreements entered into by distribution licensees shall be subject to scrutiny of the RERC (after execution) under Section 86 of the Act. The scrutiny of the RERC was to be in respect of necessity, reasonability of cost, promoting efficiency, economy, equitability and competition, conformity with regulations for investment approval, conformity with requirements of quality, continuity and reliability of supply, conformity with safety and environmental standards, conformity with criterion of power purchase as laid down by the RERC, and conformity with policy directives of the GoR and National Power policies.

Audit observed that despite laying down provisions in the regulations, the RERC did not evolve any mechanism to conduct scrutiny of PPAs which is evident from the fact that out of 37 PPAs submitted (May 2017) by the distribution licensees, nothing was found on record as regards scrutiny of these PPAs.

The RERC stated (April 2022) that the power requirement is scrutinized through ARR and Tariff orders. It also analysed power requirement and cost from every plant and assessed the energy availability and power purchase quantum. It further stated that the details of PPA executed by DISCOMs was sought (August 2021) and perused. Besides, it allowed (October 2021) the three DISCOMs to exit from five[14] PPAs aggregating to 252 MW and also it did not approve (December 2021) the three DISCOMs' proposal for procurement of up to 266 MW long-term power through bidding and asked them to reassess the availability and demand of power in the State.

The reply was not relevant as orders allowing exit from the five PPAs pertain to PPAs executed long back (more than 25 years). In the sixth case, the RERC denied approving standard bidding document. Further, the reply was silent on the issue of not conducting scrutiny of the PPAs submitted by the distribution licensees in May 2017 which indicated that the RERC did not review these PPAs.

[14] Anta Gas, Auriya Gas, Dadari Gas, FUGTPS (i), Farraka TPS power plants executed in January 1994.

The RERC informed (February 2024) that it had approved PPAs of 69 projects during 2023-24 after considering provisions of various regulations.

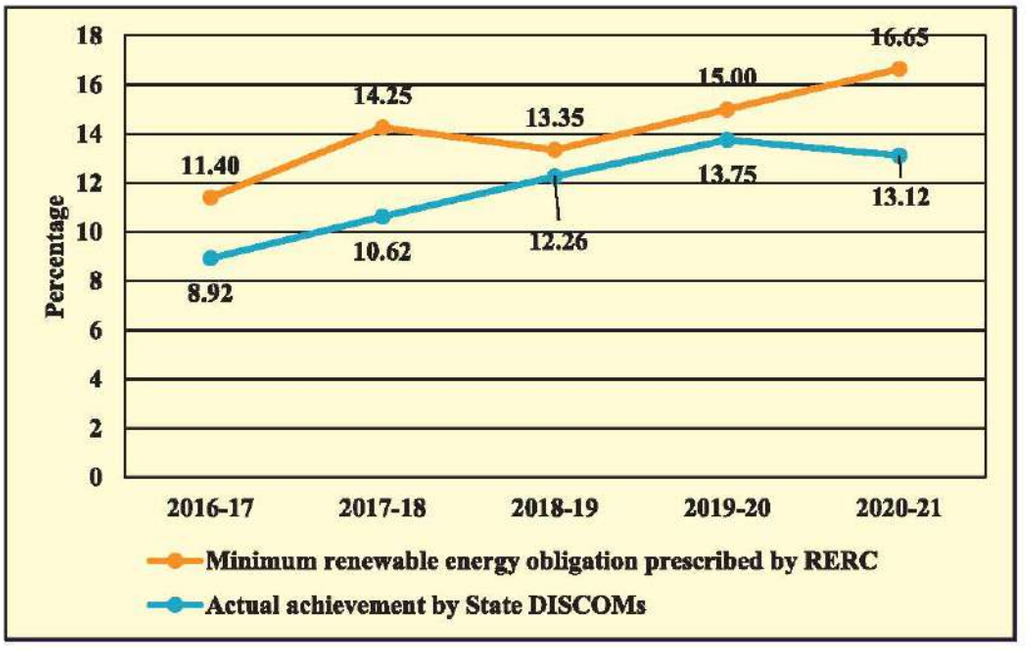
Promoting use of renewable sources of electricity

Compliance with the minimum renewable energy obligations

2.6.12 The RERC notified (December 2010) the RERC (Renewable Energy Certificate and Renewable Purchase Obligation Compliance Framework) Regulations 2010 (Regulations 2010). The Regulation also provided that the Obligated Entity shall procure electricity generated from renewable energy sources as per purchase obligation and any shortfall in RPO can be fulfilled by purchase of renewable energy and/or REC up to 30th June of the next financial year. Further, the RERC prescribed (May 2014, June 2017, January 2019) percentage of minimum renewable energy obligation for the three State DISCOMs[15] for the periods 2016-17, from 2017-18 to 2018-19 and from 2019-20 to 2021-22 respectively.

The actual achievement of the three State DISCOMs against the minimum renewable energy obligation prescribed by the RERC for the period 2016-17 to 2020-21 (upto January 2021) is depicted in **Chart 2.4.**

Chart 2.4: Actual achievement *vis-à-vis* minimum renewable energy obligations prescribed by the RERC for the period 2016-17 to 2020-21



Source: RPO compliance reported by RRECL.

Audit noticed that the State DISCOMs remained far behind the percentage prescribed by the RERC for the period from 2016-17 to 2020-21. Besides, the State DISCOMs also had an unachieved shortfall of 11842 Million Units (December 2020) against the targets of renewable energy obligations fixed for prior periods (upto March 2016).

[15] Jaipur Vidyut Vitran Nigam Limited, Ajmer Vidyut Vitran Nigam Limited and Jodhpur Vidyut Vitran Nigam Limited.

Audit observed that despite prescribing penal provision in RPO Regulations and under the Act 2003, the RERC could not enforce the laid down minimum renewable energy obligation on the three State DISCOMs during the period.

The RERC stated (April 2022) that after considering the facts/circumstances of the cases and being satisfied with efforts made by the OEs (including State DISCOMs), it passed orders and allowed to achieve the previous shortfall of RPO in future years.

It was therefore evident that the State DISCOMs were therefore neither procuring the renewable energy as per prescribed targets nor adhering to the provisions of Regulation 2010 regarding purchase of the Renewal Energy Certificates for the shortfall. Despite this, the RERC time and again extended the timeline to meet the RPO shortfall in future years upto 2023-24.

Standard of Performance for licensees

2.6.13 The RERC, pursuant to provisions contained in Section 57 (Consumer Protection: Standards of Performance of licensee) and Section 59 (Information with respect to levels of performance) of the Act 2003, prescribed (February 2014) the RERC (SOPs for Distribution Licensees) Regulations 2014 (D-SOP Regulations 2014) for distribution licensees. Later, the RERC prescribed (31 March 2021) new SOPs for distribution licensee namely the RERC (SOPs of Distribution Licensee) Regulations 2021 (D-SOP Regulations 2021).

Submission of half-yearly Standard of Performance (SOP) Reports

2.6.14 Clause 8 of the SOP Regulations 2014 stipulated that the distribution licensee shall furnish half-yearly reports to the RERC as well as to the Electricity Ombudsman, within 45 days from 30th September and 31st March of each financial year. These half-yearly reports shall contain actual performance of the distribution licensees in respect of establishment of call centres, redressal of consumer complaints, details of compensation paid and reliability indices, *i.e.* system average interruption frequency index (SAIFI) and system average interruption duration index (SAIDI).

Audit noticed that during 2016-17 to 2020-21, against 10 half-yearly SOP reports scheduled against each, the three distribution licensees, *viz.* Jaipur DISCOM, Ajmer DISCOM and Jodhpur DISCOM furnished nine, ten and eight half-yearly SOP reports respectively with delay ranging between 26 days and 147 days, 14 days and 59 days, and one day to 183 days respectively as depicted in ***Appendix-10.*** Thus, the RERC could not ensure adherence to the laid down provisions for submission of half yearly SOP reports by distribution licensees. Resultantly, the basic purpose of periodic and timely monitoring of performance of the distribution licensees and issuing necessary directives to the distribution licensees for taking corrective action was affected.

Best practice adopted by some SERCs of other States

SERCs of some other States/UTs[16], in their SOP regulations, provided for imposition of penalty on case-to-case basis in respect of non-achievement of individual target of overall SOP and violation of prescribed provisions and to conduct investigation for not complying with the obligations laid down under these regulations.

Had the RERC included specific provisions in its regulations to address the issue of non-compliance by the licensees, then it might have had more enforceable powers to make the distribution licensees comply.

The RERC, while accepting the observation, assured (April 2022) to consider inclusion of penalty clause for late filing of SOP reports in the regulations as per requirement which was not ensured till date (July 2023).

Guaranteed Standards of Performance

2.6.15 Clause 4 of the SOP Regulations 2014 provided that the distribution licensee shall provide best services well within the time limits specified in these regulations for 19 guaranteed standards for various consumer services, *viz.* no current complaints, overhead line/cable breakdowns, underground cable breakdowns, transformer failure, scheduled outages, voltage variations, complaints for testing/ replacement of meters, shifting of meters/service lines, release of new connections, transfer of ownership, change of category, consumer bill complaint, disconnection of supply, restoration of a disconnected consumer, system reliability, *etc.* The failure of distribution licensee to achieve these guaranteed standards shall entail payment of monetary compensation to the affected persons/consumers.

Clause 6 of the SOP Regulations 2014 provided that in the event of non-fulfilment of any guaranteed standards of performance, the affected person may file an application, within 30 days of expiry of the specified time, with the Assistant Engineer concerned for the claim of compensation as per rates prescribed in these regulations. The distribution licensee shall pay the compensation, through electricity bills, not later than 90 days from the date of violation of guaranteed standard. Failure to pay the compensation as per these regulations shall constitute a grievance which shall be dealt with and decided by the respective Consumer Grievance Redressal Forum (CGRF) and thereafter, by the Electricity Ombudsman.

Audit observed that out of 113.06 lakh complaints lodged during 2016-21, the three distribution licensees redressed 6.68 lakh complaints beyond stipulated timeframe. However, none of the aggrieved consumers[17] claimed any compensation for the delayed redressal of the grievances.

[16] Himachal Pradesh and Delhi.

[17] Except payment of compensation worth ₹ 50,500 to 10 consumers of Kota Electricity Distribution Limited (KEDL), distribution franchisee of Kota city.

Audit is of the view that complexity in the compensation mechanism and the commensurate compensation rates prescribed[18], act as a deterrent for the consumers in filing the compensation claims.

Best practice adopted by some SERCs of other States

SERCs of some other States/UTs[19] instituted mechanism of automatic compensation payment in respective State/UT where in the event of failure to adhere to the guaranteed standards within the stipulated timeframe, compensation is to be paid to the affected consumers without lodging of any compensation complaint separately.

Audit observed that the RERC, while issuing SOP Regulation 2021 (March 2021), had prescribed automatic compensation mechanism for three guaranteed standards of service[20] only. For the remaining 16 guaranteed standards of service, the aggrieved consumers had to face the complexities for claiming the compensation.

The RERC may consider extending the mechanism for automatic payment of compensation for the remaining guaranteed standards of services too.

Recommendation 4: The RERC may adopt universal and transparent mechanism to allow ROE, and strengthen the monitoring mechanism as regards power purchase agreements, RPO compliance and SOP reports.

Recommendation 5: The RERC may extend the automatic payment of compensation against valid complaints for all guaranteed services.

[18] Ranged between ₹ 50 per instance and ₹ 2000 per instance as per the SOP Regulations 2014.
[19] Haryana, Odisha and Tamil Nadu in 2004.
[20] No Current complaints, No-current complaint due to meter and Testing of Meters.

3 Compliance Audit Observations on SPSUs

This part includes important audit findings emerging from test check of transactions of the SPSUs.

Rajasthan State Mines and Minerals Limited

3.1 Lapses in setting up of the plant and ensuring its operation and maintenance

Failure of the Company in taking appropriate action against the Contractor for shortfall in guaranteed electricity generation resulted in undue benefit of ₹ 9.69 crore.

The Rajasthan State Mines and Minerals Limited (Company) awarded (June 2014) the work of setting up a five-megawatt peak (MWp)[21] grid interactive solar photovoltaic power plant (solar plant) to Rays Power Experts Private Limited (Contractor). The Contractor was required to (i) commission the solar plant at a total cost of ₹ 26.50 crore within six months from the date of award; and (ii) carry out comprehensive operation and maintenance (O&M) of the solar plant for a period of 20 years from the date of commercial operation. The remuneration for O&M activities was ₹ 0.15 crore for the first year, with a five percent annual increase thereafter.

The terms and conditions of the work order *inter alia* provided for (i) ensuring Net Minimum Guaranteed Generation (NMGG) every year[22] during the O&M period; (ii) making payment of compensation at the tariff rate[23] for the shortfall in NMGG in a block period of two years; (iii) computing the maximum compensation per year at seven *per cent* of the contract value; and (iv) not stopping/abandoning the work due to dispute/ differences.

The Contractor commissioned (31 December 2014) the solar plant as per the prescribed schedule and provided (July 2015) bank guarantee of ₹ 5.30 crore (*i.e.* 20 *per cent* of the contract value) as retention money towards performance of solar power plant. The Contractor, however, could not ensure NMGG prescribed in the work order in any of the seven years ended December 2021.

Audit noticed that against shortfall in NMGG in the first block (2015-2016), the Company demanded (January 2017) compensation of ₹ 3.07 crore from the Contractor which was later revised (June 2018) to ₹ 2.58 crore on request of the Contractor. The Contractor contested (July 2018) the revised/reduced demand due to non-availability of grid and did not deposit the compensation amount till December 2018. On this, the Company forfeited (December 2018) the bank guarantee of ₹ 5.30 crore furnished by the Contractor against the shortage in

[21] MWp is an abbreviation for **Megawatt peak** – a unit of measurement for the output of power from a source such as solar or wind where the output may vary according to the strength of sunlight or wind speed. MWp is a measure of the maximum potential output of power.

[22] NMGG per year means the minimum number of units guaranteed by the Contractor to be fed to the grid from the power plant after deducting the power drawn from the grid for captive use.

[23] ₹ 12 per unit for initial three years and ₹ 9 per unit for remaining 17 years.

generation for 2015-18. Responding to the forfeiture, the Contractor served (18 February 2019) notice to the Company for surrendering the solar plant site and asked the Company to construct its own electricity evacuation line within one month. On assurance of the Company to review the issue of non-availability of grid, the Contractor further demanded to reduce the tariff rate for compensation and served (23 February 2019) another notice to discontinue O&M of the solar plant in case the dispute remained unresolved.

The Board of Directors (BoD), while considering the options of resolving the dispute or terminating the O&M contract, approved (April 2019) the former option. As per BoD's approval, the Contractor was to be allowed to install additional solar panels for ensuring regular achievement of NMGG every year and for meeting the past shortfall in NMGG. The Contractor was also to be provided funds upto ₹ 5.30 crore through an escrow account or any other method for installation of additional solar panels. The BoD also authorized the Managing Director of the Company to frame suitable mechanism/ modalities to ensure smooth and uninterrupted operation of the solar plant. The BoD also approved for reconciliation of the grid availability figures.

Accordingly, the Company reworked (July 2019) the compensation at ₹ 4.12 crore for shortfall in generation during 2015-18[24]. Further, in addition to the BoD's approval, the Management of the Company allowed (August 2019) replacement of the existing panels with new higher efficiency and higher capacity panels, releasing ₹ 4.30 crore as advance to the Contractor for procuring the solar modules/ panels on receipt of proforma invoice.

The Company released (September 2019) ₹ 4.41 crore from the escrow account considering request of the Contractor. The Company also extended (January 2020) the completion schedule upto 20 February 2020. Despite this, the Contractor demanded (May 2020) extension upto September 2020 which was not granted. Subsequently, on being informed (13 August 2020) by the Contractor, the Company visited (21 August 2020) the site to verify installation of additional solar panels. The additional solar panels were, however, not found installed at the site and the existing solar panels (around 1200 kW) were also found removed from the plant.

On being enquired upon by the Company regarding supply of the panels, the vendor informed that the said panels were supplied to the Contractor. On further enquiry with the Contractor, it informed that the panels supplied had been used by them elsewhere.

Audit noticed that the solar plant could generate only 370.43 lakh units of electricity as against the NMGG requirement of 585.92 lakh units during 2015-2021 resulting in a shortfall of 190.60 lakh units[25] in NMGG and other shortfall of 24.89 lakh units on the part of the Company during 2015-2021.

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[24] ₹ 1.96 crore for block period 2015-2016 (*i.e.* 16.35 lakh units at the rate of ₹ 12 per unit) and ₹ 2.16 crore for block period 2017-2018 (*i.e.* 10.64 lakh units at the rate of ₹ 12 per unit and 9.81 lakh units at the rate of ₹ 9 per unit).

[25] Yearly shortfall in NMGG in 2015: 8.45 lakh units, 2016: 7.90 lakh units, 2017: 10.64 lakh units, 2018: 9.81 lakh units, 2019: 30.02 lakh units, 2020: 52.66 lakh units and 2021: 71.12 lakh units.

Audit observed that as per the terms and conditions of the work order, the Company was required to bind the Contractor for not abandoning the O&M work and maintaining the power evacuation system. However, the Company, to avoid dispute with the defaulting Contractor, reverted its penal action of charging compensation for shortfall in NMGG. Further, due to non-inclusion of risk and cost clause in the work order at the awarding stage, the Company did not have the option to get the O&M work executed from other contractor at the risk and cost of the defaulting Contractor.

Further, the BoD had not approved granting any advance to the Contractor and removing the existing solar panels, yet the Management of the Company agreed (August 2019) to release the advance and permitted removal of the existing solar panels also. Besides, the escrow account mechanism proved futile as the Company released significant part of the forfeited amount in advance without any security/ guarantee. The Company, in contravention to the provisions of work order, also dispensed with the requirement of security/ guarantee for underperformance in future. The Company also did not ensure receipt as well as pledging of the additional solar panels in its favour. Thus, the Company was left with no financial hold against the defaulting Contractor.

Audit further observed that the Contractor not only misappropriated[26] the additional solar panels but also removed the existing solar panels[27] belonging to the Company without their replacement. Despite serious implications, the Company neither initiated any legal action against the defaulting Contractor nor reported the matter to the BoD.

Thus, due to lack of prudence and financial control, extension of undue relaxations, non-initiation of requisite legal action against the defaulting Contractor in time and failure to ensure proper O&M of the solar plant, generation of electricity was affected severely. Resultantly, the Company suffered shortage of 190.60 lakh units of electricity against NMGG assured by the Contractor till November 2021. The Company also failed to take necessary steps to bind the Contractor for honouring its commitments and could not ensure recovery of applicable compensation of ₹ 9.69 crore[28] for shortfall in NMGG upto November 2021 as per provisions laid down in the work order.

The Government (March 2022) while accepting the facts stated that the Contractor did not install the additional solar panels despite receipt of supply from the supplier firm concerned and regular correspondence made by the Company. It further stated that a legal notice was served (November 2021) to the Contractor including claim for compensation and assured to take appropriate decision/ action in due course.

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[26] ₹ 4.41 crore were released from the ESCROW Account to vendor for supply of required solar panels however, the supplied solar panels were used elsewhere by the Contractor.

[27] Existing solar panels of around 1206 kilowatt found to be removed during site visit in August 2020.

[28] ₹ 4.12 crore for 2015-2018 + ₹ 5.57 crore for 2019-2021 (*i.e.* ₹ 1.855 crore per year * three years where maximum annual compensation has been restricted to seven *per cent* of the contract value).

In subsequent reply (June 2022), the Company informed that the major part of the existing solar panels[29] which were removed from the site earlier were found reinstalled at site but none of the additional solar panels were found installed at site during verification (April-May 2022). It further stated that a high-level committee has been formulated to deal with the matter and to give its recommendations on the issue. In view of Company's reply, the Government sought (October 2022) further progress of the case from the Company which was awaited (June 2023).

Thus, the Company is yet (September 2023) to take tangible action in this regard.

Rajasthan Rajya Vidyut Prasaran Nigam Limited

3.2 Idle payment of transmission charges

The Company raised demand for two line-bays without assessing viability/ feasibility of the transmission line concerned. Inordinate delay in awarding the line work attracted idle payment of transmission charges worth ₹ 7.24 crore.

The Central Electricity Regulatory Commission (CERC) determines tariff for an inter-State transmission of electricity as per CERC (Terms and Conditions of Tariff) Regulations, 2014 (Tariff Regulations 2014). The Tariff Regulations 2014 and CERC decision (August 2015) has mandated that the State Transmission Utility (STU) concerned, who had requested for keeping provision of line bays[30] for downstream transmission network[31], shall bear the transmission charges in case of delay in completion of the downstream system.

In the 34th meeting (August 2014) of the Standing Committee on Power System Planning of Northern Region (Standing Committee), the Power Grid Corporation of India Limited (PGCIL), being the CTU, proposed augmentation of transformation capacity of its 400/220 kV substation, Sikar by 500 MVA. Rajasthan Rajya Vidyut Prasaran Nigam Limited (Company) also agreed to the proposal of PGCIL and assured the Standing Committee to confirm details of two 220 kV line bays required by it within a fortnight. The Company also confirmed (September 2014) the requirement of two 220 kV line bays with 500 MVA transformer at the proposed 400 kV GSS, Sikar of PGCIL and laying of 220 kV double circuit line from the proposed GSS to its nearby 220 kV GSS/line after getting the technical feasibility examined as per field conditions. The confirmation was reiterated in the 35th meeting (November 2014) of the Standing Committee.

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[29] 1005 kilowatt (3350 solar panels of 300 watt each) against 1206 kilowatt (4019 solar panels of 300 watt each).

[30] A bay is a power line within an electrical substation which connects a circuit (such as a power line or transformer) to a busbar. Each bay typically includes circuit breakers, disconnectors, instrument transformers, surge arresters, *etc.*

[31] It stands for the circuit/transmission line passing onward from the line bays to connect the sub-transmission/ distribution system.

The Project Planning and Monitoring (PPM) wing of the Company sought (between September 2014 and July 2017) technical feasibility report from its transmission and construction (T&C) Circle concerned (*i.e.* T&C, Sikar) for the interconnection proposed at PGCIL's 400 kV GSS, Sikar. The feasibility report was to include status/details in respect of right of way (ROW), bays, line length, *etc.* as it was essential for carrying out the load flow studies. The T&C, Sikar belatedly forwarded (July 2017) the feasibility report along with four different proposals. Since the feasibility report/ proposals were found incomplete, the PPM wing sought (August 2017 to January 2018) feasibility report with complete details. The T&C Circle, Sikar furnished (July 2018) the final feasibility report. Meanwhile, PGCIL informed (between April 2017 and January 2018) the Company about progress of the bay work with expected commissioning schedule. Besides, PGCIL requested the Company to expedite the construction of downstream transmission lines so as to match the construction schedule of lines with construction of bays but the same was not acted upon.

PGCIL completed the construction of both the bays by 31 March 2018 and approached (Year 2017) CERC for approval of COD of the assets belonging to these two bays in accordance with the regulation no. 4 (3) (ii) of the Tariff Regulations 2014. The notice issued by the CERC in this regard remained unanswered by the Company. The CERC approved (July 2018) COD of both the bays with effect from 1 April 2018 and decided annual transmission charges of ₹ 1.81 crore for the assets created by PGCIL (two 220 kV bays). The CERC also ordered the Company to bear the transmission charges which were to be paid from the COD of these bays/assets created by PGCIL till the COD of the downstream assets (transmission lines) committed by the Company.

Looking at the order of the CERC, the Company requested (November 2018) PGCIL to allocate these bays to any renewable energy developers but the proposal could not materialise. Thereafter, the Company belatedly decided (April 2019) to erect a 220 kV transmission line from PGCIL's 400 kV GSS, Sikar to its nearby 220 kV GSS, Dhod. After inordinate delay, the Company issued (April 2020) work order for construction of the proposed transmission line with scheduled completion by October 2020. The Company, however, could not commission the downstream assets and incurred ₹ 7.24 crore[32] towards transmission charges till 31 March 2022.

Audit observed that the Company, without any proper planning and feasibility study, committed for erecting transmission line from PGCIL's 400 kV GSS, Sikar and accordingly, raised requirement of two 220 kV bays. The Company also failed to chalk out and communicate a viable proposal to PGCIL in time as it neither assessed the technical feasibility of the line to be erected in the area nor conducted the requisite load flow study. The Company also did not respond to the correspondence of PGCIL and proceedings of the CERC. Since the Company did not have any reason to justify the delay in construction of the transmission line, it was imposed significant and recurring transmission charges by the CERC.

The Government accepted (October 2021) that the interconnecting line was to be constructed in matching timeframe (upto March 2018). It also accepted the

[32] ₹ 1.81 crore per annum*4 years (2018-22).

facts of delay in furnishing the feasibility report by the T&C, Sikar. It further stated that selection of feasible proposal was dependent on completion of another transmission line (*i.e.* 220 kV Dhod to Danta Ramgarh) which could be completed in November 2018. Due to constraints in getting ROW, the Company also requested (November 2018) PGCIL for using the bays for solar developers/ other consumers but the same could not materialise. Thereafter, the Company awarded (April 2020) the erection work of 220 kV Sikar-Dhod line which faced severe ROW issues and stay order. It further informed (May 2022) about commissioning of the line as on 31 March 2022.

The fact remained that improper assessment of viability of line, failure in matching line construction schedule, delay in awarding the work contract for downstream lines resulted in idle payment of transmission charges of ₹ 7.24 crore.

JAIPUR
The 17th April 2024

(ARCHANA GURJAR)
Accountant General
(Audit-II), Rajasthan

Countersigned

NEW DELHI
The 6th May 2024

(GIRISH CHANDRA MURMU)
Comptroller and Auditor General of India

Appendices

Appendix-1

(Refer Paragraph 1.2; page 1)

Brief profile of the Departments

Sl. No.	Name of Department	Objectives/Functions of the Department
1.	Civil Aviation	Main objective of the Department is to establish an integrated eco-system which will lead to significant growth of civil aviation sector, which in turn would promote tourism, industries, increase employment and lead to a balanced regional growth.
2.	Colonisation	Main objective of the Department is development and allotment of land.
3.	Energy	Being administrative Department of the state power sector Companies, Department's main function includes pursuing/dealing the matters of such Companies with GoR/Finance Department (FD)/World Bank/Ministry of Power, GoI and other agencies. Department is mainly responsible for coordination among all power sector Companies. Apart from this, it also issues guidelines/directions to these Companies on different subject matters. Further, Department also monitors different schemes, plans (including central agencies and others such as Ujwal DISCOM Assurance Yojana (UDAY), Deen Dayal Upadhyaya Gram Jyoti Yojana (DDUGJY) etc.) being carried out by power sector Companies. Department also arranges various sanctions pertaining with loans availed from financial institutions by these Companies.
4.	Environment	Main objective of the Department is to conduct environmental appraisal at planning level related to development schemes, formulate and execute schemes, plans, Programmes for environmental conservation and scrutinize the environment related proposals prepared by other Government agencies & non-government organizations.
5.	Factory and Boilers	The main functions of the Department are to ensure Safety, Health and Welfare of the Factory Workers. Investigation of accidents and dangerous occurrences in factories and to Conduct Medical Surveillance of Industrial Workers.
6.	Forest	Main objective of the Department is to achieve environmental stability and ecological security through increasing vegetal cover. This is to be accomplished by undertaking massive afforestation for expanding the natural cover of the State, combating desertification, conserving floral and faunal diversity and gene pool reserve through a network of protected areas, such as National Parks, Sanctuaries, Conservation reserves and Community Reserves.
7.	Industries	Main objectives of the Department are promotion of Micro, Small and Medium Enterprises (MSMEs), to assist in the marketing of their products, development of salt areas, handicrafts artisan development, development of handloom, *etc*. The Department also provides various concessions, facilities and assistance for setting up of industrial enterprises in the State.
8.	Information Technology & Communication	The Department of Information Technology & Communication (DoIT&C) is working to put technology to its highest and best use throughout the various Departments/Autonomous Bodies of Rajasthan Government to improve the administration of

Sl. No.	Name of Department	Objectives/Functions of the Department
		State programmes and services. The Department also provides guidance on technical matters, vetting Information Technology (IT) projects. The Department formulates and implement the IT Policy in the State.
9.	Mines and Geology	The Department of Mines and Geology (DMG) has been formed with the purpose of discovery, development and administration of mineral resources in the State. The Department conducts Survey and prospecting for new mineral deposits and their conformity evaluation by geological, geophysical, geochemical and drilling techniques to make them ready for exploitation.
10.	Petroleum	Main functions of the Directorate are processing of proposals for grant of Petroleum Exploration Licenses (PELs) & Petroleum Mining Leases (PMLs), Effective enforcement of Rules & Regulations viz. Oil Field (Regulation & Development) Act, 1948 & Petroleum & Natural Gas Rules, 1959 etc., Collection of Revenues from Petroleum Sector, Pursuance of various issues such as implementation of Minimum Work Programme (MWP) awarded blocks for Oil, Gas & Coal Bed Methane (CBM) under New Exploration Licensing Policy (NELP) / CBM Policy regime and new blocks under Discovered Small Field (DSF)/ Open Acreage Licensing (OALP) of Hydrocarbon Exploration and Licensing Policy (HELP).
11.	Public Health Engineering	Public Health Engineering Department (PHED) is committed to provide potable water to every citizen of the State. PHED with a state-wide office network and use of state of art Reverse Osmosis, De-fluoridation, Supervisory Control And Data Acquisition (SCADA), IT and Solar Energy technology is providing safe drinking water in the remotest places of Rajasthan. PHED is shifting from ground water based schemes to surface water source based schemes in a phased manner. This will help in combating water quality problem and make potable water supply sustainable.
12.	Public Works	The Public Works Department is mainly entrusted with construction and maintenance of roads, bridges and Government buildings. The Department also act as technical advisor to the State Government in these matters.
13.	Rajasthan State Motor Garage	Main objective of the Department is to implement motor vehicle policy of State Government. Further, it ensures availability of motor vehicles to the functionaries from State/District pool.
14.	Science and Technology	Main objective of the Department is to promote new areas of science and technology and to play the role of a nodal department for organizing, coordinating and promoting science and technology activities in the State.
15.	State Enterprises	Main objective of the Department is to provide safety to the employees of public sector enterprises effected with the reconstitution of such public sector enterprises.
16.	Transport	Main objectives of the Department comprises registration and fitness of motor vehicles, levy and collection of motor vehicle tax, issuing of driving licences, issuing permits to motor vehicles, determination of routes for benefit of public at large and work towards controlling vehicular pollution.

Appendix-2

(Refer Paragraph 1.5.1; page 4)

Statement showing age-wise analysis of the outstanding inspection reports and audit paragraphs

Sl. No.	Name of the Department	Number of outstanding IRs				Number of outstanding audit paragraphs				Amount involved (₹in crore)			
		Older than five years	Between three to five years	Upto three years	Total	Older than five years	Between three to five years	Upto three years	Total	Older than five years	Between three to five years	Upto three years	Total
1.	Civil Aviation	2	2	3	7	2	8	16	26	1.33	36.79	13.77	51.89
2.	Colonisation	9	5	0	14	14	13	0	27	42.04	27.06	0	69.10
3.	Energy	0	0	5	5	0	0	15	15	0.00	0.00	4.14	4.14
4.	Environment	5	2	3	10	31	18	21	70	138.21	474.84	27.70	640.74
5.	Factory and Boilers	4	0	3	7	4	0	18	22	0.07	0.00	1.74	1.81
6.	Forest	196	94	119	409	571	433	752	1756	723.06	447.38	643.25	1813.70
7.	Industries	19	8	14	41	42	18	84	144	19.87	33.38	114.42	167.66
8.	Information Technology and Communication	0	3	8	11	0	6	40	46	0.00	49.89	1592.54	1642.43
9.	Mines and Geology	196	75	76	347	571	330	575	1476	1432.73	452.04	541.58	2426.35
10.	Petroleum	0	1	3	4	0	1	7	8	0.00	0.00	137.64	137.64
11.	Public Health Engineering	721	231	214	1166	1976	1553	1536	5065	3885.18	4749.40	7842.03	16476.61
12.	Public Works	949	195	241	1385	4368	1138	1548	7054	3905.03	695.17	2389.28	6989.48
13.	Rajasthan State Motor Garage	2	0	4	6	2	0	23	25	0.43	0.00	18.48	18.91
14.	Science and Technology	3	4	9	16	3	10	32	45	2.02	6.30	28.98	37.30
15.	State Enterprises	2	0	2	4	2	0	8	10	0.08	0.00	22.01	22.09
16.	Transport	200	46	51	297	704	255	398	1357	22.61	17.76	31.35	71.72
Total		**2308**	**666**	**755**	**3729**	**8290**	**3783**	**5073**	**17146**	**10172.66**	**6990.01**	**13408.89**	**30571.57**

Appendix-3

(Refer Paragraph 2.7.10.1(ii)(a); page 37)

Statement showing the details of non-deduction or short deduction of royalty, DMFT and RSMET amount

Name of works Department	Number of offices	Royalty (₹ in lakh)				DMFT contribution (₹ in lakh)				RSMET contribution (₹ in lakh)			
		No. of works	Due amount	Recovered	Short recovery Amount	No. of Works	Due amount	Recovered	Short recovery Amount	No. of Works	Due amount	Recovered	Short recovery Amount
Public Health Engineering Department (PHED)	9	75	92.73	61.51	31.22	89	5.67	0.34	5.33	47	0.19	0	0.19
Public Work Department (PWD)	8	43	51.18	24.75	26.43	523	16.87	4.74	12.13	70	0.14	0	0.14
Water Resources Department (WRD)	3	24	11.51	0	11.51	63	3.55	0.40	3.15	20	0.50	0	0.50
Municipal Council Bhilwara	1	2	0.64	0.26	0.38	2	0.06	0.02	0.04	0	0	0	0
Additional District Project Coordinator, Samagra Shiksha (ADPC)	2	2	3.90	1.54	2.36	2	0.39	0.13	0.26	0	0	0	0
Ajmer Smart City Limited (ASCL)	1	6	22.38	17.68	4.70	6	2.24	1.27	0.97	0	0	0	0
Municipal Board (MB)	1	20	0	0	0	20	1.61	0	1.61	0	0	0	0
Total	**25**	**172**	**182.34**	**105.74**	**76.60**	**705**	**30.39**	**6.90**	**23.49**	**137**	**0.83**	**0**	**0.83**

Appendix-4

(Refer Paragraph 2.10; page 42)

Price Variation Computation Sheet -Khetri

Name of Contractor -M/S L&T Ltd., Construction, Chennai

Date of Opening of Tender- 19.07.2013, Negotiation Date-19.08.2013

Total Sanction Cost- ₹ 4,40,07,14,703/-

Execution Period- 02.09.2013 To 01.09.2016

Formulae -0.75*Ps/100*R(Ls1-Ls0)/Ls0

Period (1)	Factor (2)	Component (3) Ps/100	Work Executed (4) R	Current Index (5) Ls1	Base Index (6) Ls0	P V Amount ₹ (7)	Amount Paid ₹ (8)
10/13-12/13	0.75	0.35	18,33,63,113	151.70	149.80	6,10,496	39,88,148
1/14-3/14	0.75	0.35	25,88,21,986	153.10	149.80	14,96,693	75,70,543
4/14-6/14	0.75	0.35	36,07,55,486	151.50	149.80	10,74,680	1,34,74,217
7/14-9/14	0.75	0.35	50,91,31,206	149.90	149.80	89,217	2,05,05,259
10/14-12/14	0.75	0.35	36,34,21,594	148.20	149.80	-10,18,939	1,27,83,355
1/15-3/15	0.75	0.35	15,81,37,743	144.80	149.80	-13,85,553	46,13,669
4/15-6/15	0.75	0.35	55,00,89,338	138.50	149.80	-1,08,92,540	1,20,88,213
7/15-9/15	0.75	0.35	55,00,89,338	131.10	149.80	-1,80,25,708	61,05,992
10/15-12/15	0.75	0.35	48,89,68,300	126.00	149.80	-2,03,92,720	28,60,465
1/16-3/16	0.75	0.35	36,67,26,225	125.00	149.80	-1,59,37,168	28,87,969
4/16-6/16	0.75	0.35	30,56,05,186	130.90	149.80	-1,01,21,387	68,76,117
7/16-9/16	0.75	0.35	3,09,23,695	127.80	149.80	-11,92,152	9,27,711
			4126033210		**Payable Amount**	**-7,56,95,081**	**9,46,81,658**
					Amount Paid	**9,46,81,658**	
					Difference	**-17,03,76,739**	

Appendix-5

(Refer Paragraph 1.1; page 43)

List of State Public Sector Undertakings and Autonomous Bodies under audit jurisdiction

Sl. No.	Name of State Public Sector Undertaking/ Autonomous Body
A	**State Public Sector Undertaking**
1	Rajasthan State Road Development and Construction Corporation Limited
2	Rajasthan State Industrial Development & Investment Corporation Limited
3	Rajasthan State Mines & Minerals Limited
4	RajCOMP Info Services Limited
5	Barmer Lignite Mining Company Limited
6	Rajasthan Financial Corporation
7	Rajasthan Small Industries Corporation Limited
8	Rajasthan State Handloom Development Corporation Limited
9	Rajasthan State Road Transport Corporation
10	Rajasthan Rajya Vidyut Utpadan Nigam Limited
11	Rajasthan Rajya Vidyut Prasaran Nigam Limited
12	Jaipur Vidyut Vitran Nigam Limited
13	Jodhpur Vidyut Vitran Nigam Limited
14	Ajmer Vidyut Vitran Nigam Limited
15	Rajasthan Renewable Energy Corporation Limited
16	Rajasthan SolarPark Development Company Limited
17	Rajasthan Urja Vikas Nigam Limited
18	Rajasthan State Gas Limited
19	Rajasthan State Petroleum Corporation Limited
20	Chhabra Power Limited
21	Dholpur Gas Power Limited
22	Giral Lignite Power Limited
23	Banswara Thermal Power Company Limited

Sl. No.	Name of State Public Sector Undertaking/ Autonomous Body
24	Barmer Thermal Power Company Limited
25	Jaipur Metro Rail Corporation Limited
26	Jaipur Smart City Limited
27	Ajmer Smart City Limited
28	Kota Smart City Limited
29	Udaipur Smart City Limited
30	Rajasthan Civil Aviation Corporation Limited
31	Rajasthan Urban Drinking Water Sewarage and Infrastructure Corporation Limited
B	**Autonomous Body**
1	Rajasthan Electricity Regulatory Commission
2	Rajasthan Khadi & Village Industries Board
3	Rajasthan Real Estate Regulatory Authority
4	Rajasthan State Compensatory Afforestation Fund Management and Planning Authority

Appendix-6

(Refer paragraph 1.5; page 44)

Statement showing lack of responsiveness to Inspection Reports

Sl. No.	Name of State Public Sector Undertaking/ Autonomous Body	No. of outstanding IRs				No. of outstanding audit paragraphs				Amount involved (₹ in crore)			
		Older than five Years	Between three to five Years	Upto three Years	Total	Older than five Years	Between three to five Years	Upto three Years	Total	Older than five Years	Between three to five Years	Upto three Years	Total
A	**State Public Sector Undertaking**												
1	Rajasthan State Road Development and Construction Corporation Limited	18	14	24	**56**	37	45	110	**192**	25.19	199.09	700.57	**924.85**
2	Rajasthan State Industrial Development & Investment Corporation Limited	17	30	30	**77**	29	80	152	**261**	73.06	45.35	495.42	**613.83**
3	Rajasthan State Mines & Minerals Limited	9	7	7	**23**	15	21	47	**83**	18.03	60.96	113.73	**192.72**
4	RajCOMP Info Services Limited	2	2	3	**7**	8	6	45	**59**	0.44	0.22	665.80	**666.46**
5	Barmer Lignite Mining Company Limited	0	1	3	**4**	0	1	15	**16**	0.00	0.00	13.97	**13.97**
6	Rajasthan Financial Corporation	23	18	25	**66**	43	42	90	**175**	44.15	92.99	44.09	**181.23**
7	Rajasthan Small Industries Corporation Limited	5	2	3	**10**	16	9	30	**55**	5.67	0.24	1.26	**7.17**
8	Rajasthan State Handloom Development Corporation Limited	0	2	3	**5**	0	2	12	**14**	0.00	0.00	0.73	**0.73**
9	Rajasthan State Road Transport Corporation	18	28	29	**75**	38	287	358	**683**	3.77	374.78	322.45	**701.00**
10	Rajasthan Rajya Vidyut Utpadan Nigam Limited	2	6	22	**30**	2	10	89	**101**	49.00	1058.19	31326.72	**32433.91**
11	Rajasthan Rajya Vidyut Prasaran Nigam Limited	0	8	21	**29**	0	7	71	**78**	0.00	19.84	104.16	**124.00**
12	Jaipur Vidyut Vitran Nigam Limited	2	8	43	**53**	2	17	226	**245**	0.00	22.77	3036.06	**3058.83**
13	Jodhpur Vidyut Vitran Nigam Limited	2	12	27	**41**	2	24	125	**151**	0.00	95.12	6859.59	**6954.71**
14	Ajmer Vidyut Vitran Nigam Limited	7	14	34	**55**	10	31	175	**216**	1.81	52.27	6417.99	**6472.07**
15	Rajasthan Renewable Energy Corporation Limited	0	1	3	4	0	3	25	**28**	0.00	2.63	51.64	**54.27**
16	Rajasthan SolarPark Development Company Limited	0	0	3	**3**	0	0	8	**8**	0.00	0.00	2.75	**2.75**
17	Rajasthan Urja Vikas Nigam Limited	0	0	3	**3**	0	0	9	**9**	0.00	0.00	7.23	**7.23**

Sl. No.	Name of State Public Sector Undertaking/ Autonomous Body	No. of outstanding IRs				No. of outstanding audit paragraphs				Amount involved (₹ in crore)			
		Older than five Year	Between three to five years	Upto three Years	Total	Older than five Year	Between three to five years	Upto three Years	Total	Older than five Year	Between three to five years	Upto three Years	Total
18	Rajasthan State Gas Limited	0	0	3	**3**	0	0	21	**21**	0.00	0.00	3.52	**3.52**
19	Rajasthan State Petroleum Corporation Limited	0	0	1	**1**	0	0	3	**3**	0.00	0.00	0.43	**0.43**
20	Chhabra Power Limited	0	0	4	**4**	0	0	8	**8**	0.00	0.00	774.22	**774.22**
21	Dholpur Gas Power Limited	0	3	0	**3**	0	4	0	**4**	0.00	1.86	0.00	**1.86**
22	Giral Lignite Power Limited	0	1	1	**2**	0	2	4	**6**	0.00	27.96	9.71	**37.67**
23	Banswara Thermal Power Company Limited	0	0	0	**0**	0	0	0	**0**	0.00	0.00	0.00	**0.00**
24	Barmer Thermal Power Company Limited	0	0	0	**0**	0	0	0	**0**	0.00	0.00	0.00	**0.00**
25	Jaipur Metro Rail Corporation Limited	1	2	3	**6**	2	4	19	**25**	1.63	41.26	203.80	**246.69**
26	Jaipur Smart City Limited	0	0	2	**2**	0	0	32	**32**	0.00	0.00	418.47	**418.47**
27	Ajmer Smart City Limited	0	0	1	**1**	0	0	11	**11**	0.00	0.00	338.10	**338.10**
28	Kota Smart City Limited	0	0	2	**2**	0	0	12	**12**	0.00	0.00	234.07	**234.07**
29	Udaipur Smart City Limited	0	0	1	**1**	0	0	16	**16**	0.00	0.00	733.11	**733.11**
30	Rajasthan Civil Aviation Corporation Limited	1	0	0	**1**	1	0	0	**1**	4.49	0.00	0.00	**4.49**
31	Rajasthan Urban Drinking Water Sewarage and Infrastructure Corporation Limited	8	2	4	**14**	64	17	77	**158**	1067.42	282.30	1676.09	**3025.81**
	Total A	**115**	**161**	**305**	**581**	**269**	**612**	**1790**	**2671**	**1294.66**	**2377.83**	**54555.68**	**58228.17**
B	**Autonomous Body**												
1	Rajasthan Electricity Regulatory Commission	0	0	3	**3**	0	0	9	**9**	0	0	73.66	**73.66**
2	Rajasthan Khadi & Village Industries Board	4	2	2	**8**	14	6	12	**32**	30.27	3.61	3.54	**37.42**
3	Rajasthan Real Estate Regulatory Authority	0	0	0	**0**	0	0	0	**0**	0	0	0	**0**
4	Rajasthan State Compensatory Afforestation Fund Management and Planning Authority	1	0	0	**1**	39	0	0	**39**	59.21	0	0	**59.21**
	Total B	**5**	**2**	**5**	**12**	**53**	**6**	**21**	**80**	**89.48**	**3.61**	**77.20**	**170.29**
	Grand total (A+B)	**120**	**163**	**310**	**593**	**322**	**618**	**1811**	**2751**	**1384.14**	**2381.44**	**54632.88**	**58398.46**

Appendix-7

(Refer paragraph 1.7; page 45)

Annual return on review of entrustment of autonomous bodies audited under Section 19(2) and 20(1) of the C&AG's (DPC) Act, 1971

Sl. No.	Name and Address of Institution audited under Section	Period of entrustment of audit by Government under Section	Year up to which accounts rendered	Year up to which audit report issued	Placement of audit reports before the Legislature	Year to which accounts due	Period of delay in submission of accounts up to 31 December 2021
1	Rajasthan Khadi and Village Industries Board under Section 20(1)	2017-18 onwards under Section 20(1)	2019-20	2019-20	2019-20 (10.02.2022)	2020-21	2020-21 (6 months)
2	Rajasthan Electricity Regulatory Commission under Section 19(2)	Under Section 19(2)	2020-21 (22.09.2021)	2020-21 (SAR issued on 06.01.2022)	2019-20 (13.02.2022)	-	2020-21 (3 months)
3	Rajasthan Real Estate Regulatory Authority under Section 19(2)	2017-18 to 2020-21	2019-20	2019-20	2019-20	2020-21	2020-21 (6 months)
4	Rajasthan State Compensatory Afforestation Fund Management and Planning Authority under Section 19 (2)	Under Section 19(2) (Sole Auditor)	2012-13	2012-13	2012-13	2013-14 2014-15 2015-16 2016-17 2017-18 2018-19 2019-20 2020-21	2013-14 (7.50 years) 2014-15 (6.50 years) 2015-16 (5.50 years) 2016-17 (4.50 years) 2017-18 (3.50 years) 2018-19 (2.50 years) 2019-20 (1.50 years) 2020-21 (6 months)

Appendix-8

(Refer paragraph 2.2; page 47)

Regulatory control of RERC

Sl. No.	Description	Sector
A	**Power generation**	
1	Rajasthan Vidyut Utpadan Nigam Limited	State PSU
2	Giral Lignite Power Limited	State PSU
3	Raj West Power Limited *i.e.* Individual Power Producers (IPPs) of Rajasthan	Private sector
B	**Power transmission**	
1	Rajasthan Rajya Vidyut Prasaran Nigam Limited	State PSU
2	M/s Adani Transmission (Rajasthan) Limited	Private sector
3	M/s Barmer Power Transmission Services Limited.	Private sector
4	M/s Thar Power Transmission Services Limited	Private sector
5	M/s Hadoti Transmission Services Limited	Private sector
6	M/s Maru Transmission Services Company Limited	Private sector
7	M/s Arawali Transmission Services Company Limited	Private sector
8	M/s KEC Bikaner-Sikar Transmission Private Limited	Private sector
C	**Power distribution**	
1	Jaipur Vidyut Vitran Nigam Limited	State PSU
2	Jodhpur Vidyut Vitran Nigam Limited	State PSU
3	Ajmer Vidyut Vitran Nigam Limited	State PSU
D	**Trading of power**	
1	Rajasthan Renewable Energy Corporation Limited	State PSU
E	**Load dispatch**	
1	State Load Dispatch Centre (SLDC)	A unit of State PSU

Appendix-9

(Refer paragraph 2.5; page 48)

Status of major regulations framed by RERC that remained in force during 2016-21

Nature wise description of regulations	Date of notification (latest amendment)
Tariff Regulations	
RERC (Terms and Conditions for Determination of Tariff) Regulations, 2014 (Tariff Regulations 2014)	24 February 2014
RERC (Terms and Conditions for Determination of Tariff) Regulations, 2019 (Tariff Regulations 2019)	10 May 2019 (Amendment: 28 February 2020)
Standard of Performance for Transmission Licensees	
RERC (Transmission Licensee's Standards of Performance) Regulations, 2004 (T-SOP Regulations 2004)	20 April 2004 (Amendment: 19 January 2016)
RERC (Standards of Performance of Transmission Licensee) Regulations, 2021 (T-SOP Regulations 2021)	3 February 2021
Standard of Performance (Distribution Licensees)	
RERC (Standards of Performance for Distribution Licensees) Regulations, 2014 (D-SOP Regulations 2014)	17 February 2014
RERC (Standards of Performance for Distribution Licensees) Regulations, 2021 (D-SOP Regulations 2021)	31 March 2021
Consumer Grievances & Ombudsman	
RERC (Guidelines for Redressal of Grievances) Regulations, 2008	1 March 2008
RERC (Settlement of Disputes by Electricity Ombudsman) Regulations, 2010.	23 March 2010 (Amendment: 22 January 2020)
RERC (Consumer Grievance Redressal Forum, Electricity Ombudsman and Consumer Advocacy) Regulations, 2021.	5 April 2021
Renewable Purchase Obligation and Renewable Energy Certificate	
RERC (Renewable Energy Obligation) 2007	23 March 2007 (Amendment: 4 February 2020)
RERC (Renewable Energy Certificate and Renewable Purchase Obligation Compliance Framework) Regulations, 2010.	23 December 2010 (Amendment: 5 March 2019)
State Advisory Committee	
RERC (State Advisory Committee) Regulations, 2009	9 January 2009
Power Purchase	
RERC (Power purchase and procurement process of distribution licensee) Regulations, 2004	26 March 2004 (Amendment: 11 January 2019)

Annexure-10

(Refer paragraph 2.6.14; page 63)

Statement showing submission of half yearly SOP Report by distribution licensees during 2016-17 to 2020-21

Year	Reporting period	Jaipur		Ajmer		Jodhpur	
		Date of submission of half yearly SOP report	Delay in submission of half yearly SOP report (in days)	Date of submission of half yearly SOP report	Delay in submission of half yearly SOP report (in days)	Date of submission of half yearly SOP report	Delay in submission of half yearly SOP report (in days)
2016-17	First half	03 January 2017	50	12 January 2017	59	16 May 2017	183
	Second half	09 October 2017	147	13 June 2017	29	15 May 2017	0
2017-18	First half	03 November 2017	0	29 December 2017	45	03 November 2017	0
	Second half	25 June 2018	41	12 June 2018	28	28 May 2018	13
2018-19	First half	02 January 2019	49	14 December 2018	30	06 December 2018	22
	Second half	11 June 2019	27	29 May 2019	14	16 May 2019	1
2019-20	First half	16 December 2019	32	09 December 2019	25	15 November 2019	1
	Second half	10 June 2020	26	15 June 2020	31	15 July 2020	61
2020-21	First half	11 December 2020	27	29 December 2020	45	12 January 2021	59
	Second half	15 June 2021	31	23 June 2021	39	16 July 2021	62

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सत्यमेव जयते

Report of the Comptroller and Auditor General of India on Panchayati Raj Institutions



लोकहितार्थ सत्यनिष्ठा

Dedicated to Truth in Public Interest

For the year ended 31 March 2021

Government of Rajasthan

Report No. 6 of the year 2022

Report of the
Comptroller and Auditor General of India
on
Panchayati Raj Institutions

For the year ended 31 March 2021

Government of Rajasthan
Report No. 6 of the year 2022

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PREFACE

This Report for the year ended 31 March 2021 has been prepared for submission to the Governor of the State of Rajasthan under Article 151 of the Constitution of India.

This Report relates to Audit of receipts and expenditure of the Panchayati Raj Institutions in Rajasthan conducted under provisions of the Comptroller and Auditor General (Duties, Power and Conditions of Service) Act, 1971 and read with proviso of sub-section (4) of section 75 of the Rajasthan Panchayati Raj Act, 1994, as amended on 27 March 2011 which empowers the Comptroller and Auditor General of India to conduct Audit of the accounts of Panchayati Raj Institutions and submit such Audit Report to the State Government for its placement in the State Legislature.

The instances mentioned in this Report are those, which came to notice in the course of test Audit during the period 2020-21 as well as those, which came to notice in earlier years, but could not be reported in the previous Audit Reports; instances relating to the period subsequent to 2020-21 have also been included, wherever necessary.

The Audit has been conducted in conformity with the Auditing Standards (March 2017) issued by the Comptroller and Auditor General of India.

OVERVIEW

This Report contains observation on Panchayati Raj Institutions (PRIs) and includes three chapters. Chapter-I includes 'An overview of the Functioning, Accountability Mechanism and Financial Reporting Issues of Panchayati Raj Institutions'. Chapter-II comprises of Perfomance Audit on '*Implementation of Border Area Development Programme*' and '*Functioning of Member of Legislative Assembly Local Area Development Scheme*'. Chapter-III comprises of four paragraphs noticed during Compliance Audit.

A synopsis of important findings contained in this report is presented in this overview.

Chapter-I

Overview of Functioning, Accountability Mechanism and Financial Reporting Issues of Panchayati Raj Institutions

The Rajasthan Panchayat Samiti and Zila Parishad Act, 1959 conforms to the new pattern of Panchayati Raj which provides for a three tier structure of local self-governing bodies at district, block and village levels and enhanced decentralisation of powers. The Rajasthan Panchayati Raj Act (RPRA), 1994 came into effect from April 1994, consequent to the 73rd Constitutional Amendment giving constitutional status to Panchayati Raj Institutions (PRIs).

As mandated by RPRA, 1994, five standing committees were to be constituted by each PRI, however, the actual status of their constitution has not been made available to Audit, despite repeatedly commenting in the previous Audit Reports.

Though, certain sources of revenue like fair tax, building tax, fees, rent from land and buildings, water reservoir etc. and capital receipts from sale of land had been provided to the PRIs, but they have remained dependent upon the grants in aid released by State and Central Government. Even figures of '*own revenue*' were not available with the Department for the past many years.

DLFAD is the primary auditor of PRIs, however, huge arrears in audit as well as certification of accounts of PRIs on part of the DLFAD, is an area of concern. DLFAD also did not ensure compliance to the observations made by this office under parameter 4 and 5 of Technical Guidance & Support (TG&S).

Piling up of outstanding Audit objections over the years indicates the lack of interest of the PRIs in addressing the issues pointed out by Audit. The PRIs have not provided the first compliance of 32 IRs containing 381 paragraphs. The prescribed number of Audit Committee Meetings to settle the outstanding audit paras were also not conducted.

(Paragraphs 1.1 to 1.11, pages:1-16)

Chapter-II

Implementation of Border Area Development Programme

BADP in the State was implemented with the objective to meet the special developmental needs and wellbeing of the people living in remote and inaccessible areas situated near the international border.

Audit scrutiny revealed that to identify the critical gaps in infrastructure, baseline survey was not conducted and accordingly, village wise long term action plan to fulfill these critical gaps, was also not prepared. As a result, works were not taken up in more than 40 *per cent* of the border villages situated within 0-10 kms, while 18.38 *per cent* (759 out of 4,130) works amounting to ₹ 148.06 crore were sanctioned during 2016-21 beyond 10 km without ensuring saturation of the villages/habitation within 10 km range.

District Level Committee (DLC) neither defined the term '*saturation of a village with basic infrastructure*' nor was any village within 10 km from zero line declared as saturated despite utilisation of ₹ 2,187.20 crore for the Programme by the State during the period 1993-2021.

Funds remained parked with GoR for long periods and were thus released to Implementing Agencies with delays. Also, advances given to Implementing Agencies were not adjusted timely. The interest earned by Implementing Agencies on BADP funds was not accounted for. Instances of lower participation of females in skill development trainings, imparting training in non-BADP blocks, non-employment of 44.38 *per cent* trainees under Employment Linked Skill Training Programme, non-creation of skill development training centres despite availability of funds, charging of inadmissible administrative expenditure by Rajasthan Skill and Livelihood Development Corporation (RSLDC), non-reconciliation and non-adjustment of advances from RSLDC, were also noticed.

Expenditure incurred on construction of Polytechnic college, ITI building, Residential School (Boys and Girls) at *Jaisindhar*, Barmer remained infructuous. Various deficiencies were noticed in execution of works during physical verification such as executed work not found on site, execution of inadmissible work, unfruitful/idle/non-functional work, damaged and incomplete works etc.

The internal control and monitoring mechanism was poor as quarterly progress reports were not submitted in time, follow up action on Third Party Inspection and evaluation study was not monitored properly. Required number of meetings of SLSC and DLC were not conducted. Reports related to inspection were not maintained and Social Audit of the Scheme was not conducted.

(Paragraph 2.1, pages:17-67)

Functioning of Member of Legislative Assembly Local Area Development Scheme

The MLALAD Scheme was introduced in 1999-2000, with a view to carry out developmental works of capital nature in the constituency areas, on recommendations of MLAs. The annual entitlement of an MLA was ₹ 2.25 crore since 2016-17.

A performance audit of the Scheme covering the period 2016-21, revealed that the Scheme was popular as substantial number of works for creation of assets of public use, were undertaken to cater to local requirements. Audit, however, observed that an amount equals to more than double the average annual allocation always remains with the executive agencies, as advance. During 2018-21, GoR released only 60.75 *per cent* of the budget provision due to availability of sufficient/unspent funds in the PD Account of ZPs and advances with executive agencies.

The Department did not initiate stern and effective steps against executive agencies for adjustment of pending advances, which increased to ₹ 809.14 crore as of March 2021. Annual utilisation of the available funds ranged between 33.86 *per cent* and 74.94 *per cent* due to delayed or non-submission of Utilisation Certificate (UC)/Completion Certificate (CC).

MLAs of four (out of seven) test checked districts did not recommend 20 *per cent* funds for the areas inhabited by SC/ST and *Sambal Gram* as prescribed in the scheme guidelines. Convergence of available funds with MGNREGS was also not done by the seven test checked districts.

Instances of execution of inadmissible works, execution of works without following prescribed norms/regulations, incomplete works, delay in issue of sanctions, non-submission of UCs/CCs by executive agencies, inadequate coverage of areas inhabited by SC/ST community, not taking action on recommendations of evaluation study of the scheme etc. were also noticed, despite pointed out in previous Audits of the scheme.

(Paragraph 2.2, pages:68-99)

Chapter-III

Execution of additional work in violation of the provisions of RTPP Rules, 2013 resulted in unauthorised expenditure of ₹ 6.16 crore.

(Paragraph 3.1, pages:101-103)

The PS unauthorisedly executed the works without inviting tenders in contravention to the provisions of RTPP Act and RTPP Rules.

(Paragraph 3.2, pages:103-104)

Payments for works carried out in Gram Sabhas were made in clear violation of extant rules. Further, duplication /non-mentioning of names in muster rolls indicate probability of fictitious payments and misappropriation of funds.

(Paragraph 3.3, pages:104-105)

Failure to observe the Operational Guidelines of Integrated Watershed Management Programme *(IWMP)* and the guidelines of Department led to non-recovery of ₹ 1.66 crore from Self Help Groups thus, adversely affecting the objective to support the livelihood activities of landless/assetless persons.

(Paragraph 3.4, pages:105-107)

CHAPTER-I

An Overview of the Functioning, Accountability Mechanism and Financial Reporting Issues of Panchayati Raj Institutions

CHAPTER-I

AN OVERVIEW OF THE FUNCTIONING, ACCOUNTABILITY MECHANISM AND FINANCIAL REPORTING ISSUES OF PANCHAYATI RAJ INSTITUTIONS

1.1 Introduction

The Rajasthan Panchayat Samiti and Zila Parishad Act, 1959 conforms to the new pattern of Panchayati Raj which provides for a three tier[1] structure of local self-governing bodies at district, block and village levels and enhanced decentralisation of powers.

The Rajasthan Panchayati Raj Act (RPRA), 1994 came into effect from April 1994, consequent to the 73rd Constitutional Amendment giving constitutional status to Panchayati Raj Institutions (PRIs). It delineated functions, powers and responsibilities of PRIs enabling them to function as third tier of Government. Later, Rajasthan Panchayati Raj Rules (RPRRs), 1996 were incorporated there under to ensure smooth functioning of the PRIs.

There were 33 Zila Parishads (ZPs) with two cells in each ZP viz. Rural Development Cell (RDC) and Panchayat Cell (PC), 352 Panchayat Samitis (PSs) and 11,341 Gram Panchayats (GPs) functioning in the State as of March 2021.

Rajasthan is the largest state in the country in terms of size and spans an area of 3.42 lakh square kilometers (sq. km). As per the Census 2011, the total population of the State was 6.85 crore, of which 5.15 crore (75.18 *per cent*) is living in rural areas. The comparative demographic and developmental profile of the State *vis-à-vis* the national profile as per Census 2011 is given in **Table 1.1** below:

Table 1.1

Indicator	Unit	Figures as per Census 2011	
		State level	National level
Population	Crore	6.85	121.06
Population (Rural)	Crore	5.15	83.35
Population (Urban)	Crore	1.70	37.71
Population Density	Persons per sq. km	200	382
Decadal Growth Rate	Percentage	21.30	17.70
Sex Ratio	Females per 1,000 males	928	943
Total Literacy Rate	Percentage	66.10	73.00
Female Literacy Rate	Percentage	52.10	64.60
Male Literacy Rate	Percentage	79.20	80.90
Total Literacy Rate (Rural)	Percentage	61.40	67.77
Female Literacy Rate (Rural)	Percentage	45.80	57.93
Male Literacy Rate (Rural)	Percentage	76.20	77.15
Birth Rate*	Per 1,000 Population	23.7(2019)	19.7 (2019)
Death Rate*	Per 1,000 Population	5.7 (2019)	6.0 (2019)
Infant Mortality Rate*	Per 1,000 Live Births	35 (2019)	30 (2019)
Maternal Mortality Rate*	Per lakh Live Births	164 (2016-18)	113 (2016-18)

Source: As per Department of Economic and Statistics, Govt. of Rajasthan
**As per Economic Review 2021-22, Govt. of Rajasthan*

1 Zila Parishad at District level, Panchayat Samiti at Block level and Gram Panchayat at Village level.

1.2 Organisational set up

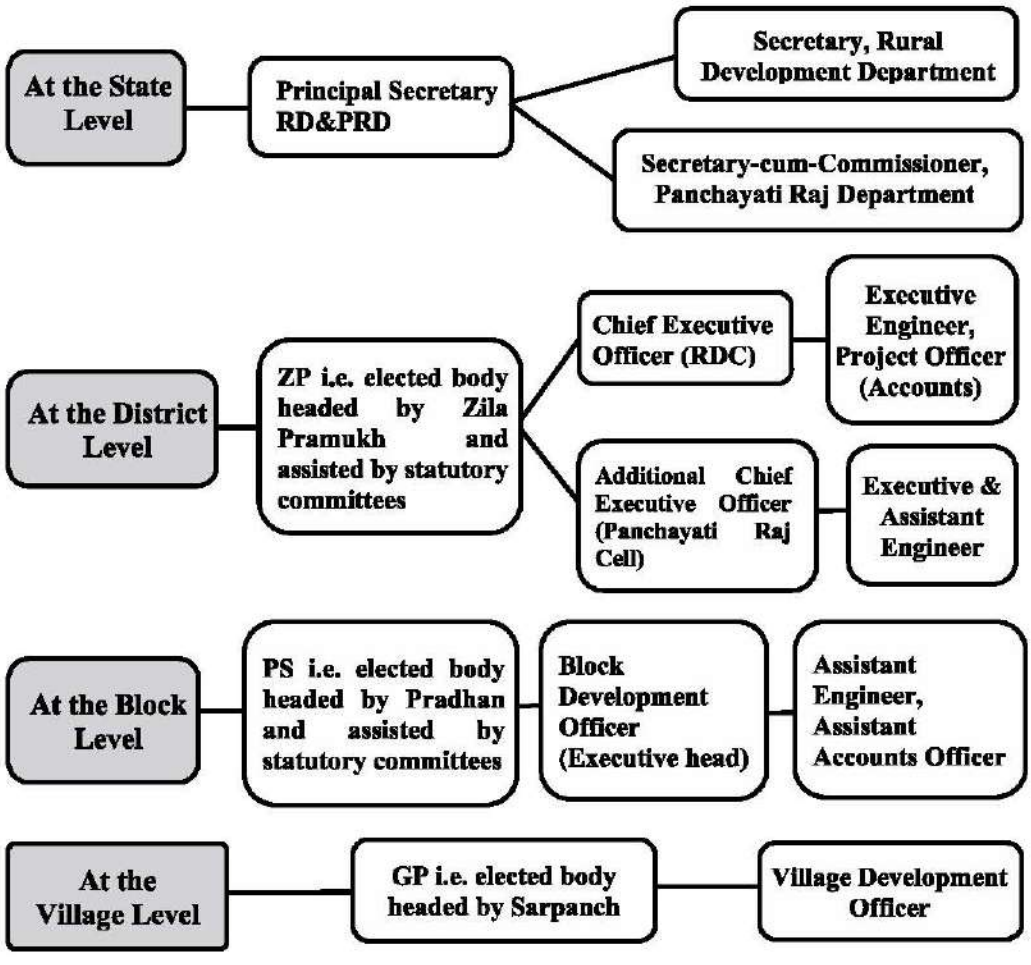
To accord due priority and special importance to rural development 'Special Scheme Organisation' was established in 1971. While increasing its jurisdiction, it was reorganized as 'Special Schemes and Integrated Rural Development Department' in 1979. Further, it was renamed as 'Rural Development Department' (RDD) in 1999.

Most of the schemes of RDD are executed by PRIs. Therefore, for coordination at district level, Rural Development Cell (RDC) under CEO was created by merging District Rural Development Authority (DRDA) with ZPs. Similarly, at State level, to establish coordination between activities of Rural Development and Panchayati Raj and ensure better execution of Programmes, RDD and Panchayati Raj Department (PRD) were merged to form Rural Development and Panchayati Raj Department (RD&PRD).

All the schemes under RDD and PRD are executed through Principal Secretary, RD&PRD.

The organisational set up of the PRIs is given in **Chart 1.1** below:

Chart 1.1



1.3 Functioning of PRIs

Section 2 (xvii) of RPRA, 1994 defines the PRI as an institution of Self-Government established under this Act for rural areas at the level of village or block or district. Various Central and State schemes/programmes are implemented through the PRIs at district, block and village levels.

The 33 functions of a village level PRI (GP) include general administrative works related to agriculture, minor irrigation, drinking water, education and rural sanitation etc., as specified in the first schedule of RPRA, 1994.

Similarly, functions of PS (30 functions) and ZP (19 functions) are specified in the second and third Schedule of RPRA, 1994 respectively.

1.3.1 Devolution of Funds, Functions and Functionaries to Panchayati Raj Institutions

Following the 73rd Constitutional Amendment, orders on devolution were issued by the Government of Rajasthan (GoR) in June 2003 and October 2010. Accordingly, out of 29 functions to be devolved in terms of XI Schedule of the Constitution, 28 functions were initially transferred. However, funds and functionaries were transferred in respect of 20 subjects only (***Appendix I***). Subsequently, devolution of funds, functions and functionaries of five subjects relating to Public Health Engineering Department, Public Works Department and Food and Civil Supply Department were withdrawn in January 2004 from PRD.

1.4 Formation of various committees of PRIs

1.4.1 District Planning Committee

In pursuance of Article 243 ZD of the Constitution of India and Section 121 of RPRA, 1994, State Government constituted District Planning Committee (DPC) in all the districts of the State. District Collector is a member of the DPC and he or his nominated officer has to attend the meetings of DPC. The required quorum for DPC meeting is 33 *per cent* of members elected from rural and urban areas.

The main objective of DPC is to consolidate the plans prepared by the Panchayats and the Municipalities in the district and to prepare a draft developmental plan for the district as a whole and forward it to the State Government. The DPC should meet at least four times in a year. Important decisions such as review/approval of district annual plans, quarterly/yearly, physical/financial progress of schemes, review of implementation of various schemes are taken in DPC meetings.

However, the information regarding number of DPC meetings held by ZPs during 2020-21, was not provided by PRD despite repeated reminders (September 2021, January 2022, February 2022 and April 2022).

1.4.2 Standing Committee

According to section 55-A, 56 and 57 of RPRA, 1994, respectively every GP, PS and ZP shall constitute five standing committees, one each for the following group of subjects, namely (a) administration and establishment, (b) finance and taxation, (c) development and production programmes including those relating to agriculture, animal husbandry, minor irrigation, co-operation, cottage industries and other allied subjects, (d) education, (e) social service and social justice including rural water supply, health and sanitation, *gramdaan*, communication, welfare of weaker sections and allied subjects. These standing committees shall be headed by the elected member or elected chairperson of the institution concerned respectively.

Actual status of constitution and working of standing committees was not made available by PRD despite repeated reminders (September 2021, January 2022, February 2022 and April 2022).

1.5 Audit Arrangement

1.5.1 Primary Auditor

Section 75(4) of the RPRA, 1994 stipulates that all the accounts to be kept and maintained by a PRI shall be audited by the Director, Local Fund Audit Department (DLFAD) as per provisions of the Rajasthan Local Fund Audit Act (RLFAA), 1954. The Audit Report[2] of the DLFAD will include two chapters on Audit of PRIs viz. one on 'Status of accounts of PRIs' and other on 'Audit findings'. The paragraphs pertaining to PRIs are discussed by the Committee on Local Bodies and Panchayati Raj Institution constituted by Rajasthan State Legislature.

The Audit Report of DLFAD, Rajasthan for the year 2020-21 has been laid before the State legislature on 11 March 2022.

1.5.1.1 Certification of Annual Accounts of Panchayati Raj Institutions

As per Rule 23 (h) of the Rajasthan Local Fund Audit Rules (RLFAR), 1955, LFAD is required to certify the correctness of the annual accounts of PRIs at all three levels i.e. ZPs, PSs and GPs.

During 2020-21, DLFAD certified annual accounts of 8,634 PRIs out of total 11,726 PRI[3]s in the State and accounts of 3,092 PRIs (26.37 *per cent*) remained uncertified. The status of accounts certified with/without qualifications was not made available by the DLFAD despite repeated reminders (September 2021, January 2022 and February 2022). In absence of which, Audit could not ascertain whether the annual accounts of PRIs were maintained properly and in complete format.

Thus, DLFAD has not been able to certify the accounts of all PRIs in a year.

2 Section 18 of the Rajasthan Local Fund Audit Act, 1954 requires Director, LFAD to submit his Annual Consolidated Report on audited accounts to the State Government for laying this report before the State Legislature.

3 Total PRIs, those accounts were due for certification during 2020-21 were 11,726 (ZPs: 33; PSs: 352 & GPs: 11,341), in the State.

1.5.1.2 Arrears of Audit of Local Fund Audit Department

There were 11,726 units of PRIs (ZPs: 33, PSs: 352 and GPs: 11,341) as of March 2020. Against this DLFAD audited 2,732 units of PRIs (ZPs: 6, PSs: 82 and GPs: 2,644) during 2020-21 leaving behind an arrear of 8,994 units of PRIs (ZPs: 27, PSs: 270 and GPs: 8,697). DLFAD informed (October 2021) that the main reasons of arrear were vacant post and deployment of audit personnel for special investigation and election related work.

Huge arrears of Audit for past many years has been commented in earlier Audit Reports also. However, concrete action to improve the situation has not been taken by the Department.

A total of 7,349 Inspection Reports (IRs) containing 76,136 paragraphs issued by the Director LFAD were pending for settlement as of March 2021. Out of these, 7,111 paragraphs involving monetary value of ₹ 22.55 crore were related to embezzlement.

Thus, huge pendency of IRs and paragraphs are indicative of lack of initiative on part of both LFAD & the PRIs towards enhancing accountability.

1.5.2 Audit by Comptroller and Auditor General of India

Comptroller and Auditor General of India (CAG) conducts test Audit of PRIs under Section 14 of CAG's (Duties, Powers and Conditions of Service) Act, 1971 and the proviso of sub section (4) of section 75 of the RPRA[4], 1994, as amended on 27 March 2011 and submits Audit Report to the State Government for placement in the State legislature.

1.5.2.1 Implementation of Technical Guidance and Support/Supervision

Thirteenth Finance Commission recommended that the responsibility of providing Technical Guidance and Supervision (TG&S) over the audit of all the tiers of Panchayati Raj Institutions and Urban Local Bodies be given to C&AG of India. In pursuance of above recommendations Finance (Audit) Department, GoR, issued notification on 2 February 2011 for adoption of 13 parameters (***Appendix II***) regarding TG&S. Accordingly TG&S Cell was constituted (November 2012) in the office of Principal Accountant General (General & Social Sector Audit) Rajasthan[5] for providing TG&S to DLFAD. These TG&S arrangements were further extended to cover the period of Fourteenth Finance Commission (2015-20) also vide GoR's notification (25 April 2016) on the same terms and conditions.

Comments/suggestions in respect of two Factual Statements (FSs) during 2020-21 proposed by DLFAD for inclusion in their Audit Report were communicated to DLFAD under the TG&S by the Office of Accountant General (Audit-I), Rajasthan.

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4 All accounts kept and maintained by PRI shall be audited, as soon as may be after the end of each financial year, by the DLFAD for the State and provisions of the Rajasthan Local Fund Audit Act, 1954 shall apply, provided that the CAG of India may also carry out a test Audit of such accounts.

5 Now known as Office of the Accountant General (Audit-I), Rajasthan w.e.f. 18th May 2020.

During the period 2020-21, three IRs were forwarded by DLFAD for comments under TG&S. After due scrutiny, the suitable comments for technical guidance were communicated (May 2020) to DLFAD.

Further, in compliance of parameter 4 and 5 of TG&S, audit of PS Sanganer was conducted by this office and the inspection report was sent (March 2021) to DLFAD for compliance of the objections. Reply of DLFAD was not received (April 2022).

1.6 Response to Audit observations

1.6.1 Response to Inspection Reports and paragraphs

As of March 2021, 3,043 IRs comprising 28,215 paragraphs issued by the Accountant General (Audit-I) Rajasthan in respect of the PRIs i.e. ZPs and PSs (including GPs) were pending for settlement as detailed in **Table 1.2** below:

Table 1.2

Year	IRs	Paragraphs
Upto 2009-10	1,410	11,305
2010-11	104	925
2011-12	206	2,471
2012-13	191	2,413
2013-14	203	2,246
2014-15	170	1,298
2015-16	161	1,478
2016-17	178	1,666
2017-18	133	1,424
2018-19	123	1,206
2019-20	141	1,551
2020-21	23	232
Total	**3,043**	**28,215**

Recovery of ₹ 4.68 lakh was made at the instance of Audit in PS-Maulasar and PS-Laxmangarh during 2020-21.

Huge pendency of IRs and paragraphs indicates lack of prompt response on the part of PRIs.

For early settlement of outstanding paragraphs in IRs, GoR issued (August 1969) instructions to all the departmental officers for sending 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 Committee in each of the Administrative Department for ensuring compliance to all the matters relating to audit.

It was however, observed that first compliance of 32 IRs containing 381 paragraphs have not been received as of November 2021.

For early disposal/settlement of the outstanding IRs and paragraphs, the Finance Department instructed (April 2016) all the departments to hold four Audit Committee meetings in a year. However, against the eight prescribed Audit Committee meetings (four each by PRD and RDD) to be held in a year, only six

(PRD: 4 and RDD: 2) meetings were conducted during 2020-21. Secretary, RDD stated (June 2022) that due to Covid pandemic, the prescribed number of Audit Committee meetings could not be held during 2020-21.

Recommendation:

1. *In view of the large number of pending paragraphs and Inspection Reports, efforts should be made by Panchayati Raj Department and Rural Development Department to ensure submission of compliance and regular conduct of Audit Committee meetings to settle the pending paragraphs.*

1.6.2 Response to paragraphs that featured in Audit Report

Reply to all the paragraphs which appeared in C&AG's Audit Report for 2016-17 have been received as on August 2021. However, reply for 24 paragraphs having money value of ₹ 2,217.04 crore were received after the prescribed time.

1.6.3 Discussion on Audit Reports by the Committee

A Committee on Local Bodies and Panchayati Raj Institution has been constituted since 01 April, 2013 in Rajasthan Vidhan Sabha to examine and discuss the Audit Reports of Comptroller and Auditor General of India on Local Bodies. Audit Reports till the year 2012-13 has been discussed/deemed discussed by the committee. Audit Reports for the year 2013-14 to 2015-16 are due for report writing and Audit Report for the year 2016-17 is pending discussion by the committee. Audit Report for the period ending March 2020 has been submitted to the Governor and the State Government on 06 April 2022 for placement in State Assembly.

Accountability Mechanism and Financial Reporting issues

Accountability Mechanism

1.7 Social Audit

Social Audit was formally introduced through Mahatma Gandhi National Rural Employment Guarantee (MGNREG) Audit of Scheme Rules[6], 2011. These rules prescribe procedures and the manner for conducting Social Audit.

For further simplification, delegation of responsibilities to various functionaries and effective implementation of the scheme, the GoR formulated detailed Social Audit Guidelines in 2012. In Rajasthan, Directorate of Social Audit (DSA) was constituted (September 2009) under the administrative set up of Principal Secretary RD&PRD. Director, Social Audit is responsible for conducting Social Audit of scheme[7] in the State as per provisions of the Social Audit Guidelines, 2012.

6 MGNREG Audit of Scheme Rules, 2011 were notified (30 June 2011) by the GoI in exercise of the powers conferred by sub section (1) of section 24 of the MGNREG Act, 2005.

7 In addition to MGNREG Scheme, Social Audit of Integrated Watershed Management Programme (IWMP) also commenced from April 2013 by adopting these guidelines.

Thereafter, as per direction of Government of India, State Government constituted (September 2019) an independent social audit entity, Society for Social Audit, Accountability and Transparency (SSAAT). At present, seven[8] schemes are being audited by SSAAT. The SSAAT has to prepare a calendar at the beginning of the year which shall in advance lay out the sequence in which Social Audit will be conducted across all GPs of the State, while ensuring that every GP is audited twice a year.

As per information provided by SSAAT, Social Audit was not conducted during 2020-21 due to COVID pandemic.

1.8 Investigation by Lokayukta

The Office of the Lokayukta, Rajasthan was set up in February 1973 as per the Rajasthan Lokayukta and Up-Lokayukta Act, 1973, with an objective of resolving cases of corruption, misutilisation of power by Ministers and higher officials of the GoR. It is an independent constitutional authority. The actions of Pramukh and Up-Pramukh of a ZP, Pradhan and Up-Pradhan of a PS and Chairman of any standing committee constituted by or under RPRA, 1994 are covered under the Lokayukta. However, the acts of the Sarpanch or Panch of GP do not fall under the direct jurisdiction of the Lokayukta in Rajasthan.

During 2020-21, 268 complaints cases against the officers and employees of RD&PRD were received in Lokayukta, Rajasthan and adding an opening balance of 1,055 cases, there were a total of 1,323 cases. Out of this, 40 cases were disposed and the remaining 1,283 cases were pending (as on March 2021).

1.9 Submission of Utilisation Certificates

As per rule 284 and 286 of the General Financial & Accounts Rules (Part-I) of Government of Rajasthan, PRIs shall submit Utilisation Certificate (UCs) for the grant released to them for specific purpose. The UCs shall be prepared separately by the Vikas Adhikaris/Secretaries concerned and sent to the District Level Officer of Department concerned which released the grant. The District Level Officer shall countersign the same and submit it directly to the Accountant General (Accounts & Entitlement), Rajasthan.

1.9.1 Panchayati Raj Department

The position of pending UCs as of March 2021 against the grants released in respect of 5th State Finance Commission and 14th/15th Finance Commission was not provided by Panchayati Raj Department despite repeated reminders (September 2021, January 2022, February 2022 and April 2022).

8 (i). Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS); (ii). 15th Central Finance Commission Grants (15th CFC Grants); (iii) National Social Assistance Programme (NSAP); (iv) Pradhan Mantri Awas Yojana-Gramin (PMAY-G); (v) Swachh Bharat Mission-Gramin (SBM-G); (vi) 14th Central Finance Commission Grants (14th CFC Grants); (vii) Shyama Prasad Mukherji Rurban Mission (SPMRM).

1.9.2 Rural Development Department

The position of pending UCs in respect of the Central and State sponsored schemes upto the year 2020-21 is given in **Table 1.3** as under:

Table 1.3

(₹ in crore)

Sl. No.	Name of Scheme	Pending UC for amount			
		As of March 2018	As of March 2019	As of March 2020	As of March 2021
1.	MLALAD	1,432.58	1,282.79	912.95	1,053.19
2.	Swa Vivek Zila Vikas Yojna	14.98	10.99	9.42	5.44
3.	MGNREGS	805.36	56.53	65.51	181.47
4.	MAGRA	95.65	89.52	53.45	37.16
5.	MEWAT	125.75	82.92	56.16	40.51
6.	DANG	93.89	80.95	44.37	32.23
7.	BADP	260.93	347.40	275.52	174.93
8.	MPLAD	200.63	313.82	NA	NA
9.	MGJVY	97.64	144.96	84.18	49.50
10.	SPMRM	1.85	123.95	NA	66.28
11.	CMJNY	-	-	-	8.25
Total		**3,129.26**	**2,533.83**	**1,501.56**	**1,648.96**

**NA (Not Available): The information was not made available by RDD despite repeated reminders.*

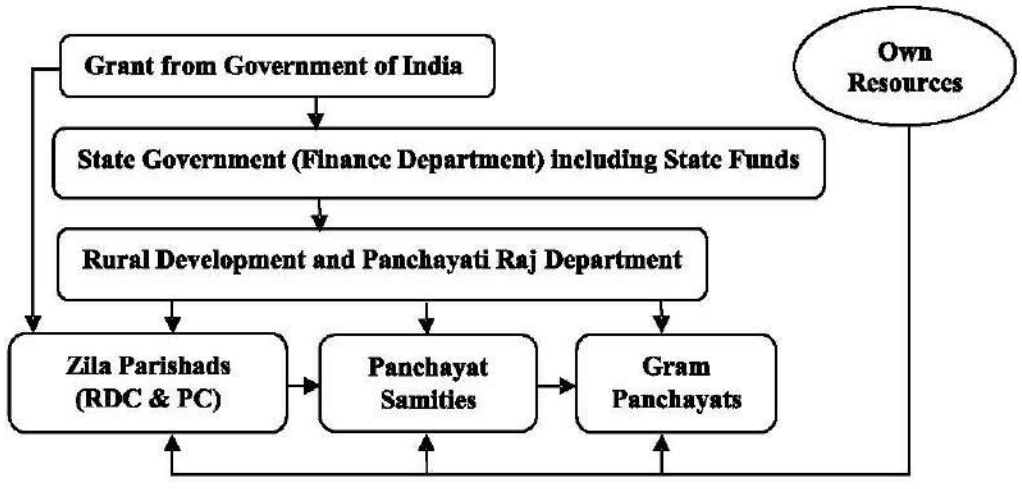
The Department is required to make efforts to ensure timely submission of UCs.

1.10 Financial Reporting Issues

1.10.1 Source of Funds

The receipts and expenditure of PRIs from all the sources are compiled by PRD and RDD separately at the State level. The schemes of PRD and RDD are usually executed by all the three tiers of PRIs. The fund flow of PRIs is given in **Chart 1.2** below:

Chart 1.2



1.10.1.1 Financial Position of Panchayati Raj Institutions as per Panchayati Raj Department

PRIs have their own sources of tax and non-tax revenue *i.e.* fair tax, building tax, fees, rent from land and buildings, water reservoir etc. and capital receipts from sale of land. In addition, the PRIs receive funds from the State Government and Government of India (GoI) in the form of grants-in-aid/loans for general administration, implementation of developmental schemes/works, creation of infrastructure in rural areas etc. PRIs also receive funds under recommendations of the Central/State Finance Commissions. The position of receipts and expenditure of PRIs for the schemes compiled by PRD for the period 2016-21 is given in **Table 1.4** below:

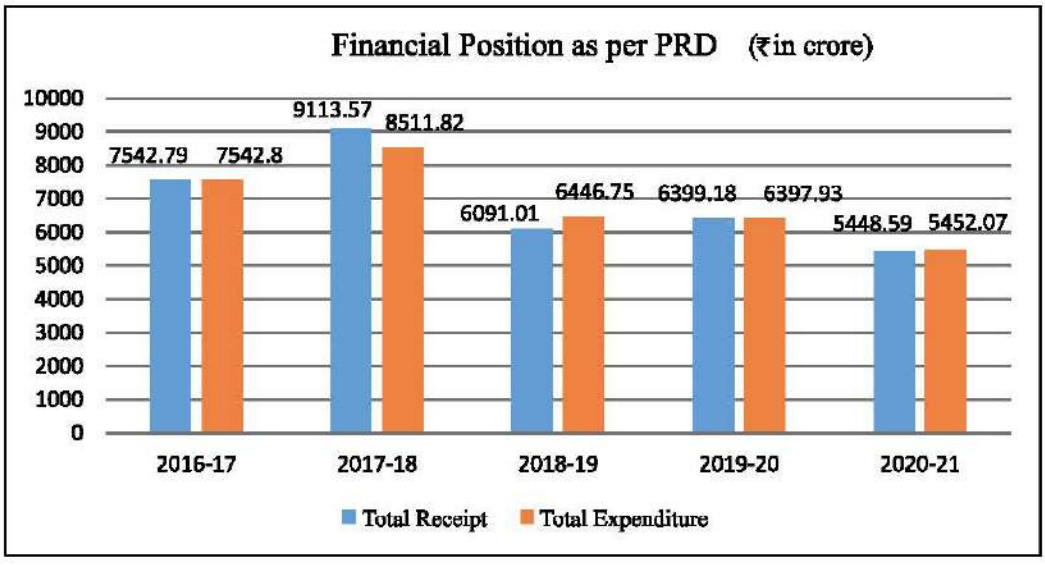
Table 1.4

(₹ in crore)

Particulars	2016-17	2017-18	2018-19	2019-20	2020-21
(A) Revenue receipts					
Tax (own revenue)	NA	NA	Nil	NA	NA
Non-Tax (ZP) (own revenue)	NA	NA	11.28	NA	NA
Total Own Revenue	**NA**	**NA**	**11.28**	**NA**	**NA**
Grants-in-aid from State Government	5,237.27	6,456.10*	4,717.62*	1,356.06*	3,517.59*
Fourteenth Finance Commission Grants	2,305.52	2,657.47	1,362.11	5,043.12	-
Fifteenth Finance Commission Grants	-	-	-	-	1,931.00
Total Receipts	**7,542.79**	**9,113.57**	**6,091.01**	**6,399.18**	**5,448.59**
(B) Expenditure					
Revenue Expenditure (Pay and allowances and maintenance expenditure)	7,499.67	8,486.82	6,440.25	990.61	961.13
Expenditure under Fifth State Finance Commission	-	-	-	361.95	2,556.44
Expenditure under Fourteenth Finance Commission	-	-	-	5,043.12	-
Expenditure under Fifteenth Finance Commission	-	-	-	-	1,931.00
Capital Expenditure	43.13	25.00	6.50	2.25	3.5
Total Expenditure	**7,542.80**	**8,511.82**	**6,446.75**	**6,397.93**	**5,452.07**

Source: As per data provided by PRD. NA: Not Available
**It includes amount pertaining to Fifth State Finance Commission grant.*

Chart 1.3



The above table indicates that:

- There has been a steep decrease in total receipts in the year 2018-19 by 33.17 *per cent* over the previous year. State Government grants decreased by 26.93 *per cent* and Fourteenth Finance Commission grants also decreased by 48.74 *per cent* over the previous year in the same period. Total receipts in the year 2020-21 also decreased by 14.85 *per cent* over the previous year.

- Accordingly, there has been a consistent decrease in total expenditure over the previous years since 2018-19 (2018-19: 24.26 *per cent*, 2019-20: 0.76 *per cent*, 2020-21: 14.78 *per cent*).

- Non availability of figures of own revenue (tax and non-tax) with the Department for the period 2016-21 (except non-tax own revenue for the year 2018-19) reflects the weakness of the management information system of Department. There are certain revenue receipts in ZPs and PSs in the form of rent from shops, fisheries, auctions, tender receipts, other taxes, etc. However, these were not compiled or consolidated at State level.

Hence, PRIs are totally dependent on grants-in-aid received from State Government and Finance Commission. Complete dependency on grants and lack of fiscal autonomy is a matter of serious concern that needs to be addressed for improving governance at grass-root level.

1.10.1.2 Financial Position of Panchayati Raj Institutions compiled by Rural Development Department

The position of receipts and expenditure of the rural development schemes compiled by RDD for the years 2016-21 is given in **Table 1.5** below:

Table 1.5

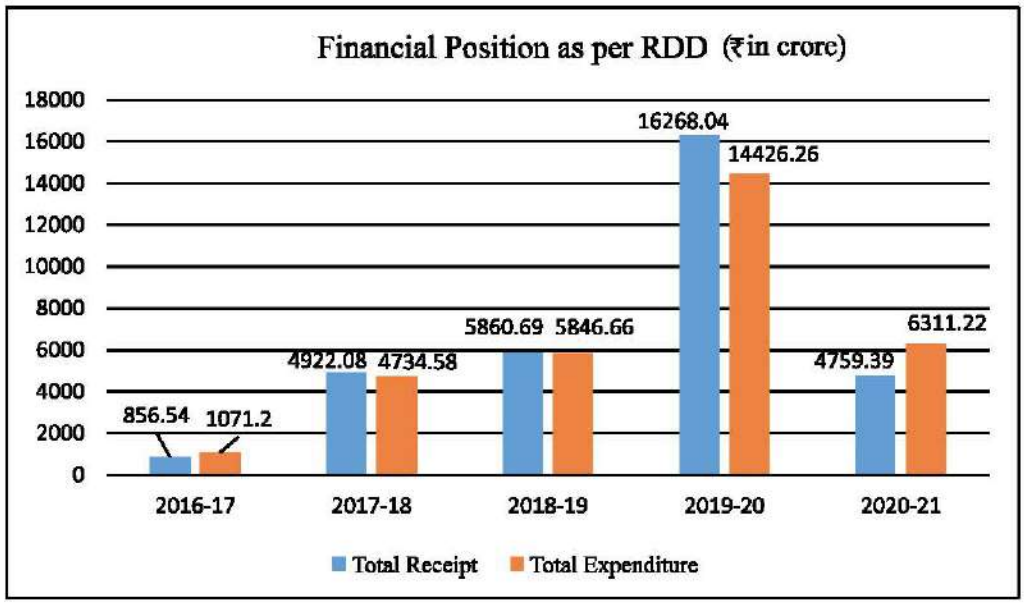
(₹ in crore)

Particulars	2016-17			2017-18			2018-19			2019-20			2020-21		
	CSS	SSS	Total	CSS	SSS	Total	CSS	SSS	Total	CSS	SSS	Total	CSS	SSS	Total
Opening balance	249.68	765.52	**1,015.20**	364.42	953.38	**1,317.80**	801.32	1,998.37	**2,799.69**	1,403.27	1,688.39	**3,091.66**	2,665.99	1,501.21	**4,167.2**
Receipts	216.76	639.78	**856.54**	4,129.55	792.53	**4,922.08**	5,571.22	289.47	**5,860.69**	15,875.70	392.34	**16,268.04**	4,503.45	255.94	**4,759.39**
Total available funds	440.92	1,103.03	**1,543.95**	4,493.99	1,745.92	**6,239.91**	6,373.04	2,287.84	**8,660.88**	17,278.97	2,080.73	**19,359.70**	7,169.44	1,757.15	**8,926.59**
Expenditure	304.16	767.04	**1,071.20**	4,068.26	666.32	**4,734.58**	5,243.65	603.01	**5,846.66**	13,847.90	578.36	**14,426.26**	5,772.10	539.12	**6,311.22**
Closing balance	136.76	335.99	**472.75**	425.73	1,079.60	**1,505.33**	1,129.39	1,684.83	**2,814.22**	3,431.07	1,502.38	**4,933.45**	1,397.27	1,218.02	**2,615.29**
Percentage of expenditure to the total available funds	68.98	69.53	**69.38**	90.53	38.16	**75.88**	82.28	26.36	**67.51**	80.14	27.80	**74.52**	80.51	30.68	**70.70**

CSS: Centrally Sponsored/Sector Scheme, SSS: State Sponsored Scheme

Source: As per information provided by RDD.

Chart 1.4



The above table indicates that:

- There are consistent difference in closing balance of the previous year and opening balance of next year for each of the years. Similar discrepancies were also commented in the previous Audit Reports but they still persist. Urgent remedial action for reconciliation of the differences need to be taken by the GoR.

- Total receipts from Central and State Government has decreased by about 70.74 *per cent* and the expenditure also decreased by about 56.25 *per cent* in 2020-21 over the previous year.

- Utilisation of available funds was about 70.70 *per cent* during 2020-21, which decreased by 3.82 *per cent* over previous year.

Scheme-wise financial status and progress of work under schemes during the year 2020-21 is as given in **Table 1.6** below:

Table 1.6

(₹ in crore)

Sl. No.	Name of scheme	Total available funds	Expenditure	Expenditure in percentage of available funds	Total available works	Completed	Percentage of completion	Work not started
1.	MLA-LAD	1483.53	430.33	29.01	23,234	10,840	46.66	2,234
2.	Swa Vivek Zila Vikas Yojna	9.57	4.14	43.26	97	2	2.06	18
3.	MGNREGS	2,256.14	2,004.78	88.86	9,86,370	3,98,549	40.41	1,38861
4.	MAGRA	56.49	19.34	34.24	590	20	3.39	15
5.	MEWAT	58.16	17.65	30.35	812	5	0.62	15
6.	DANG	44.37	12.15	27.38	644	11	1.71	40
7.	BADP	301.32	126.32	41.92	1,658	916	55.25	5
8.	MPLAD	109.87	16.41	14.94	756	341	45.11	118
9.	MGJVY	105.03	55.53	52.87	1,080	29	2.69	66
10.	SPMRM	132.36	66.08	49.92	1,892	588	31.08	604

Source: Information provided by Department.

1.10.2 Recommendations of the State Finance Commission

Fifth State Finance Commission (SFC) period commenced from the year 2015-16. An amount of ₹ 2,556.44 crore as remaining grant for the year 2019-20 was provided to PRIs during 2020-21. The grant was distributed in the ratio of 5:20:75 to ZPs, PSs and GPs. Accordingly, directions and guidelines were given for utilisation of the grant. The grant is to be released as untied fund for development of basic citizen amenities and their maintenance.

1.10.3 Recommendations of the Central Finance Commission

1.10.3.1 Fifteenth Finance Commission Grants

The 15th Finance Commission submitted two reports. The first report, consisting of recommendations for the financial year 2020-21 and the final report with recommendations for the period 2021-26. During the period 2020-21, State Government received grants amounting to ₹ 1,931 crore (as shown in ***Table 1.4***) and the same was fully transferred to the PRIs.

1.10.4 Unutilised Funds

Out of 33 ZPs, the annual accounts of nine[9] ZPs for the year 2020-21 were provided during audit. The position of the unutilized fund based on these accounts is shown in **Table 1.7** below:

Table 1.7

(₹ in crore)

Year	Opening Balance	Receipts in the year	Total funds	Expenditure	Closing Balance
2020-21	179.90	185.56	365.46	117.80	247.66
Source: Annual accounts of the nine Districts.					

These balances include funds from Central & State Finance Commissions, and other grants under various schemes. Non utilisation of available funds is indicative of the deficiency in planning and implementation. The PRD at State level needs to analyse and prioritise the provision of funds to the PRIs and ensure their optimum utility in time.

The annual accounts of remaining ZPs was not provided to Audit by PRD despite repeated reminders (September 2021, January 2022, February 2022 and April 2022).

1.10.5 Maintenance of Records

As per provisions contained in Rule 245 of RPRR, 1996, a quarterly statement of income and expenditure is required to be prepared in prescribed proforma by each PRI and sent to next higher authority. Similarly, at the end of the year a GP/PS is required to prepare an abstract of annual accounts in prescribed proforma vide rule 246 of Rules *ibid* showing its income and expenditure under

9 ZPs Bharatpur, Dholpur, Jhalawar, Jhunjhunu, Jodhpur, Karauli, Rajsamand, Sawai Madhopur and Sri Ganganagar.

each head of budget and forward it to the State Government through ZP by first May of the following year. Abstract of annual accounts is required to be accompanied by a statement of grants-in-aid received and spent during the year, statement of loans and amount outstanding, a list of works undertaken under the various schemes and a statement of assets and liabilities.

Provisions regarding maintenance of records viz. cash book, asset register, advance register, stock register and other records have also been enumerated in the RPRR, 1996.

Out of the total 352 Panchayat Samitis in the State, 189 PSs submitted annual accounts to the State Government during 2020-21. The remaining 163 PSs did not submit annual accounts to the State Government as of October 2021.

1.10.5.1 PRIASoft is a centralised accounting package that facilitates maintenance of accounts under Model Accounting System. Data is entered at District/Block /GP level and is integrated at State level. It was noticed that the PRIs were entering transactions relating to the grants of Central and State Finance Commission and Untied funds. According to the information provided by the Department, 33 ZPs, 333 PSs and 11,066 GPs had closed their year book for the year 2020-21. It was noticed that in PSs of nine[10] ZPs, there were less than 90 *per cent* entries (ranging from 75 *per cent* to 88.89 *per cent*).

1.10.5.2 As per Rule 247(2) of RPRRs, 1996, every ZP is required to prepare annual accounts of receipts and expenditure and furnish the same to the State Government by 15 May of every year.

As per the information provided by PRD, out of 33 ZPs (Panchayati Raj Cell), only 18 ZPs (Panchayati Raj Cell) submitted Accounts for the year 2020-21 within prescribed time and remaining 15 ZPs submitted Accounts with delays ranging from 13 to 111 days.

Similarly, annual accounts of ZPs (RDC) were required to be submitted to RDD by 30 September of every year.

As per the information provided by RDD, out of 33 ZPs (RDC), only 26 ZPs (RDC) submitted Accounts for the year 2020-21 with delays ranging from 39 to 196 days (as of January 2022). Remaining seven[11] ZPs did not submit the Accounts for the year 2020-21 till January 2022.

Both ZP (RDC) and ZP (Panchayati Raj Cell) needs to make efforts to submit annual accounts on time.

1.10.6 Reconciliation of Balances as per Cash Book with Bank Pass Book

Rule 238 of RPRR, 1996 stipulates that it shall be the duty of Panchayat Secretary to reconcile the deposit and drawals with bank pass book every month on the basis of Panchayat record and get the mistakes corrected, if any.

10 ZP Baran, Bharatpur, Bikaner, Jaisalmer, Jalore, Jhunjhunu, Rajsamand, Sawai Madhopur and Tonk.

11 ZP Ajmer, Banswara, Baran, Bhilwara, Jalore, Jhunjhunu and Pali.

Similarly, in case of PS and ZP, cashier shall reconcile the PD account with treasury every month.

During 2020-21, Audit scrutiny of 11 PRIs[12] revealed that in 12 cases, differences to the tune of ₹ 3.30 crore between the figures of PRIs records and bank/Public Deposit (PD) accounts were pending to be reconciled as of March 2021.

1.10.7 Maintenance of Database and the Formats on the Finances of Panchayati Raj Institutions

Ministry of Panchayati Raj, Government of India had introduced (October 2009) eight simplified accounting database formats (prescribed by the C&AG of India) for implementation by PRIs at District and State level. These formats were meant to compile data of the PRIs on consolidated financial position, income and tax receipts, non-tax receipts, total receipts, details of expenditure and physical progress of funds allotted under Central/State Finance Commissions. These formats were agreed to be adopted for mandatory implementation by the Department with effect from April 2011. These formats were incorporated in the RPRR, 1996 through a notification in May 2015. However, PRIs have not been compiling and presenting the accounts data in these formats.

The position of maintenance of database and formats on finances for the year 2020-21 was not provided by the PRD despite repeated reminders (September 2021, January 2022, February 2022 and April 2022).

Recommendations:

2. *The Panchayati Raj Institutions need to strengthen their financial position by generating revenue through own tax and non-tax sources, to reduce continued dependency on grants provided by GoI and State Government.*

3. *Efforts should be made by Panchayati Raj Institutions to implement the model accounting system prescribed by CAG and the centralized accounting package PRIASoft instead of continuing to prepare the accounts in a conventional receipt and expenditure format.*

1.11 Conclusion

As mandated by RPRA, 1994, five standing committees were to be constituted by each PRI, however, the actual status of their constitution has not been made available to Audit, despite repeatedly commenting in the previous Audit Reports.

Though, certain sources of revenue like fair tax, building tax, fees, rent from land and buildings, water reservoir etc. and capital receipts from sale of land had been provided to the PRIs, but they have remained dependent upon the

12 ZPs: (Panchayat Cell) one, ZPs: (RD Cell) two and PSs: eight.

grants in aid released by State and Central Government. Even figures of '*own revenue*' were not available with the Department for the past many years.

DLFAD is the primary auditor of PRIs, however, huge arrears in audit as well as certification of accounts of PRIs on part of the DLFAD, is an area of concern. DLFAD also did not ensure compliance to the observations made by this office under parameter 4 and 5 of TG&S.

Piling up of outstanding Audit objections over the years indicates the lack of interest of the PRIs in addressing the issues pointed out by Audit. The PRIs have not provided even the first compliance of 32 IRs containing 381 paragraphs. The prescribed number of Audit Committee Meetings to settle the outstanding audit paras were also not conducted.

CHAPTER-II

Performance Audit Findings on Panchayati Raj Institutions

CHAPTER-II

PERFORMANCE AUDIT FINDINGS ON PANCHAYATI RAJ INSTITUTIONS

This Chapter contains two Performance Audits *viz.* Perfomance Audit on '*Implementation of Border Area Development Programme*' and '*Functioning of Member of Legislative Assembly Local Area Development Scheme*' relating to Panchayati Raj Institutions.

Rural Development Department

2.1 Implementation of Border Area Development Programme

Executive Summary

BADP in the State was implemented with the objective to meet the special developmental needs and wellbeing of the people living in remote and inaccessible areas situated near the international border.

(Para 2.1.1, page:18)

Audit scrutiny revealed that to identify the critical gaps in infrastructure, baseline survey was not conducted and accordingly, village wise long term action plan to fulfill these critical gaps, was also not prepared. As a result, works were not taken up in more than 40 per cent of the border villages situated within 0-10 kms, while 18.38 per cent (759 out of 4,130) works amounting to ₹ 148.06 crore were sanctioned during 2016-21 beyond 10 km without ensuring saturation of the villages/habitation within 10 km range.

(Para 2.1.8.1, page:22; 2.1.8.2, page:23 and 2.1.10.1, page:34)

DLC neither defined the term 'saturation of a village with basic infrastructure' nor was any village within 10 km from zero line declared as saturated despite utilisation of ₹ 2,187.20 crore for the Programme by the State during the period 1993-2021. ***(Para 2.1.8.3, page:24)***

Funds remained parked with GoR for long periods and were thus released to Implementing Agencies with delays. Also, advances given to Implementing Agencies were not adjusted timely. The interest earned by Implementing Agencies on BADP funds was not accounted for. Instances of lower participation of females in skill development trainings, imparting training in non-BADP blocks, non-employment of 44.38 per cent trainees under Employment Linked Skill Training Programme, non-creation of skill development training centres despite availability of funds, charging of inadmissible administrative expenditure by RSLDC, non-reconciliation and non-adjustment of advances from RSLDC, were also noticed.

(Para 2.1.9, page:27 and 2.1.10.2, page:35)

Expenditure incurred on construction of Polytechnic college, ITI building, Residential School (Boys and Girls) at Jaisindhar, Barmer remained infructuous. Various deficiencies were noticed in execution of works during physical verification such as executed work not found on site, execution of inadmissible work, unfruitful/idle/non-functional work, damaged and incomplete works etc. ***(Para 2.1.10.5, page:41)***

The internal control and monitoring mechanism was poor as quarterly progress reports were not submitted in time, follow up action on Third Party Inspection and evaluation study was not monitored properly. Required number of meetings of SLSC and DLC were not conducted. Reports related to inspection were not maintained and Social Audit of the Scheme was not conducted. ***(Para 2.1.11.4 to 2.1.11.9, pages:61 to 65)***

2.1.1. Introduction

Border Area Development Programme (BADP), a Centrally Sponsored Scheme (CSS), was started during the Seventh (1985-1990) Five Year Plan with the objectives to meet the special developmental needs and well-being of the people living in remote and inaccessible areas situated near the international border through convergence of Central/State/BADP/Local schemes and participatory approach. Since 2016-17, the Programme is being funded by the Government of India (GoI) and the State Government in the ratio of 60:40 respectively. The Department of Border Management, Ministry of Home Affairs is the nodal Department for the implementation of the BADP. BADP is being implemented in 16 States[1] and two Union Territories[2].

BADP covers all the villages located within 0-10 Km of the International Border irrespective of whether the border block is abutting[3] the International Border or not. Priority is given to those villages which are located within 0-10 Km from the International Border and within these the villages which are identified by the Border Guarding Forces[4] (BGF) and are known as strategic villages get uppermost priority. Only after saturation[5] of 0-10 km villages, State Governments are to take up the next set of villages within the 0-20 Km distance. After saturation of 0-20 Km villages, the State Government may take up the next set of villages within 0-30 Km distance and so on up to 0-50 Km. For the purpose of drawing the priority, the first habitation/village from the international border shall be treated as 'Zero' ("0" line distance) and next distance shall be calculated from this village only.

BADP was being implemented in five sectors *viz.* Education, Health, Agriculture & allied services, Infrastructure and Social upto May 2015. From June 2015, with the modification in existing guidelines, sectors were increased to seven by adding Sports Activities and Special/Specific area schemes. Further, Infrastructure sector was bifurcated into Infrastructure-I (link roads, bridges, culverts, footpath, helipads, etc.) and Infrastructure-II (safe drinking water supply).

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1 Arunachal Pradesh, Assam, Bihar, Gujarat, Himachal Pradesh, Manipur, Meghalaya, Mizoram, Nagaland, Punjab, Rajasthan, Sikkim, Tripura, Uttar Pradesh, Uttarakhand and West Bengal.

2 Jammu & Kashmir, Ladakh.

3 The distance of location of villages shall be taken uniformly along all the International Land Border irrespective of their location in the block abutting on the International Border or not and aerial distance will be taken into account.

4 Border Guarding Forces like Border Security Force (BSF), Indo-Tibetan Border Police Force (ITBP), Seema Suraksha Bal (SSB) and Assam Rifles. In Rajasthan only BSF represents BGF.

5 GoI *vide* letter dated 3rd April 2018 had clarified term 'Saturation' means provisions of basic essential infrastructure or level of development in a particular village/habitation.

The Guidelines were further modified with effect from 1st April 2020 by which Sectors/Projects were reclassified as

- Roads and Bridges
- Health infrastructure
- Education infrastructure
- Agriculture infrastructure
- Sports infrastructure
- Drinking Water Supply projects
- Social Sector infrastructure
- Development of Model villages
- Construction of infrastructure for Small Scale Industries
- Maintenance of assets created under BADP (Maximum 10 *per cent* of the fund allocated in a financial year) and
- Administrative Expenditure (not exceeding 1 *per cent* of the funds allocated to the State/UT in the particular financial year subject to a ceiling of ₹ 50 lakhs in a financial year).

In Rajasthan, the BADP is being implemented in total 16 blocks[6] of four border districts namely Barmer, Bikaner, Jaisalmer and Sri Ganganagar, in accordance with the guidelines issued from time to time.

2.1.2 Organisational set-up

Rural Development Department (RDD) under the Rural Development & Panchayati Raj Department (RD&PRD) is the nodal department for planning and implementation of BADP in the State.

The various agencies responsible for planning and implementation of BADP at State, district and block levels are depicted in **table 1** as under:

Table 1

Level	Implementation Mechanism	Structure as per guidelines	Functions and responsibilities
State Level	State Level Screening Committee **(SLSC)**	Under the Chairmanship of the Chief Secretary of State	• Finalisation of list of schemes/ projects for implementation under BADP and approval of Annual Action Plan for submission to GoI • Development of an institutional system for inspection of BADP • Receipt of funds from GoI and disbursement to Zila Parishads • Development of an inventory of assets created under BADP
	Rural Development and Panchayati Raj Department	Principal Secretary, RD&PRD	

6 **Barmer**: 1. Chohtan 2. Dhanau 3. Gadraroad 4. Sedwa 5. Ramsar; **Bikaner:** 1. Khajuwala 2. Kolayat; **Sri Ganganagar:** 1. Anupgarh 2. Gharsana 3. Sri Ganganagar 4. Karanpur 5. Padampur 6. Raisinghnagar 7. Sri Vijaynagar and **Jaisalmer:** 1. Jaisalmer 2. Sam.

Level	Implementation Mechanism	Structure as per guidelines	Functions and responsibilities
District Level	District Level Committee (DLC)	Headed by District Collector and comprised of District Forest Officer, District Planning Officer, Superintendent of Police of concerned District and Commandant or Deputy Commandant of the Border Guarding Force (BGFs) present in the area	• Responsible for planning and implementation of the BADP in the border block covered under the BADP guidelines • Conduct of base-line survey in border village • Holding individual meeting with line departments • Monitoring and evaluation
	Zila Parishad (Rural Development Cell)	District Collector and Chief Executive Officer, Zila Parishad	

Source: BADP Guideline 2015 and 2020

In RD & PRD, scheme wise works sanctioned/executed are being monitored through a work flow based system namely Integrated Work Monitoring System (IWMS[7]) since 2014-15, which captures the details right from the administrative sanction of the works to the stage of completion certificates.

2.1.3 Physical and Financial progress of the Programme

Under BADP, an amount of ₹ 616.82 crore (GoI: ₹ 377.19 crore and GoR: ₹ 239.63 crore) was released and an amount of ₹ 646.20 crore was incurred on various works/projects in the State, during 2016-21.

As per IWMS data, 4,130 works amounting to ₹ 628.45 crore [8] were sanctioned under BADP during 2016-21. Out of these 3,370 works (81.60 *per cent*) were completed, 183 works yet to be started, 61 works were suspended and 516 works remained incomplete.

2.1.4 Audit Objectives

The Performance Audit on BADP was conducted to assess whether:

i. Planning process of the implementation of the Programme was adequate, effective and according to the guidelines;

ii. The Programme was being implemented economically, efficiently and effectively to achieve the stated objectives; and

iii. Effective internal control and monitoring mechanism existed.

7 **IWMS:** is a work flow based system developed by NIC for Rural Development Department, GoR which provides application for online generation of Administrative, Technical and Financial Sanctions, generation of UC/CC, dash board reports for effective monitoring, generation of Asset register and mobile app to upload geo-tagged photographs of the work executed by the department.

8 Position of expenditure according to IWMS, as provided by Department, was ₹ 628.45 crore (as of 12 July 2021) whereas final figures as shown in CA Reports of BADP districts was ₹ 646.20 crore. The difference is due to non-updating of expenditure in IWMS.

2.1.5 Audit Criteria

The Audit criteria were derived from the following:

- Guidelines for BADP issued during 2015 and 2020;
- Orders/guidelines/circulars issued by Ministry of Home Affairs, Department of Border Management and the State Government from time to time;
- General Financial and Accounts Rules;
- Public Works Financial and Accounts Rules (PWF&ARs);
- Physical and Financial Progress Reports and Management Information System; and
- Output-Outcome framework of Government of India.

2.1.6 Audit Scope and Methodology

The Performance Audit (PA), covering the period 2016-21, commenced in July 2021 with an entry conference (6 July 2021) with the Secretary, RDD, GoR, wherein audit objectives, selection of units, audit methodology and scope of performance audit were explained. Records in RDD, selected ZPs and PSs were examined during August 2021 to October 2021. Requisite information was collected through audit enquires from ZPs and Line departments[9] in the selected districts/blocks.

All the four districts (Barmer, Bikaner, Jaisalmer and Sri Ganganagar) where BADP is being implemented, were selected for the Audit. Further, four[10] blocks (one block from each district) were selected through IDEA software by using random sampling method, for detailed study. Out of 1,548 works sanctioned in selected blocks during 2016-21, a sample of 339 works (20 *per cent* from each Sector in each block), was also selected through random sampling for joint physical verification with the representatives of Zila Parishads (ZPs)/Line departments. Besides the above, 78 (5 *per cent)* works from high-risk areas as identified by the field parties, were also included in the sample. Thus, overall 417 works were selected for joint physical verification (***Appendix III***).

Audit findings, conclusions and recommendations were communicated to the State Government in February 2022 and also discussed with the Secretary, RDD and officers of the implementing agencies in an exit conference held on 2nd March 2022. Views of the State Government expressed in the exit conference and received subsequently, have been considered and appropriately incorporated in the Report.

9 Department of Education, Medical and Health, Agriculture, Animal Husbandry, Public Works, Public Health Engineering, Panchayat Raj and Rural Development, Jodhpur Vidhyut Vitran Nigam Limited, etc.

10 Barmer: Chohtan; Bikaner: Khajuwala; Sri Ganganagar: Anupgarh and Jaisalmer: Sam.

2.1.7 Response to previous audit findings

Previous performance audit on this topic were included in the Comptroller and Auditor General of India Audit Report (Local Bodies) for the year ended March 2015.

Recommendations of Committee on Local Bodies and Panchayati Raj Institutions, based on Government replies to this Audit Report, were under preparation as of March 2022.

Audit Findings

Audit findings, emerged through Audit scrutiny/test check of records maintained by RDD (at State level), selected four ZPs and four PSs and joint physical inspection of 417 works executed under the scheme, are discussed audit objective wise, in the succeeding paragraphs.

Audit Objective-1: Whether planning process of the implementation of the Programme was adequate, effective and according to the guidelines ?

2.1.8 Planning

2.1.8.1 Baseline survey and spatial resource mapping

As per the BADP guidelines[11], a baseline survey and spatial resource mapping was to be carried out in border villages/towns in order to identify the gaps in basic physical and social infrastructure. The State Government will fill up these gaps through the developmental schemes of the Government, including BADP.

Scrutiny of records of test checked districts revealed that:

- The records relevant to base line survey was not made available to Audit by any of the test checked districts. Information regarding whether baseline survey conducted or not, was also not available at the state level. In absence of a base line survey, it could not be verified that the works undertaken under the Programme were for filling up the critical gaps identified in basic physical and social infrastructure of the border villages.

  GoR stated (May 2022) that in ZP Barmer that formats for baseline survey were called for from GPs, however, these could not be uploaded on website of GoI due to technical issues. In ZP Bikaner and Sri Ganganagar, a physical and social survey of identified villages is conducted to know about the local requirements and accordingly works are proposed in AAP. It remained silent in respect of ZP Jaisalmer.

  The fact however remains that baseline survey was not available and only AAP was being prepared.

11 BADP Guideline 2015: Paragraph 4.3 and Guideline 2020: Paragraph 4.8

- Further, Department of Border management (DBM), Ministry of Home Affairs (MoHA), GoI instructed (September 2020) that the data collected by Ministry of Rural Development through *Mission Antyodaya* Survey[12] (2019), can also be utilized for judicious utilization of funds under BADP. Further, State Governments were requested to utilize baseline survey/gap analysis to plan the Annual Action Plan (AAP) under BADP as the Ministry will also utilize the data for examining the AAP 2020-21.

  The baseline survey/gap analysis conducted under *Mission Antyodaya* Survey 2019 covered 805 villages/habitation[13] (66.75 *per cent*) out of 1,206 villages/habitation having distance between 0-10 Km from '0' point in border areas under BADP. Certain critical gaps identified in the *Mission Antyodaya* Survey 2019 under different sectors in these 805 villages are detailed in ***Appendix IV***.

  Audit however, observed that, the aforesaid baseline survey/gap analysis under Survey *Mission Antyodaya* 2019 was not utilized, while preparing the AAP for 2020-21.

  GoR stated (May 2022) that in ZP Jaisalmer, baseline survey/gap analysis under Survey *Mission Antyodaya* 2019 could not be utilized, while preparing the AAP for 2020-21 as it was approved by the competent authority prior to issue (16 September 2020) of instructions by MoHA. It also stated that in future AAP will be prepared on the basis of Survey *Mission Antyodaya* 2019. GoR remained silent regarding remaining three ZPs.

2.1.8.2 Preparation of Long-Term Action Plan/ Perspective Action Plan

As per para 5.4 of Guidelines 2015, a detailed village-wise long term action plan prioritizing the projects must be prepared for filling up the identified gaps in base line survey. Out of the long term plan every Annual Action Plan (AAP) may be prepared picking up the prioritised projects. Such a plan shall also ensure the convergence and dovetailing of various Central/State schemes with the BADP.

Further, as per para 2(g) of Guidelines 2020, a four/five-year Perspective Action Plan would be prepared for development of identified habitations by pooling resources. For the subsequent years, the Annual Plan would be drawn up within the overall perspective plan and inclusive of objectives carried forward, modifications necessitated due to lessons learnt and other developments. The Annual Plans would be a subset of the same. For the first year, alongwith perspective plan, annual plan would also be submitted. The States would strive to achieve saturation of beneficiaries and creation of infrastructure under various Government Schemes by 2023.

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12 Ministry of Rural Development conducted a baseline survey/gap analysis in all the villages of the country for 2019, under *Mission Antyodaya*, which was launched with the objective to bring optimum use and management of resources allocated by 27 Ministries/Department of GoI under various programmes for the development of rural areas.

13 Barmer-105, Bikaner-19, Jaisalmer-59 and Sri Ganganagar-622.

Audit scrutiny of records revealed that village wise long term action plan as required in BADP guideline 2015 were not prepared. However, a medium-term Perspective Action Plan as required in BADP guideline 2020 was prepared and sent to GoI on 20 July 2020 which was yet to be approved by the GoI (July 2021).

GoR stated (May 2022) that plans under BADP were prepared as per the directions of GoI/GoR. As per guideline 2020, a four year medium perspective plan for 2020-21 to 2023-24 was prepared and sent to GoI.

The fact however remains that village wise long term action plan was not prepared during 2016-20, which was necessary to achieve saturation of beneficiaries and creation of infrastructure in the border areas, in absence of which, RDD could not achieve the state of saturation in any of the border villages.

2.1.8.3 DLCs to define "Saturation of a village with basic infrastructure"

As per para 2.2 of Guideline 2015, District Level Committees (DLCs) shall make their own definition for 'Saturation of a village' infrastructure. However, for 'saturation of a village', the minimum facilities will include road connectivity, schools alongwith facilities like separate toilets for girls, sports facilities, health services, electricity, water supply, community centre, public toilets particularly for women, houses for teachers and health staff, etc. However, it would be incumbent on the DLCs to decide the definition of saturation of villages keeping in view their local conditions.

Audit scrutiny of records revealed that none of the DLCs in the State defined the basic infrastructure required for 'Saturation of a village', as per the local needs.

Besides, none of the villages have been certified as saturated since the inception of BADP, in spite of the fact than an amount of ₹ 2,362.13 crore (Central Share: ₹ 2,122.50 crore and State Share: ₹ 239.63 crore) has been released and an amount of approximately ₹ 2,187.20 crore[14] has been utilised for the Programme by the State during the period 1993-2021.

GoR stated (May 2022) in respect of ZP Barmer, Bikaner and Sri Ganganagar, that the development of border area is a continuous process and various developmental works are included in AAP. However, none of the villages have been saturated with all the facilities. Efforts are being made for saturation of villages with basic infrastructure.

Audit is of the view that considering the local conditions/needs of a village or cluster of villages, DLCs with consultation of other stakeholders should take a call in this regard. The infrastructure required to provide the minimum facilities as stated above, may also be incorporated in village wise long term perspective plans so that saturation of facilities can be achieved in a phased manner.

14 ₹ 2362.13 crore (Total Release for BADP during 1993-2021) - ₹ 174.93 crore (Closing Balance as of 31 March 2022).

2.1.8.4 Preparation of Annual Action Plan

(i) Submission of Annual Action Plan (AAP)

As per para 5.11 of guidelines 2015, the DLCs were required to approve and forward the AAP by March each year, while the State Level Screening Committee (SLSC) was required to approve and forward the same to GoI by April each year.

Audit scrutiny of records revealed that AAPs were sent to GoI for approval with delay ranging between 26 and 125 days during the period 2016-21. The details are given in **table 2** below:

Table 2

AAP for the year	Date of approval by SLSC	Date of forwarding to GoI for approval	Date of approval by GoI	Delay in submission of AAP (in days)
2016-17	15.3.2016	14.06.2016	30.06.2016	45
2017-18	23.01.2018*	03.08.2017	06.09.2017	95
2018-19	17.5.2018	26.05.2018	19.09.2018	26
2019-20	23.8.2019	02.09.2019	25.09.2019	125
2020-21	26.06.2020	20.07.2020	---	81

Source: Information provided by RDD.

Note: * AAP for 2017-18 was sent to GoI on 03.08.2017 after approval of Chief Secretary and was approved ex post facto by SLSC on 23.01.2018.

GoR accepted the facts and stated (May 2022) that as various stakeholders are involved in the meeting of DLC, it takes time to ensure presence of everyone involved. Further, sometimes SLSC suggests modification in AAP, which requires a second meeting of DLC, resulting in a delay. In future, AAP will be sent to GoI timely.

(ii) Sector-wise allocation in AAP

As per para 5.2 and 5.3 of Guidelines 2015, works/schemes should be planned to take care of the special problems faced by the people living in the border areas. The works should be included in AAP keeping in view the overall balanced development of the region and to fill the identified infrastructural gaps. State Government should ensure that no single sector get disproportionately large share of the allocation of the State. In this regard, sector wise suggested maximum/minimum limits for works to be undertaken under BADP has also been prescribed. If the State Governments feel that a particular sector has already been developed and there is no scope for further development in that sector, State Government may utilize the funds meant for that particular sector on permissible scheme under the BADP for development of any other under-developed sector under intimation to the DBM, MoHA, GoI. However, sector wise limits (except for maintenance and administrative expenditure) were dispensed with in the modified BADP Guidelines, 2020 (i.e. since the year 2020-21).

The district-wise details of percentage allocation in AAP where sector-wise allocation norms were not adhered to, is as given in **table 3** below:

Table 3

AAP for 2016-17 to 2019-20								
S. No.	**Sector**	**Percentage as per norms**	**Percentage allocation in AAP**					**Remarks (% Analysis of Proposals in AAP)**
			2016-17 (Central)	**2016-17 (State)**	**2017-18**	**2018-19**	**2019-20**	
District: Sri-Ganganagar								
1	Health	Minimum 10	3.94	3.65	2.06	2.63	0.70	Low in 2016-20
2	Agriculture & Allied sector	Maximum 10	18.45	16.01	16.96	8.35	8.74	Excess in 2016-18
3	Sports Activities	Minimum 5	4.42	2.05	2.56	2.42	1.89	Low in 2016-20
4	Special/ Specific Area Schemes	Minimum 10	0.00	0.00	0.65	1.00	0.7	Low in 2016-20
5	(ix) Schemes suggested by BGFs	Maximum 10	10.44	10.07	10.47	15.84	17.36	Excess in 2016-20
District: Barmer								
1	Health	Minimum 10	2.32	0.58	2.22	4.13	5.61	Low in 2016-20
2	Social sector/ Skill	Maximum 15	17.98	11.14	7.79	1.33	11.39	Excess in 2016-17
3	Sports Activities	Minimum 5	0.81	0.92	0.00	2.20	3.21	Low in 2016-20
4	Special/ Specific Area Schemes	Minimum 10	0.00	0.00	0.30	1.77	0.00	Low in 2016-20
5	(viii) Maintenance of assets	Maximum 15	4.58	12.28	6.67	5.09	15.88	Excess in 2019-20
6	(ix) Schemes suggested by BGFs	Maximum 10	3.92	3.45	10.88	12.13	8.68	Excess in 2017-19
District: Bikaner								
1	Health	Minimum 10	0.70	0.84	0.50	1.19	0.00	Low in 2016-20
2	Agriculture & Allied sector	Maximum 10	12.13	4.06	1.40	0.00	4.50	Excess in 2016-17
3	Social sector/ Skill	Maximum 15	22.93	7.34	14.47	2.35	16.08	Excess in 2016-17 and 2019-20
4	Education	Minimum 10	13.15	17.79	3.19	8.51	4.26	Low in 2017-20
5	Sports Activities	Minimum 5	4.26	0.00	0.00	0.98	2.31	Low in 2016-20
6	Special/ Specific Area Schemes	Minimum 10	0.00	0.00	0.00	0.00	0.00	Low in 2016-20
7	(viii) Maintenance of assets	Maximum 15	0.00	0.00	0.00	0.00	0.00	Low in 2016-20
8	(ix) Schemes suggested by BGFs	Maximum 10	5.38	0.00	13.42	10.30	6.86	Excess in 2017-18
District: Jaisalmer								
1	Health	Minimum 10	3.94	2.05	2.69	5.57	1.13	Low in 2016-20
2	Agriculture & Allied sector	Maximum 10	11.36	2.14	2.37	1.84	5.54	Excess in 2016-17
3	Social sector/ Skill	Maximum 15	20.06	24.01	16.84	21.93	18.85	Excess in 2016-20
4	Education	Minimum 10	6.74	7.66	8.13	7.04	1.52	Low in 2016-20
5	Sports Activities	Minimum 5	1.25	0.00	0.11	0.00	0.00	Low in 2016-20
6	Special/ Specific Area Schemes	Minimum 10	0.00	0.00	0.00	0.00	1.13	Low in 2016-20
7	(ix) Schemes suggested by BGFs	Maximum 10	6.92	6.08	6.12	14.97	8.48	Excess in 2018-19

Source: Information provided by RDD.

It is evident from the table that:

- BADP funds on education related works (minimum 10 *per cent*) in two districts (Bikaner and Jaisalmer) and on health (minimum 10 *per cent*) and sport activities (minimum 5 *per cent*) related works in all of the districts, were planned/incurred less than the prescribed limits.
- On the other hand, BADP funds on BGF and social sector related works were planned/incurred more than the prescribed limits.

GoR stated (May 2022) that that allocations in AAP were made in view of the basic required facilities and works for filling the gaps were taken on priority. In future, works will be planned as per the guideline.

The fact however remains that ZPs did not adhere to sector-wise allocation norms while preparing AAPs and also there was no evidence on records to suggest that particular sector has already been developed and there is no scope for further development in that sector.

(iii) Incomplete AAPs

For release of funds under BADP, the AAP consisting of schemes, duly approved by SLSC was required to be forwarded to the DBM, MoHA in the prescribed proformas Annexures-IV (a) to IV(f) through MIS application along with the information like scheme wise available funds (other than BADP) and sector wise proposed works under BADP in the prescribed Annexures V(a) and V(b), respectively.

Audit scrutiny of AAPs of year 2016-21, revealed that:

- BADP guidelines envisaged that utilization of funds under the Centrally Sponsored Schemes/Flagship Schemes of GoI and the State plan schemes to the maximum possible extent in these areas in the border blocks should be ensured. However, breakup of Scheme wise funds available/to be utilized in the border block was not mentioned in districts plans in the prescribed Annexure V(a). Only Jaisalmer district furnished such details in the plan, but that was too incomplete. In absence of details of available resources with ZPs under other central/State scheme, it could not be ensured whether dovetailing/convergence of other schemes with BADP was done properly. ZPs however, furnished a certificate with AAPs regarding no overlapping of other ongoing schemes for the works taken up under BADP.
- Details of type of training courses, the number of persons (men and women) to be trained and institute which would impart Skill Development training were not mentioned in any of the District Plans in Annexure IV(e) during the year 2016-17 to 2019-20, which indicates that demand of funds under this head were made without plans for implementation **(as discussed in paragraphs 2.1.10.2(i) and 2.1.10.2(ii))**.
- The details of expenditure to be incurred on Monitoring, Training of staff, evaluation of BADP, administrative expenditure, survey, logistic support media publicity etc., from the reserved funds of 1.5 *per cent* of total allocation (maximum ₹ 50 lakhs only), were not provided in the AAPs in Annexure IV(f) during 2016-17 to 2019-20. This indicates that activities under reserved funds were not planned properly.

GoR stated (May 2022) that in future, it will ensure furnishing of complete information of AAP in desired proformas.

Audit Objective-2: Whether the Programme was being implemented economically, efficiently and effectively to achieve the stated objectives ?

2.1.9 Fund Management

2.1.9.1 Release and Utilization of Funds

As per para 9.2 of BADP guideline 2015, funds will be released to States in two instalments. The first instalment of 90 *per cent* of the allocation of the State, will be released to the State only after the receipt of Utilization

Certificates (UCs) for the amount released in the previous years except the preceding year. The second instalment of the remaining 10 *per cent* of the allocation of the State will be released only after furnishing of UCs to the extent of not less than 50 *per cent* of the amount released during the preceding year and furnishing of Quarterly Progress Reports.

The position of funds released and expenditure incurred there against during 2016-21, is as given in **table 4** below:

Table 4

(₹ in crore)

Year	Opening balance		Releases				Total available fund	Expenditure (in *per cent*)	Closing balance	
	Cash[#]	Advance with IAs[$]	Centre	State	Total releases	Other Receipt[@]			Cash	Advance with IAs
1	2A	2B	3	4	5	6	7 (2A+2B+5+6)	8		
2016-17	**82.53**	**105.95**	136.76*	0	136.76	5.49	330.73	118.81 (*35.92*)	98.17	113.75
2017-18	98.17	113.75	115.90	82.48	198.38	5.61	415.91	154.98 (*37.26*)	145.16	115.77
2018-19	145.16	115.77	86.10	77.33	163.43	3.42	427.78	80.38 (*18.79*)	205.09	142.31
2019-20	205.09	142.31	38.43	54.13	92.56	1.30	441.26	165.74 (*37.56*)	131.68	**143.84**
2020-21	**131.68**	**143.84**	**0**	**25.69**	**25.69**	**0.01**	**301.22**	**126.29 (*41.93*)**	**84.29**	**90.64**
Total			**377.19**	**239.63**	**616.82**	**15.83**		**646.20**		

Source: Information is based on CA reports as provided by the Department.

Note: *It include ₹18.14 crore of special project for the year 2015-16, which was released in 2016-17. Beside above figures, ₹ 40.00 lakh received from GoI (₹ 10 lakh every year) were kept for utilising at State level for Administrative expenditure. Against this, an expenditure of ₹ 32 lakh was incurred during the period 2016-21.

[@]Other Receipt includes Bank interest.

[#]Cash denotes balance in PD Account of ZPs.

[$]Advances with IAs is amount lying with implementing agencies against works sanctioned by ZPs and that has either not been utilised on work or is pending for adjustment against the expenditure on work due to non-submission of UC/CC.

It can be seen from the table that:

- During 2016-21, against total available fund of ₹ 821.13 crore[15] an amount of ₹ 646.20 crore (78.70 *per cent*) was incurred on the works/schemes under BADP, in the State. However, year wise utilisation of the available funds ranged between 18.79 *per cent* and 41.93 *per cent* only.
- Out of total grants of ₹ 616.82 crore released during 2016-21, an amount of ₹ 174.93 crore (28.36 *per cent*) remained unutilized as of March 2021. Almost half of the unspent funds (₹ 84.29 crore) were parked in PD accounts of ZPs and other half (₹ 90.64 crore) was pending as advance to the implementing agencies (IAs). Out of ₹ 90.64 crore, an amount of ₹ 4.37 crore[16] pertained to the period prior to 2016-17 was pending for adjustment with IAs since long. In absence of non-adjustment of advances, there is no assurance that money disbursed had been used for the purpose for which it was given. Moreover, pendency of adjustment of advances for long periods of time was fraught with the risk of embezzlement, fraud and diversion of funds.

15 Opening Balance: ₹ 188.48 crore add total releases during 2016-21: ₹ 616.82 crore add other receipts: ₹ 15.83 crore.

16 ZPs: Barmer- ₹ 0.13 crore, Bikaner- ₹ 0.71 crore, Sri Ganganagar-₹ 0.36 crore, Jaisalmer- ₹ 3.17 crore.

- The annual release for the Programme consistently decreased from ₹ 136.76 crore in 2016-17 to ₹ 25.69 crore in 2019-20. Even, during the year 2020-21 no grant was released by the GoI, though allocations were made by the GoI.

GoR stated (May 2022) that sanctions for works included in AAP are issued on the basis of priority. An advance of 50 *per cent* as first installment is released to IAs and rest is released on completion of work. As a result, unutilsed funds against works in progress remains in PD/bank account of ZPs. At present, State Nodal Bank Account (SNA) system is being used transfer of funds, as a result, no fund remains unutilized in PD/bank account of ZPs.

The fact however remains that advances remaining with EAs for long periods need to be adjusted timely.

Audit observed that the State Government did not furnish UCs timely to GoI. UCs for grants of ₹ 38.65 crore were pending for submission as of 12 May 2022, as given in **table 5** below:

Table 5

(₹ in crore)

Year	Central/State Share	Amount Received	Amount of UC Dispatched	Amount of Pending UC
1	**2**	**3**	**4**	**5(3-4)**
2015-16	Central Share	158.39	158.08	0.31
2016-17	Central Share	123.72	123.63	0.09
	State Share	82.48	81.74	0.74
2017-18	Central Share	116.00	116.00	0
	State Share	77.33	73.27	4.06
2018-19	Central Share	81.20	79.71	1.49
	State Share	54.13	48.43	5.70
2019-20	Central Share	38.53	29.21	9.32
	State Share	25.69	8.75	16.94
2020-21	Central Share	Grant not Received		
	State Share			
Total		**757.47**	**718.82**	**38.65**

Source: Information provided by RDD.

GoR stated (May 2022) that after adjustment of funds and receipt of UCs from IAs/ZPs, the consolidated UCs are sent to GoI. The pending UCs will be immediately sent to GoI after its receipt form ZPs.

The fact, however, remains that the GoI did not release the allocated funds in 2020-21 due to non-submission of UCs by GoR. In exit conference (March 2022), the Deputy Secretary of RDD also accepted the facts.

The issue regarding deduction/non-release of funds due to non-submission of UCs to GoI for 50 *per cent* allocation of funds in previous year, was highlighted in previous Audit Report (for the year ending March 2015) also. RDD, however, did not initiate corrective action in this regard.

2.1.9.2 Delayed Release of Funds to ZPs

As per para 9.4, the State Governments are required to have a separate budget head for the BADP. Funds should be released by the State Governments to the implementing agencies immediately upon receipt of the same from GoI and as per the directions of Ministry of Finance, GoI, parking of funds at any level is strictly prohibited.

Audit scrutiny of records revealed that during the period 2016-20, Central share was released to ZPs with the delay upto 70 days. Further, matching State share was also released with delay involving upto 385 days from the date of release of the Central assistance. Details of delayed releases of Central/State share are given in **table 6.**

Table 6

(₹ in Crore)

Year	Central share							State Share			
	Tentative allocation by GoI		GOI release		Release of central share to districts by State		Delay (in Days)	State Share Due	State release state share		Delay (in Days)
	Central	State	RBI Memo No. & date	Amount	Date	Amount			Date	Amount	
2016-17	123.72	82.48	24/30.06.16	103.25	04.08.16	103.15	35	68.83	22.06.17	82.48	321
			11/15.03.17	11.47	28.03.17	11.47	13	7.65			99
			18/23.03.17	1.00	31.03.17	1.00	8	0.67			91
			26/31.03.17	5.00	03.05.17	5.00	33	3.33			83
			26/31.03.17	3.00	31.03.17	3.00	0	2.00			83
Total				**123.72**		**123.62**		**82.48**			
2017-18	116.00	77.33	21/30.08.17	38.32	27.09.17	38.22	28	25.54	23.07.18	77.33	325
			8/10.11.17	22.45	30.11.17	22.45	20	14.97			254
			10/11.01.18	9.50	19.02.18	9.50	39	6.34			192
			20/24.01.18	11.98	19.02.18	11.98	25	7.99			179
			20/24.01.18	11.60	19.02.18	11.60	25	7.73			179
			14/20.02.18	22.15	22.03.18	17.15	30	14.77			152
					25.04.18	5.00	64				
Total				**116.00**		**115.90**					
2018-19	81.20	54.13	18/24.09.18	81.20	19.10.18	81.10	25	54.13	17.09.19	11.30	333
									18.10.19	42.83	364
Total				**81.20**		**81.10**					
2019-20	38.53	25.687	20/25.09.19	38.53	04.12.19	38.43	70	0.26	16.10.20	25.69	385
Total				**38.53**		**38.43**					
2020-21	36.526	24.35	Grant not Received								

Source: Information provided by RDD.

Note: From the budget provisions ₹ 10 lakh was kept for utilizing at State level for administrative expenditure etc.

GoR stated (May 2022) that Central share and corresponding State Share is released to ZPs upon receipt of Central share from GoI.

The reply is not acceptable as Central share was released to ZPs with the delay upto 70 days and matching State share was also released with delay of upto 385 days from the date of release of the Central assistance.

The issue regarding delay in release of funds by State Government was also highlighted in previous Audit Report (for the year ending March 2015). RDD, however, did not initiate corrective action in this regard.

2.1.9.3 Diversion of Funds

Rule 199 of RPRR, 1996 provides that grants received from the State Government/Central Government should be spent on the purpose for which it was sanctioned and amount sanctioned under a major head should not be transferred to another major head. Further, Para 2 of Chapter VI (Re-appropriation) of 'Accounting Procedure-2001 for the District Rural Development Agencies/Zila Panchayats' envisaged that funds are not allowed to be diverted from one scheme to another scheme.

Audit scrutiny of records[17] of test checked ZPs revealed that in two ZPs (Barmer and Jaisalmer) BADP funds of ₹ 2.85 crore were diverted to DRDA (Administration) scheme (other scheme) during 2016-21 but could not be recouped as of March 2021 (refer to **table 7**), which was in violation of GFR as well as scheme guidelines.

Table 7

(₹ in crore)

District	Diversion to Scheme	Opening Balance as of 1 April 2016	Year					Closing Balance as of 31 March 2021
			2016-17	2017-18	2018-19	2019-20	2020-21	
Barmer	DRDA (Admn.)	0	0	0.45	0.20	0	0	0.65
Jaisalmer	DRDA (Admn.)	1.88	0.34	0.09	0.11	(-) 0.03	(-) 0.19	2.20
Total								**2.85**

Source: Information based on CA Reports.

GoR accepted the facts and stated (May 2022) that funds were diverted to DRDA (Administration) for payment of salary and allowances of employees. It further stated that the DRDA (Administration) head has been closed (April 2022). The details regarding outstanding funds against the DRDA head is being collected and will be recouped and transferred to BADP.

The issue regarding diversion of Programme funds to other scheme, was also highlighted in previous Audit Report (for the year ending March 2015). RDD, however, did not initiate corrective action in this regard.

2.1.9.4 Convergence/dovetailing with other development programmes and schemes

As per paragraph 5.8 of Guidelines 2015, the DLCs shall look into the convergence and dovetailing with on-going development programmes and schemes of different Ministries/Departments of Central/State Government and funds coming through various channels[18].

17 CA Audit Reports and other financial records such as cash book, bank statement and fund transfer order etc.

18 *Pradhanmantri Gram Swarojgar Yojana*, MNREGA, *Sarva Siksha Abhiyan*, Water Supply Schemes, Health Schemes, Social Development Schemes, Rural Development Schemes, Health Schemes, Social Development Schemes, Panchayati Raj Schemes, skill development, and other schemes for the well-being of the people.

Audit scrutiny of records the test checked ZPs revealed that during 2016-21, sanctions under BADP were issued without convergence/dovetailing of other ongoing development programmes/schemes of Central/State Government by all the ZPs except Sri Ganganagar. In ZP Sri Ganganagar, convergence of BADP funds was done in 421 works amounting to ₹ 10.06 crore with MGNREGS, while instances of convergence/dovetailing of other schemes with BADP was not found on records/IWMS.

GoR stated (May 2022) that efforts will be made to issue sanctions ensuring convergence/dovetailing with other ongoing development programmes/schemes of Central/State Government.

2.1.9.5 Accrued Interest on amount available with ZPs and Implementing Agencies

As per BADP guidelines[19], interest accrued on deposits on BADP funds at any level shall be treated as additional resources under the BADP and would be utilised on the works/projects drawn by the DLCs for the areas covered under the guidelines of the BADP in priority villages.

Audit observed that the interest of ₹ 15.35 crore earned by the ZPs was accounted for, however, interest earned by the implementing agencies for the amounts lying with them at the end of financial year was not shown in annual accounts of BADP by any of the test checked ZPs (except ZP Barmer in 2017-18).

The details of advances outstanding against IAs and interest reported by the ZPs are given in **table 8**.

Table 8

(₹ in crore)

Year	Balances with IA and Interest earned as per CA report	Barmer	Bikaner	Jaisalmer	Sri Ganganagar	Total
2016-17	Balance with IA at the end of FY	6.02	54.09	43.62	10.01	113.74
	Interest ZP	1.40	1.08	1.97	1.04	5.49
	Interest IA	0	0	0	0	0
2017-18	Balance with IA at the end of FY	(-) 1.12	55.89	26.81	34.21	115.79
	Interest ZP	1.69	0.69	1.65	1.19	5.22
	Interest IA	0.04	0	0	0	0.04
2018-19	Balance with IA at the end of FY	3.72	49.76	53.70	34.48	141.66
	Interest ZP	1.77	0.10	1.33	0.22	3.42
	Interest IA	0	0	0	0	0
2019-20	Balance with IA at the end of FY	18.96	50.75	47.52	25.96	143.19
	Interest ZP	0.86	0.009	0.22	0.12	1.209
	Interest IA	0	0	0	0	0
2020-21	Balance with IA at the end of FY	11.13	26.99	32.03	19.84	89.99
	Interest ZP	0	0	0	0.005	0.005
	Interest IA	0	0	0	0	0

Source: Information based on CA Reports.

Further, an IA-Rajasthan Skill and Livelihood Development Corporation (RSLDC), engaged in imparting skill development trainings earned an amount

19 Paragraph 12 of Guidelines 2015 and Paragraph 10.3 of BADP Guidelines 2020.

of ₹ 173.28 lakh[20] (upto 2017-18) as interest on the balances of BADP funds and mentioned in UC sent (May 2019) to ZPs. The same was, however, not taken into account by the ZPs in their respective Annual Accounts.

Audit also observed, though a certificate (as required under BADP guideline 2020) stating that all interests or other earnings against grants-in-aid under BADP has been deposited in the BADP accounts, was sent (July 2020) to GoI, however, the aforesaid interest amount of ₹ 1.73 crore was not deposited/ accounted for in the BADP account. Thus, an incorrect certificate was sent to GoI regarding deposit of all interest earning in BADP account.

Moreover, unspent balances and interest were yet to be transferred in State level account for BADP. This indicates that interest earned at the level of all the implementing agencies were not being account for in BADP accounts.

The ZPs stated (October 2021) that the funds at ZP level were being kept in PD Accounts (non-interest bearing) and interest accrued against the funds released to the RSLDC was not shown in accounts due to communication issues and would be shown in due course.

GoR stated (May 2022) that details regarding interest earned by RSLDC is being sought and will be included in CA Audit Report accordingly.

2.1.9.6 Implementation of Public Fund Management System

As per direction (December 2016) of DBM, MoHA, GoI all the agencies implementing BADP were required to adopt Public Fund Management System (PFMS) by 31st March 2017. With introduction of the BADP guidelines 2020, it was reiterated (June 2020) that the States are required to have a separate budget head and bank account linked with PFMS for the release/transfer of funds under BADP. It was also stated that compliance of the above directions are mandatory, Ministry shall not be in a position to release any fund under BADP to the State that have not yet mapped all the agencies (State Government/districts/implementing agencies etc.) up to the last level on PFMS platform.

Audit scrutiny of records revealed that savings bank accounts at districts level were opened on 19 February 2021 for release/transfer of funds under BADP. An amount of ₹ 55.45 crore[21] was transferred (July-August 2021) to the State level saving bank Account out of the unspent funds kept in PD Accounts of the ZPs, for further utilisation through PFMS platform. Audit however, observed that funds were yet to be released/transferred to the agencies through PFMS module as of August 2021.

GoR stated (May 2022) that PFMS has been implemented under the scheme from 01 January 2022.

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20 ZPs: Barmer- ₹ 66.14 lakh, Bikaner- ₹ 22.34 lakh, Jaisalmer- ₹ 72.89 lakh and Sri Ganganagar- ₹ 11.91 lakh.

21 Jaisalmer: ₹ 10.00 crore on 26 August 2021, Barmer: ₹ 23.71 crore on 26 July 2021, Bikaner: ₹ 7.57 crore on 19 August 2021 and Sri Ganganagar: ₹ 14.17 crore on 07 July 2021.

The fact remains that as the implementation of PFMS was delayed, GoR did not receive Central Grants during 2020-21.

2.1.10 Execution of the Programme

As per BADP guidelines 2015, priority was to be given to those villages which are located within 0-10 Km from the IB and within that the villages identified by the BGF known as strategic villages, were to be given uppermost priority.

Only after saturation of 0-10 km villages, the next set of villages within the 0-20 km and so on up to 0-50 km were to be taken up.

2.1.10.1 Coverage of border villages/habitations under the Programme

Audit compared the data available on Integrated Work Monitoring System (State data) regarding 4,130 works (of ₹ 628.45 crore) sanctioned/executed under BADP in the State with the data of villages/habitations within 0-10 km from "0" line available on BADP portal (GoI data). The comparison of two data sets revealed that:

- Out of total 1,206 villages/habitations within 0-10 km from "0" line, only 697 villages/habitations were covered and no work was sanctioned/executed in remaining 509 villages/habitation (42.21 *per cent*) during 2016-21, thereby depriving scheme benefits to 2.40 lakh people (as per census 2011) of these villages (details given in ***Appendix V***).

  GoR stated (May 2022) that efforts are made for optimum utilisation of funds. Accordingly, different departments proposes works of utmost importance in accordance of the guideline and the same are included in AAPs.

- A total of 759 (out of 4,130) works amounting to ₹ 148.06 crore were sanctioned beyond 10 km from "0" line, without declaring any village/habitation within the 0-10 Km, as saturated (details given in ***Appendix VI***).

- Further, 22 works[22] amounting to ₹ 7.80 crore were sanctioned in non-BADP blocks. In case of three works of ₹ 0.56 crore which were sanctioned in ZP Sri Ganganagar, names of village/block were not mentioned.

  GoR stated (May 2022) that the names of village/block in the said three works under ZP Sri Ganganagar were left blank on IWMS by mistake, however, they fall within the limit of 0-10 km. The works have been sanctioned as per guideline.

  In absence of name of village, the reply of GoR could not be verified whether these works were executed in a border village/habitation.

Thus, more than 40 *per cent* of the border villages/habitations within 0-10 km from the international border were deprived of benefits of the Programme while works for non-BADP blocks were covered under the scheme.

22 Barmer: Barmer (16 works amounting ₹ 567.40 lakhs) and Sheo (05 works amounting ₹ 210.02 lakhs) block ; Bikaner: Lunkaransar block (01 works amounting ₹ 2.50 lakhs).

2.1.10.2 Skill Development Activities

As per BADP guideline 2015, emphasis must be laid on schemes for employment promotion, production-oriented activities, skill upgradation to create a sense of security amongst the people in border areas so that the people do not migrate to other areas in search of livelihood.

(i) Skill Development Training Imparted by RSLDC

Under Social Sector of BADP, expenditure on capacity building and skill development is allowable subject to minimum 10 *per cent* of the total allocation and 50 *per cent* share should be for women.

In the State, RSLDC is engaged in imparting skill development trainings, through its Employment Linked Skill Training Programme (ELSTP). The funds available under 'capacity building and skill development' component of BADP was being provided to RSLDC by ZPs. The details of eligible beneficiaries were required to be uploaded on RSLDC's web portal "Integrated Scheme Management System" (ISMS). The State/district level functionaries under BADP were provided Login ID and Password to access the ISMS portal.

Audit scrutiny of records, however, revealed that details of number of trainees, total funds released to RSLDC and their utilisation was not available with the Department, at State level, though funds were provided to RSLDC.

Audit obtained such details/data from RSLDC. Accordingly, during 2016-20 total 4,785 beneficiaries of 14 blocks (11 BADP blocks and three non BADP blocks) were imparted trainings under ELSTP. The block wise details of beneficiaries is given in **table 9.**

Table 9

District	Block	No. of trainees			Percentage of female trainees	No. of trainee offered placement (in *per cent*)
		Female	Male	Total		
Barmer	Barmer*	160	448	608	26.32	341 (*56.09*)
	Chohtan	10	92	102	9.80	62 (*60.78*)
	Dhorimana*	1	17	18	5.56	12 (*66.67*)
	Sheo*	3	100	103	2.91	31 (*30.10*)
Total		**174**	**657**	**831**	**20.94**	**446 (*53.67*)**
Bikaner	Khajuwala	2	119	121	1.65	83 (*68.60*)
	Kolayat	13	324	337	3.86	183 (*54.30*)
Total		**15**	**443**	**458**	**3.28**	**266 (*58.08*)**
Sri Ganganagar	Anupgarh	31	179	210	14.76	148 (*70.48*)
	Ganganagar	139	583	722	19.25	388 (*53.74*)
	Gharsana	185	609	794	23.30	531 (*66.88*)
	Karanpur	67	194	261	25.67	84 (*32.18*)
	Padampur	153	354	507	30.18	303 (*59.76*)
	Raisingnagar	53	275	328	16.16	189 (*57.62*)
Total		**628**	**2,194**	**2,822**	**22.25**	**1,643 (*58.22*)**
Jaisalmer	Jaisalmer	8	563	571	1.40	264 (*46.23*)
	Sam	0	103	103	0.00	47 (*45.63*)
Total		**8**	**666**	**674**	**1.19**	**311 (*46.14*)**
Grand Total		**825**	**3,960**	**4,785**	**17.24**	**2,666 (*55.72*)**

Note: As per information provided by RSLDC, 4,731 beneficiaries were provided skill development training under BADP during the period 2016-20 whereas MIS data provided was of 4,785 beneficiaries under BADP. *Non-BADP Blocks.

Audit observed the followings:

- **Female participation:** Against a norm of 50 *per cent* under BADP, only 17.24 *per cent* female trainees (825 out of 4,785) were included in skill trainings under ELSTP of RSLDC.

- **Exclusion of BADP blocks from Skill training**: During the period 2016-20, skill training was not provided to trainees of four blocks (*Danau, Gadraroad, Ramsar, Sevada*) of Barmer district and one block (Vijay Nagar) of Sri Ganganagar district.

- **Inclusion of Non-BADP blocks:** 87.73 *per cent* (729 out of total 831) beneficiaries imparted skill trainings under ELSTP in Barmer district, pertained to three non-BADP blocks (Barmer, *Dhorimana* and *Sheo*). Thus, expenditure of ₹ 1.24 crore incurred on skill trainings in three non-BADP blocks was irregularly charged under BADP.

- **Employment provided to trainees**: Out of total 4,785 trainees which were given Skill training under ELSTP during 2016-20, employment was provided to 2,666 trainees (55.72 *per cent*).

- Besides the above, address column in respect of 253 trainees were blank in data provided by RSLDC.

Audit also interviewed a beneficiary in presence of department's officer, during local visit of GP Ramgarh as a case study:

Case Study: Training conducted by RSLDC under BADP

The details of trainees benefitted from ELSTP was obtained from RSLDC. On the basis of this detail, efforts were made to contact trainees in Jaisalmer district. However, only one trainee in the GP Ramgarh could be contacted and his statement was recorded in presence of department officer during joint physical verification.

As per RSLDC data, the trainee was given training of electrician by the Jagdamba ITI, Jaisalmer under BADP during 08 November 2016 to 27 February 2017. However, the trainee stated that **no such training was provided to him during the said period** and that he had already completed a two-year ITI course from Jagdamba ITI, Jaisalmer, in January 2016.

Thus, inclusion of name of this trainee in list of the trainees benefited through ELSTP under BADP was false.

Further, RSLDC was provided total ₹ 12.17 crore (prior to 2016-17: ₹ 6.78 crore during 2016-20: ₹ 5.39 crore) for trainings against which an expenditure of ₹ 10.86 crore was incurred by RSLDC, the details are given in **table 10.**

Table 10

(₹ in crore)

Year	Funds Received from ZP					Fund Utilized (including 10 *per cent* administrative charge)				
	Barmer	Bikaner	Jaisalmer	Sri Ganganagar	Total	Barmer	Bikaner	Jaisalmer	Sri Ganganagar	Total
2013-14	2.05	0.92	2.06	1.03	6.06	0.12	0.11	0.05	1.09	1.37
2014-15	-	-	-	-	-	0.09	0.01	0.05	0.45	0.60
2015-16	-	-	-	0.72	0.72	0.30	0.44	0.07	0.31	1.12
2016-17	-	-	-	-	-	0.26	0.28	0.25	1.13	1.92
2017-18	-	-	-	-	-	0.19	0.07	0.30	1.30	1.86
2018-19	-	-	-	-	-	0.48	0.28	0.43	1.39	2.58
2019-20	-	-	-	3.77	3.77	0.46	-	0.14	0.81	1.41
2020-21	-	-	-	1.62	1.62	-	-	-	-	-
Total	**2.05**	**0.92**	**2.06**	**7.14**	**12.17**	**1.90**	**1.19**	**1.29**	**6.48**	**10.86**

Source: As per Information provided by RSLDC
Note: It does not include details of accrued interest on balances with RSLDC.

Audit observed that as per GoR instructions (August 2015), administrative charges were not allowed in respect of skill trainings to be provided under BADP, however, RSLDC irregularly included 10 *per cent* administrative charges (₹ 0.99 crore) in total expenditure of ₹ 10.86 crore incurred on the trainings.

Further, a balance of BADP funds of ₹ 1.31 crore lying with RSLDC as of March 2021 needs to be brought back to the BADP nodal accounts. However, as per ZP's annual account, an amount of ₹ 3.70 crore was pending against RSLDC for recovery/adjustment. The figures need to be reconciled.

GoR stated (May 2022) that information regarding irregularly charging administrative charge, unspent funds, UCs of utilised funds, interest earned etc. has been sought from RSLDC and same will be intimated upon its receipt.

(ii) Construction of skill training centres in border blocks

DBM, MoHA, GoI approved (October 2015) proposals of construction of training centres with hostel facility for male and female trainees, at an estimated cost of ₹ 3.5 crore each, in the border districts out of the funds released under 'capacity building and skill development' component since the financial year 2012-13.

Such training centres were to be constructed only within the border blocks and at least 70 *per cent* of the trainees should be from border villages. GoI approved (January 2016) four locations i.e. *Chohtan* (Barmer), *Raisinghnagar* (Sri Ganganagar), Jaisalmer (Jaisalmer) and *Khajuwala* (Bikaner) for training centres and hostels.

Further, GoR decided (March 2016) to get the skill training centres constructed through RSLDC. Accordingly, RSLDC executed an MoU (November 2016) with Rajasthan Urban Drinking Water, Sewerage & Infrastructure Development Corporation Limited, Jaipur (RUDSICO) for ₹ 14.00 crore. As per the MoU, 25 p*er cent* of the total estimated amount was to be given to RUDSICO in advance.

After assessing the available infrastructure, RSLDC decided (May 2017) to construct two skill training centers in *Chohtan* (Barmer) and *Raisinghnagar* (Sri Ganganagar). Accordingly, RDD released an amount of ₹ 1.75 crore[23] to RSLDC and RSLDC, after deducting TDS of ₹ 3.50 lakhs, transferred (October 2017) an amount of ₹ 1.715 crore to RUDSICO.

RUDSICO, while forwarding the layout plan of the proposed centres to RSLDC informed (February 2018) that for construction of each skill training centre an amount of ₹ 5.80 crore would be required instead of ₹ 3.50 crore. However, the DBM, MoHA, GoI rejected (September 2018) the proposals. Then, RSLDC asked (October 2018) RUDSICO to return the amount. RUDSICO returned (June 2019) only ₹ 104.61 lakhs to RSLDC after deducting an amount of ₹ 0.91 lakh for drawing design expenditure and by adjusting old dues of ₹ 65.99 lakh against construction of office building and other works for RSLDC.

Thus, skill training centres could not be constructed in border blocks despite availability of funds due to lack of planning and coordination between RDD and RSLDC. Further, expenditure of ₹ 0.91 lakh incurred on drawing design remained unfruitful and RDD also needs to recover the amount ₹ 65.99 lakhs kept by RUDSICO on account of works executed for RSLDC.

2.1.10.3 Promotion of HRD related activities, exchange of knowledge/skills (Youth Exchange Programme)

DBM, MoHA, GoI requested (February 2017) State Government to consider organizing visits of students from urban areas to villages in border areas as a part of the Human Resources Development under the education/or capacity building programme under Social Sector Schemes and activities in sports. Such tours of Students from urban areas to the village of border areas and their stay for some days in those villages will generate confidence in the youth of border villages by way of imparting/exchange of knowledge/technological skills and also knowledge to the students about the living conditions and socio-economic activities of the people living in village of border areas.

(i) For the year 2017-18, GoI approved (November 2017) proposals of ₹ 46.20 lakhs (₹ 11.55 lakh for each BADP district) for Student/Youth Exchange Programme under Skill development received thorough *Rajasthan Madhymik Shikha Parishad*. Accordingly, ZP offices transferred (February 2018) funds[24] to *Rashtriya Madhyamik Siksha Abhiyan* (RMSA). In turn, RMSA issued (February 2018) Administrative and Financial sanction of ₹ 25.74 lakh for organizing the aforesaid programme. Under the programme, 1,650 students of 9th to 11th class from 33 districts (50 students from each district) were to be selected for tour (with 3 days stay) to villages of border

23 ₹ 87.50 lakh (25 *per cent* of total amount) sent (July 2017) by ZP Sri Ganganagar for construction at Raisinghnagar and ₹ 87.50 lakh (25 *per cent* of total amount) sent (August 2017) by ZP Barmer for construction at Chouhatan.

24 Jaisalmer- ₹ 11.20 lakh, Barmer- ₹ 11.20 lakh, Bikaner and Sri Ganganagar- Not available.

area districts (Sri Ganganagar, Bikaner, Barmer and Jaisalmer). A group of 150-200 students were to visit per border district. It was observed that

- In Barmer district, against target of 450 students (from 9 districts), only 365 students (from eight districts) had visited (February 2018).

- In Jaisalmer district, 400 students (from 8 districts) were to visit (12-14 February 2018) border area as per programme set by RMSA. However, position of tours organized in respect of border areas of Jaisalmer was not available on record.

- Position of tours organized in respect of border areas of Sri Ganganagar, and Bikaner was not made available to audit.

- Further, it was also observed that GoR informed (May 2018) GoI that 50 students from each of the 33 districts were selected and a tour was conducted (12-17 February 2018) in the border area of all four districts by utilising the funds released for the purpose during 2017-18. However, GoR has shown the financial achievement of ₹ 1.40 lakh only.

  In this matter factual position was called for (June 2018) by GoI from GoR. The GoR sought further clarification from RMSA. However, no clarification was provided by RMSA till date (February 2022).

(ii) For the year 2018-19, GoR sent (May 2018) proposals of ₹ 1.25 crore for student/youth exchange programme alongwith AAP to GoI. This was examined by GoI and following observations were made:

- GoR forwarded the proposals alongwith the AAP for 2018-19, however, the same were not included in the AAP. Further, GoR has not furnished the proposal as per the annexure IV-(a) of the Guideline 2015.

- As this project was not included in AAP, the plan source of funding for this year project/session is not clear.

- GoR had not furnished the requisite certificate of non-duplication and certificate of MPs/PRIs in respect of projects.

RDD had written (June 2018) to RMSA for compliance of the aforesaid observations, however, compliance sent to GoI was not available on records. Therefore, proposals sent for 2018-19 were not approved by the GoI and no Student/Youth Exchange Programme was organized during 2018-19.

(iii) For the year 2019-20, RMSA sent (February 2019) proposals worth ₹ 1.42 crore to GoR for inclusion in AAP 2019-20. The said proposals were sent (February 2019) to districts for inclusion in AAP. However these proposals were not included in AAP.

Proposal for the year 2020-21 was not available on the record and Youth Exchange Programme was not included in AAP for the year 2020-21.

GoR stated (May 2022) that pending UCs of Youth Exchange Programme conducted in 2017-18 has been sought.

2.1.10.4 Development of Model villages/Smart Villages

DBM, MoHA, GoI forwarded (February 2017) a concept note on Development of Model/Smart villages in border areas under BADP. As per Para 6.1 of concept note on Model/Smart villages in border area under BADP, villages in border areas do not have sufficient basic infrastructure and facilities for sustainable livelihood. People migrate to the developed/developing areas in search of employment and economic activities besides better quality of life.

Further, para 7.1 and 7.2 of concept note states that a Model/Smart village will be a village where economic activities and employment opportunities will be available to its residents as well as the residents of surrounding villages. Model/Smart village will be a nucleus village with sizeable population and surrounded by four-five villages in a radius of 5-10 km.

During scrutiny of records it was noticed that three Model villages were sanctioned during 2016-17 under BADP in the border areas of State. The details are given in the **table 11** below:

Table 11

(₹ in crore)

District	No. of Model/Smart villages	Approved Amount	No. of Works sanctioned	Expendi-ture	Work Status
Barmer	1 (Mithrau-Chohtan block)	3.00	13	2.76	Completed-13
Bikaner	1 (20BD Block Khajuwala)	3.00	23	2.26	Complete-16 Incomplete-07
Sri Ganganagar	1 (18P-Anupgarh block)	3.00	18	2.96	Completed-18

Source: Information provided by RDD.

During physical verification, status of facilities available and work executed under BADP in aforesaid model villages were test checked (details given in ***Appendix VII***). It was observed that availability of facilities in aforesaid Model villages was poor and the objective of provision of facilities envisaged in the concept note on Development of Model/Smart Villages in border area was not achieved.

GoR stated (May 2022) that works in model villages were executed according to the guidelines and handed over to the concerned Department. The asset is then used as per the departmental instructions. The deficiencies noticed in model villages at the time of inspection may be due to shortage of staff/budget in the department concerned, which have been directed to fulfil the deficiencies.

2.1.10.5 Execution of works

During 2016-21, total 4,130 works[25] amounting to ₹ 628.45 crore were sanctioned under BADP, of these 3,370 works (81.60 *per cent*) were completed, 183 works yet to be started, 61 works were suspended and 516 works remained incomplete as of 31 March 2021.

Out of total 4,130 works, 1,548 works (₹ 257.74 crore) executed in the four selected blocks, were selected for detailed checking and 419 works (₹ 25.50 crore) under various Sector[26] were selected for joint inspection. Examination of records and joint inspection (July-December 2021) of the works by Audit and Departmental officials revealed instances of damaged assets, idle/non-functional assets, assets not being used for intended purpose, etc., the position of which is summarized in **table 12** below.

Table 12

(₹ in crores)

Audit Observations	No. of works with deficiencies							Total	
	Agriculture & Allied Sector	Education	Health	Infrastructure I (Road, Bridge etc.)	Infrastructure II (safe drinking water supply)	Social sector	Sports	Works	Expenditure Amount
Total No. of works physically verified	**(28)**	**(79)**	**(21)**	**(83)**	**(83)**	**(112)**	**(13)**	**(419)**	**(59.54)**
Damaged assets Want of repair	1	10	2	28	9	25	1	76	13.83
Idle/ Non-functional assets	10	16	6	-	17	11	7	67	9.22
Assets not being used for intended purpose/ Personal use	-	6	3	-	-	20	-	29	2.28
Incomplete/Improper site selection	2	5	1	9	1	4	-	22	2.47
Construction not as per specification/ defective	-	2	-	8	3	6	-	19	3.80
Inadmissible work	2	-	-	-	1	7	-	10	1.69
Work not found at site	-	-	-	-	-	3	-	3	0.28
Total	**15**	**39**	**12**	**45**	**31**	**76**	**8**	**226**	**33.57**

Sector wise, significant audit findings are discussed in the succeeding paragraphs.

(i) Works executed under Education Sector

This sector covers the works related to construction of houses for teaching and other staff, rooms in schools, Laboratory room, computer rooms, Residential School, Library, Boundary walls etc.

During joint physical verification, various deficiencies such as damaged assets (in 10 cases), non-functional assets (in 16 cases), not being used for intended purpose (in 6 cases), Incomplete/Improper site selection (in 5 cases), construction not as per specification/defective (in 2 cases) were found in total

25 ZPs: Barmer- 633 works of ₹ 126.60 crore, Bikaner- 592 works of ₹ 115.96 crore, Jaisalmer- 1,324 works of ₹ 239.12 crore and Sri Ganganagar- 1,581 works of ₹ 146.77 crore.

26 (i) Education (ii) Health (iii) Agriculture and allied services (iv) Infrastructure I & II (v) Social Sector and (vi) Sports Activities. (vii) Special/Specific area schemes.

39 assets (out of 79) constructed under Education sector. (Details given in ***Appendix VIII).***

The illustrative cases are given as under:

- ***Idle Computer Room*:** Construction of Computer Room at Government Senior Secondary School, Raymala was sanctioned (December 2017) under BADP and completed in 2018-19. Similarly, one computer room, one Arts and Craft room and one Library room was also constructed under *Samagra Siksha Abhiyan*, in 2018-19. The computer room constructed under BADP was found lying idle during joint physical verification. Thus, there was duplication of work without assessing actual needs.



Construction of Computer Room at Government Senior Secondary School, Raymala, GP Raimala, PS Sam, ZP Jaisalmer, (Work ID: 2017-18/18779) (Completed: September 2018) Date of Physical Verification 14.09.2021

- ***School was not functional:*** An additional classroom was constructed under BADP at Government School in GP Harnau, Jaisalmer. It was noticed that no teacher was posted in the school and old building was also damaged. As such school was not functional. Thus, additional class room constructed was not being used for intended purpose.



Construction of additional classroom, Government Primary School, Murar, GP Harnau, PS Sam, ZP Jaisalmer (Work ID: 2018-19/29557) (Completed: September 2019). Date of Physical Verification 05.10.2021.

- ***Damaged Assets:*** A teacher's house was constructed under BADP at Government School, GP 17 KYD, Bikaner, however, floor was found broken and a high slope was found on the ramp which was dangerous.



Construction of teacher's house in Government Upper Primary School, 12 KYD, GP: 17 KYD, PS: Khajuwala, ZP: **Bikaner** (Work ID: 2016-17/19995) (Completed: July 2018). Physical Verification during 31.08.2021 to 06.09.2021.

- ***Infructuous expenditure due to improper planning:*** The SLSC approved (April 2010 and June-December 2012) the proposals for construction of residential school (boys), residential school (girls), polytechnic college and industrial training institute (ITI) building under BADP. After receiving funds from DBM, MoHA, GoI, financial sanctions amounting to ₹ 36.15 crore[27] were issued (November 2011 to January 2021) by ZP (RDC), Barmer in phases for above works. The GP Jaisindhar Station was assigned as the executing agency for these works. As of October 2021, an amount of ₹ 29.69 crore[28] has been incurred on these works.

Test-check of records of ZP (RDC), Barmer revealed that the Director, Technical Education was not satisfied (June 2011) with the proposal of construction of polytechnic college in Jaisindhar station due to low enrolment in existing six polytechnic colleges of Barmer and Balotara. Despite this, the proposal of polytechnic college at Jaisindhar station was submitted by DLC to SLSC and SLSC approved the same.

Further, during field visit (March 2015) the District Collector, Barmer didn't find the four works worthwhile in view of the site of the works being covered by sand dunes and unavailability of good access and therefore, recommended to stop the works of polytechnic college as well as ITI building and keep running the works of residential school (girls) and residential school (boys) in order to avoid their expenditure being infructuous.

Eventually, the cost of these works escalated to ₹ 39 crore. Therefore, Secretary, RDD did not consider it justified to incur huge amount of ₹ 39 crore in four works at same place and issued (September 2015) direction to District Collector to adjourn the construction works of residential school (boys), polytechnic college and ITI building and complete the work of residential school (girls) at earliest. Accordingly, above three works were stopped in September 2015. However, the Secretary directed (December 2015) to resume the work of residential school (boys) and residential school (girls).

27 Residential school (boys) and residential school (girls): ₹ 32.25 crore, polytechnic college : ₹ 2.75 crore and ITI : ₹ 1.15 crore.

28 Residential school (boys) and residential school (girls): ₹ 27.87 crore, polytechnic college : ₹ 1.17 crore and ITI : ₹ 0.65 crore.



Incomplete work of Polytechnic College building at Jaisindhar Station as on 21 October 2021



Incomplete ITI building at Jaisindhar Station as on 21 October 2021



Idle and incomplete Hostel Building (boys) as on 21 October 2021



Incomplete school building (boys) as on 21 October 2021

It is evident from the viewpoint/action taken by the Director, Technical Education, the District Collector, Barmer and the Secretary, RDD that feasibility study, baseline survey and planning were not properly done by the DLC before submitting the proposal to SLSC for approval. Besides this, the construction of Polytechnic College building was started without assessing the actual need. As a result the works of polytechnic college and ITI building were stopped and expenditure of ₹ 1.82 crore incurred on the buildings proved infructuous.

After lapse of 10 years and huge investment, work of Residential school **(boys)** was not completed (October 2021) and could not be utilized for intended purpose. The construction of Residential school **(girls)** was completed and handed over (September 2021) to Rajasthan Residential Educational Institutions Society (RREIS) under Social Justice and Empowerment Department (SJED).

Thus, despite incurring huge expenditure of ₹ 27.87 crore on Residential school (boys) and Residential school (girls), Residential school (boys) was not completed and Residential school (girls) though completed was not functional as of November 2021. RREIS stated (December 2021) that online admission was under process for Residential school (girls).

Secretary, RDD stated (September 2021) that the construction of Polytechnic College and ITI Buildings was stopped at a safe stage as the additional fund of ₹ 39.00 crore was required to complete the aforesaid work. However, constructed structure would be used as per local needs in future.

Reply confirms the audit observation that due to poor planning and later ineffective monitoring on the part of the Department, it could not ensure completion of these works.

In the exit conference (March 2022), the Secretary of RDD accepted the audit objection and stated that the detailed project report of polytechnic college and ITI buildings would be revised thoroughly and Department will try for making the building usable for other schemes/departments.

(ii) Works executed under Health Sector

This sector covers the works related to construction of houses for doctors and para medics, buildings, medical equipment, mobile dispensary/ambulance and boundary walls etc.

During joint physical verification, various deficiencies such as damaged assets (in 2 cases), being idle/non-functional/unfruitful assets (in 6 cases), not being used for intended purpose (in 3 cases), Incomplete/Improper site selection (in 1 case), were found in case of 12 assets (out of 21) constructed under Health sector. (Details given in ***Appendix IX***).

Illustrative cases are as under:

- ***Asset not being used for intended purpose:*** A Labor room constructed under BADP at GP Myazlar, was being used as store room. Further, no stairs/ramp was constructed in front of Labor Room. The unused construction material was also kept in front of Labor room.



Construction of Labor Room in PHC Myazlar, GP Myazlar, PS Sam, ZP Jaisalmer (Work ID: 2016-17/14871) (Completed: July 2017). Date of Physical verification- 28 and 29.09.2021

Similarly, two mini wards, one cool room, staff office and Medical Officer's room with toilets constructed under BADP at GP Shahgarh, were not being used for hospital. No doctor/Medical staff was posted in the hospital. The assets instead, were, used by the Army personnel for residential purpose.



Construction of two mini wards, one cool room, staff office and Medical Officer's room with toilets Ghotaru, GP Shahgarh, PS Sam, ZP Jaisalmer (Work ID:2017-18/13281) (Completed: November 2018). Date of Physical verification-23.09.2021

- **Idle assets:** A 10 bedded AC Hospital constructed under BADP at GP 27-A, was non-functional/ lying idle as it was closed due to non-maintenance.



Construction of 10 bedded AC Hospital in village 27-A near BOP Kailash, GP 27-A, PS Anupgarh, ZP Sri Ganganagar (Work ID:2019-20/333) (Completed: March 2021). Date of Physical verification- 23.09.2021.

Similarly, a Building of sub-centre with ANM quarter and maternity home at GP 20 BD was not being used as the floor was covered with dust/dirt and maintenance was not visible.



Construction of sub-centre with ANM quarter and maternity home, GP: 20 BD, PS: Khajuwala, ZP: Bikaner (Completed: August 2018). Physical verification during 31.08.2021 to 06.09.2021.

(iii) Works executed under Agriculture and allied services

This sector covers the works related to Veterinary aid Centers, artificial insemination Centers and breeding Centers, Social Forestry, Construction of irrigation embankments, Animal Husbandry etc.

During joint physical verification, various deficiencies such as idle/non-functional/unfruitful assets (in 10 cases), incomplete/improper site selection (in 2 cases), inadmissible works (in 2 cases) and damaged asset (in 1 case) were found in case of 15 assets (out of 28) constructed under Agriculture and allied services sector. (Details given in ***Appendix X***).

The illustrative cases are as under:

- ***Idle/non-functional assets:*** A residential house constructed for Veterinary Doctor and staff at Veterinary Hospital, Myazlar (ZP: Jaisalmer) under BADP, was vacant and had not been used since its completion.



Construction of Residential house for Veterinary Doctor and Staff at Veterinary Hospital, Myazlar, GP: Myazlar, PS: Sam, ZP: Jaisalmer (Work ID: 2018-19/778) (Completed: April 2020). Date of Physical verification- 28-29.09.2021.

Similarly, an Animal Sub Center created in GP: 2 KLD (ZP: Bikaner) under BADP was found not to put in use. Electricity connection was also not provided.



Creation of Animal Sub Center, GP 2 KLD, PS: Khajuwala, ZP: Bikaner (Work ID: 2016-17/12889) (Completed: July 2019). Physical verification during 31.08.2021 to 06.09.2021. **Electricity connection not installed and Building was not in use.**

- ***Unfruitful expenditure:*** Plantation work on 20 hectare land area alongside water courses, was done by the forest department (an implementing agency under BADP) in GP: Dhanana (ZP: Jaisalmer) during 2015.

Maintenance of plants was done up to September 2019. Since then, maintenance of the plants was not being done. In absence of maintenance, most of the plants did not survive.



Water Course Plantation, 7 DND Dhanana, GP: Dhanana, PS: Sam, ZP: Jaisalmer (Work ID: 2016-17/16100) (Completed: April 2017). Date of Physical Verification 04.10.2021. **In absence of maintenance, most of the plants did not survive.**

(iv) Works executed under Infrastructure Sector

This sector covers the works related to construction of Roads, link road, bridges, culverts, foot step bridges, footpaths, pathways, ropeways, steps/ masonry steps and helipads under Infrastructure-I category and works related to safe drinking water supply under Infrastructure-II category.

a) Infrastructure I

During joint physical verification, out of 83 assets constructed under this sector, 28 asset were found damaged and thus needed repairing. Other deficiencies like incomplete/improper site selection for assets (in 9 cases) and construction not as per specification/defective (in 8 cases) was also found noticed. (Details given in ***Appendix XI***). The illustrative cases are as under:

- ***Damaged roads:*** It was observed that two bituminous roads constructed under BADP were not being properly maintained and there were potholes, road was damaged at various intervals, shoulders were broken and culverts were not constructed.



Construction of Bituminous Road from Raghwa to Kalra Kuwa ki Dhani 3 Km, GP Raghwa, PS Sam, ZP Jaisalmer (Work ID:2016-17/14849) (Completed: November 2018). Date of Physical verification-14-09-2021. **Road was found in damaged (potholes) condition as maintenance was not being done.**



Construction of Bituminous Road Goharka Tala to Bhuromal ki Dhani, GP and PS Chohtan, ZP Barmer (Work ID:2016-17/16713) (Completed: January 2018). Date of Physical Verification 18.10.2021. **Road and shoulders was found damaged at various places.**

Similarly, CC roads constructed under BADP were badly damaged, concrete had crumbled and expansion joints were not given. A *Kharanja* road constructed under BADP in GP 12 H (ZP: Sri Ganganagar) was found damaged in physical verification.



Construction of kharanja road H-minnor to abadi Hishamki, 11 H, GP: 12 H, PS Anupgarh, ZP Sri Ganganagar (Work ID: 2017-18/25139) (Completed: July 2018). Physical Verification during 17.09.2021 to 24.09.2021. ***Kharanja*** **road was found damaged.**

- ***Construction not as per specification:*** As per records of the Measurement Book, a 2.0 km bituminous road was constructed along with eight culverts/bridges of ₹ 1.46 lakh. However, on site, only 1.4 km road with one culvert was found to be constructed. Road was found in damaged condition and shoulders were broken. Repairing of road was not done despite the fact that road was under defect liability period[29].

29 The Contractor is responsible for making good any defects and damage found in an asset for a certain period of time (as specified in the contract) after completion and handover of the asset, is known as defect liability period.



Construction of Bituminous Road, Chak No. 10 KSR, Murba No. 188/01, Leelawati ki Dhani Tak, GP: Raimala, PS: Sam, ZP: Jaisalmer (Work ID:2018-19/29312) (Completed: June 2020). Date of Physical verification-14-09-2021.
Road was found in damaged condition and shoulders were broken whereas road was under defect liability period.

b) Infrastructure II (Safe Drinking Water supply)

During joint physical verification, out of 83 assets constructed under this sector, 9 assets were found damaged and thus, needed repairing. Other, 17 assets were found idle/non-functional while in 3 cases construction was found defective or not as per the specification. Cases of inadmissible work (1 work) and incomplete/improper site selection (1 work) were also noticed. (Details given in ***Appendix XII***).

The illustrative cases are as under:

- ***Construction of raw water reservoir not as per specification:*** In a case of construction of raw water storage facility, the reservoir could not be filled due to poor construction as it could not be made watertight and water was absorbed by the earth through seepage. Water pump was also non-functional due to non-availability of electricity connection. No approach road was constructed to reach upto raw water storage reservoir. Thus, assets created under BADP was of substandard quality.



Construction and commissioning of raw water storage of 50 days at 190 RD of Sagar Mal Gopa canal, GP: Tejapala, PS: Sam, ZP: Jaisalmer (Work ID: 2019-20/8747) (Completed: January 2021). Date of Physical verification-21.09.2021.
Construction of raw water reservoir not as per specification.

- ***Non-functional Asset:*** A work of providing, laying and jointing High Density Polyethylene (HDPE) pipeline of size 90 mm at regional water supply scheme (RWSS) 4 MSR to 24-A GLR, GP: 27A undertaken under BADP in ZP: Sri Ganganagar, was found interrupted in midway for diversion of water supply to a crematorium. As a result, water could not be supplied to Ground Level Reservoir (GLR), thus, asset remained non-functional.





Providing, Laying and Jointing HDPE pipe line of size 90 mm at RWSS 4 MSR to 24-A GLR, GP 27 A, PS: Anupgarh, ZP: Sri Ganganagar (Work ID:2019-20/9539) (Completed: September 2020). Date of Physical verification 23.09.2021.
There was no water supply in the GLR as the supply was interrupted midway due to diversion of water supply to a crematorium.

- ***Damaged works***: Water diggis constructed at 4 DTM *Shahgarh* and *Bhakre ki Dhani*, GP: *Bandha* (ZP Jaisalmer) were found defective and damaged. As such water could not be stored due to poor construction. These works were sanctioned for GP *Shahgarh* whereas actual works were completed in GP Bandha which was located beyond 50 kms from "0" line 1st habitation.





Construction of Diggi at 4 DTM Shahgarh, GP: Bandha, PS: Sam, ZP: Jaisalmer (Work ID:2017-18/22711) (Completed: October 2019). Date of Physical verification 23.09.2021. **Diggi constructed at 4 DTM was found damaged.**

Diggi constructed at Bhakre ki Dhani was found damaged. Also, offtake of canal to diggi was at higher level, As a result, water could not reach the diggi properly.

Besides, two Ground Level Reservoirs (GLRs) constructed at *Bhawaru Bheel* ki Dhani and *Punjaram Bheel* ki Dhani were leaking and water supply pipeline laid was not functional since its installation.



Construction of Ground Level Reservoir (GLR) and Pipeline at Bhawaru Bheel ki Dhani, Punjaram Bheel ki Dhani. (Completed: October 2019). **GLR was found to be non-functional.**

(v) Works executed under Social Sector

This sector covers the works related to construction of community centers, Cultural centers, Anganwadi, Capacity building/ skill development/ employment generation including tourism and hospitality, Rural Sanitation/ *Swachh Bharat Abhiyan* and construction of toilets etc.

During joint physical verification, out of 112 assets constructed under this sector, 25 assets were found damaged and thus, needed repairing. 11 assets were found non-functional and 20 assets were not being used for the intended purposes. Other deficiencies like incomplete/improper site selection for assets (in 4 cases), construction not as per specification/defective (in 6 cases) and inadmissible works (in 7 cases) were also noticed. Even, three assets claimed to be constructed were, not found existing at the site. (Details of such deficiencies in 76 assets given in ***Appendix XIII***).

The illustrative cases are discussed as under:

- ***Assets were not being used for the intended purposes:*** The community centers created under BADP were not being used for intended purpose and cases were noticed in which community centers were being put to for personal use.



Construction of Community Hall Harnau, GP Harnau, PS: Sam, ZP: Jaisalmer (Work ID: 2017-18/31656) (Completed: November 2018). Date of Physical verification-05.10.2021. **Community hall was in bad condition and was not being used for the intended community purpose, it was lying abandoned. There were many Community halls constructed under BADP in the nearby locations.**

Similarly, another community hall constructed at *Revantsing/Deepsing ka vas* under BADP, was being used for personal purpose i.e. for own business as milk collection storage by installing a freezer. Moreover, community hall was encroached by merging with adjoining house of an individual.



Construction of Community Hall Revantsing/Deepsing ka vas Pocheena, GP: Pocheena, PS: Sam, ZP Jaisalmer (Work ID: 2017-18/31497) (Completed: December 2019). Date of Physical Verification 29-09-2021.
Community hall was being used as a milk collection storage by installing a freezer.

An Anganwadi building constructed with water tank, toilet and boundary wall in ZP Bikaner was being used for personal purpose.



Construction of Anganwadi building with water tank, toilet and boundary wall, 7 KLD, GP: Kundal, PS: Khajuwala, ZP: Bikaner (Work ID: 2016-17/12946) (Completed: August 2018). Physical Verification during 31.08.2021 to 06.09.2021.
Constructed building was being used for personal purpose. Cracks were also seen in the building.

- ***Incomplete asset:*** The toilets constructed under BADP were found nonfunctional/incomplete.



Construction of two sets of six toilets each at Laungewala, GP: Netsi, PS: Sam, ZP: Jaisalmer (Work ID: 2019-20/1974) (Completed: March 2021). Date of Physical Verification 21.09.2021

Against provision of 2 toilet sets, 3 toilet sets were constructed. Out of which, one was incomplete and one was non-functional. Only one set of six toilets was found functional.

- ***Non-functional/ idle assets:*** Electric supply lines were installed at Karan Singh Ki Dhani in ZP Jaisalmer, by laying electric supply line (11 KV HT line and LT line) up to the individual houses, however, houses were not electrified. Electric poles were installed without assessing beneficiary's needs.



Electrification of Karan Singh Ki Dhani 3 RYM 129/61 Raimala 3 Phase, GP Raimala, PS: Sam, ZP: Jaisalmer (Work ID: 2018-19/1609) (Completed: April 2018). Date of Physical Verification 14.09.2021.

11 KV line and LT line were erected and LT line and poles were installed in the open land where no beneficiary's house was constructed. Neither transformer was installed nor was electricity connection given/applied by any habitant of area.

Similarly, 7 kms three Phase electric LT line upto a Kachha house of *Onad Singh ki Dhani* was erected under BADP, however, no transformer was installed and no house was electrified through this line. Thus, asset remained idle/non-functional.





Electrification of Onad Singh Ki dhani, 3 PH 7 Km, Pocheena, GP: Pocheena, PS: Sam, ZP: Jaisalmer (Work ID: 2018-19/29436) (Completed: September 2020). Date of Physical Verification 29.09.2021.
Three Phase Electric lines of length of 7 KM and LT line upto a Kachha house of Onad Singh ki Dhani was laid. No transformer was installed and no house was electrified under the aforesaid work.

- ***Inadmissible Works:*** As per Annexure II of BADP guideline 2015, any work/scheme of individual benefit (such as roads to private basties, dera's and dhanies established in private agricultural fields, farm houses etc.) were inadmissible. Further, as per paragraph 4.11 of BADP guideline 2020, all assets created under BADP will be the property of the State Government. Any asset under BADP can be created on government owned land only. However, *Bhojanshala* and Community Rest House were created in the religious premises, which were not permissible under BADP.



Construction of *Bhojanshala* at *Khayala math* (a religious place) GP: Myazlar, PS: Sam, ZP: Jaisalmer (Work ID: 2019-20/1842) (Completed: June 2020). Date of Physical verification 28 & 29.9.2021



Construction of Community Rest House with Sulabh Complex in *Khayala math* (a religious place) GP: Myazlar, PS: Sam, ZP: Jaisalmer (Work ID: 2019-20/1910) (Completed: June 2020). Date of Physical verification 28 & 29.9.2021.

Similarly, boundary wall & *Satsang Bhawan* constructed at *Swangiyan Mandir* PS: Sam (ZP Jaisalmer) was also not permissible under BADP.





Boundry Wall and *Satsang Bhawan*, *Swangiyan Mandir,* GP Myazlar, PS Sam, ZP Jaisalmer (Work ID:2019-20/1826) (Completed: July 2020). Date of Physical verification-28 & 29.9.2021. **Work of Boundary wall and *Satsang Bhawan* at *Swangiyan Mandir* (Religious Place) was not allowed under BADP.**

- ***Work Execution not found at Site:*** Two interlocking roads with *nali* constructed in GP Bandha (ZP Jaisalmer) at a cost of ₹ 19.98 lakh, were not found at the sanctioned sites, thus, construction of these assets was dubious.



Interlocking Kharanja with nali 1 DTM Khasara no. 227/26 Dittovala, GP: Bandha, PS: Sam, ZP: Jaisalmer (Work ID: 2017-18/31404) (Completed: January 2019). Date of Physical verification-23.09.2021.
Assets was not found on the site.



Interlocking Kharanja with nali 1 DTM Khasara no. 227/28 Dittovala, GP: Bandha, PS: Sam, ZP: Jaisalmer (Work ID: 2017-18/31657) (Completed: January 2019). Date of Physical verification-23.09.2021.
Asset was not found on the site.

(vi) Works related to Sports Activities

This sector covers the works related to construction of Play fields, Mini Open Stadium, Indoor stadium/auditorium, Sports articles etc.

Joint physical verification of 13 works created in Sports sector under BADP revealed that seven assets were idle/non-functional and one asset was damaged, thus, required repairing. (Details given in ***Appendix XIV***).

The illustrative cases are discussed as under:

- ***Idle asset:*** A Basketball playground was constructed at Government Primary School, 6 MSR in ZP Sri Ganganagar. However, it being primary school, the basketball playground was not being utilised. Basketball net and hoop were also not available. This also indicates that asset was created without ensuring its utility.



Construction of playground at Government Primary School, 6 MSR, GP: 4 SSR, PS: Anupgarh, ZP: Sri Ganganagar (Work ID: 2020-21/6077) (Completed: March 2021). Physical Verification during 17.09.2021 to 24.09.2021
Basketball Playground was constructed at Government Primary School (GPS), however, basketball net and hoop were not available. Playground was not being utilised for the intended purpose.

- ***Damaged asset:*** A Basketball court was constructed under BADP in *Longewala* (ZP: Jaisalmer), its construction was found poor and the asset was not being used.



Basket Ball court, Longewala, GP: Netsi, PS: Sam, ZP: Jaisalmer (Work ID: 2017-18/22767) (Completed: August 2019). Date of Physical Verification 21.09.2021.
Surface of the court was broken and not properly cemented.

The issue regarding execution of defective/incomplete/inadmissible works was also highlighted in previous Audit Report (for the year ending March 2015). RDD, however, did not initiate corrective action in this regard.

GoR stated (May 2022) that directions have been given to implementing agencies concerned to remove/repair the defects/deficiencies noticed during physical verification and to utilise the non-functional/idle assets for the intended purpose. Further, a letter has been written to PS Jaisalmer and PS Sam with regard to assets not found at site. A joint committee of Executive Engineer and Project Officer (Finance and Accounts) has been constituted to investigate the matter and fix responsibility of officer/employee involved. The details of disciplinary action taken and recovery effected as per rule will be informed.

2.1.10.6 Execution of works below the threshold limit

As per Paragraph 5.13 of Guidelines 2015, DLC shall ensure that no schemes below the estimated cost of ₹ 5 lakh are included in the AAP of the BADP, except sports activities and construction of toilets.

Audit, however, observed that during 2016-20, 471 works of ₹ 17.81 crore, individually below the threshold limit of ₹ 5 lakh were included in the AAPs and an amount of ₹ 16.38 crore was incurred (as of July 2021) on these works. Summary of such works is given in **table 13.**

Table 13

(₹ in crore)

S. No.	District/Block	Number of works sanctioned	Sanctioned Amount	Expenditure
1	Barmer	10	0.45	0.36
2	Bikaner	70	2.10	1.00
3	Jaisalmer	142	4.77	4.67
4	Sri Ganganagar	249	10.49	10.35
Grand Total		**471**	**17.81**	**16.38**

GoR stated (May 2022) that the works sanctioned were of important nature and were approved by the GoI. In future, the norms will be adhered to and works below the estimated cost of ₹ 5 lakh will not be included in the AAP.

2.1.10.7 Payment under labour component

Rule 181 of Rajasthan Panchayati Raj Rules (RPRR), 1996 provides that in execution of works on contract: (1) Panchayati Raj Institution (PRI) may also execute any work through contractors unless execution of such work through contractor is otherwise restricted by the guidelines of the scheme concerned. Further, Sub rule (2) provides that notwithstanding anything contained in sub-rule (1) PRI may execute any work by deploying workers on muster-rolls. Further, Sub rule (3) provides that PRI may procure material on contract basis for works to be executed under sub-rule (2) above, after following the due procedure for inviting tenders for purchase of construction material.

In addition, GoR issued (April 2017) instructions that under all other departmental schemes except MGNREGS, construction works costing more than ₹ 5 lakh (including labour and material) should be done through open tender as per the provisions of Rajasthan Public Procurement Transparency (RTPP) Act, 2012 and RTPP Rules, 2013.

In ZP Jaisalmer, six GPs did not invite tenders as prescribed in RPRRs for execution of nine works amounting to ₹ 102.64 lakh (each work exceeding ₹ 5 lakh including material and labour). Further, the GPs, for execution of these works, procured the material from the contractors under annual rate contracts and surprisingly made payment of wages amounting ₹ 26.48 lakh to the same contractors for providing labourers.

Thus, GPs did not engage the contractor for labourers through competitive biddings. This was in contravention of the RPRRs, 1996 and RTPP Rules, 2013. The list of such cases is given in ***Appendix XV.***

GoR stated (May 2022) that information has been sought from PS Sam and accordingly compliance will be furnished soon.

2.1.10.8 Indicators for Outcome based monitoring

The Output-Outcome Monitoring Framework (OOMF) represents an important reform towards outcome-based monitoring. The Framework endeavors to provide measurable indicators for achievement of scheme objectives, or the 'Outcomes'.

The OOMF exercise was entrusted (2017) to Development Monitoring and Evaluation Office (DMEO), NITI Aayog. The Framework is being updated on annual basis which is laid before the Parliament along with the Union Budget. The framework facilitates target setting on output (measurable product of program activities) and outcome (collective results or qualitative improvements brought about by delivery of services) indicators by the Ministries/Departments.

Proformas were prepared by the NITI Aayog for identification of indicators for Outcome based monitoring of CSS Schemes for the year 2018-19.

DBM, MoHA, GoI desired (December 2017) information in prescribed proforma for providing information regarding indicators for outcome-based monitoring of CSS for the year 2018-19. The position of indicators for outcome-based monitoring in respect of villages within 0-10 kms from IB as evident from scrutiny of information furnished (July 2018) by GoR is given in the **table 14** below:

Table 14

S. No.	Indicator	Status of indicators for Outcome based monitoring as of 31 March 2018	Status of indicators for Outcome based monitoring during 2018-19	
		Total No. of villages within 0-10 Km from IB = 1,095	Target	Achievement
1	Number of border villages having health facilities	232	35	0
2	Number of border villages having education facilities	479	261	0
3	Number of border villages with roads connectivity.	428	226	0
4	Number of border villages having electricity supply.	599	78	0
5	Number of border villages with water supply	403	247	0

Source: As per information provided by RDD.

It is evident that none of the targets set was achieved during the year 2018-19.

Further, Audit observed that information in respect of Indicators for Outcome based monitoring of CSS schemes for the year 2019-20 and 2020-21 was not available on records at State level as well as at district level.

GoR stated (May 2022) as per guideline, works for filling of critical gaps are being included in ensuing AAPs and works will be prioritsed on the basis of *Mission Antyodaya* to saturate the villages of 0-10 km from border area.

Audit Objective - 3 : Whether effective internal control and monitoring mechanism existed ?

2.1.11 Monitoring, Supervision and Evaluation of the Scheme

Management Information System (MIS) application developed in MoHA, GoI by treating village as well as scheme/project as the basic unit, was implemented w.e.f. the year 2015-16. As per BADP guidelines, all the activities, including submission of the Annual Action Plans, release of funds, monitoring and e-filing were strictly to be done through MIS application.

2.1.11.1 Identification of district IT Nodal Officer for BADP

As per paragraph 11.2 of the guidelines 2015, the State Governments shall identify a Nodal Officer of sufficient seniority at the State as well as district level who has adequate knowledge of Information Technology to function as State/district IT Nodal Officer to oversee the regularity and accuracy of the data being furnished by the districts to the State and by the State to the MoHA. The Nodal Officer will regularly interact with the NIC Coordinator at State headquarter. The District Magistrate shall fix responsibility for uploading the data on the application and its uninterrupted maintenance at district level as well as block level as the case may be.

Audit, however, observed that the Assistant Programmer, RDD was appointed as State IT nodal officer only in March 2021 for coordination and uploading of MIS data. However, no officer was nominated as district IT Nodal Officer. As such, uploading of data on the application and its uninterrupted maintenance was not monitored.

GoR stated (May 2022) that in ZP Barmer, the work is executed by appointing MIS Manager of MGNREGS as Nodal Officer. In remaining three ZPs the IT Nodal Officer will be appointed soon.

2.1.11.2 Uploading of data on MIS application

As per the instruction issued (May 2015) by DBM, MoHA, for implementation of MIS application, the State Government was required to take the following actions immediately:-

i) Upload the updated data of baseline survey indicating the available amenities in all the border villages in the identified border blocks, including their population (census 2011), area and distance from the international land border in the baseline survey application available on the website of MoHA.

ii) Upload the data of each scheme undertaken in the villages under the BADP during the year 2012-13 onwards including UCs, Progress Reports, and completion certificates with photographs on the AAP application available on the test server on NIC Net.

Audit, however, observed that the aforesaid information/data was yet to be uploaded on the MIS application and the work was stated (October 2021) to be under progress even after lapse of five years.

In the exit conference (March 2022), the Deputy Secretary of RDD stated that IT related works in the districts is being done by staff with the help of MIS managers.

GoR stated (May 2022) that information/data for the period 2014-15 to 2019-20 related to ZP Barmer, Bikaner and Jaisalmer have now been uploaded on MIS. However, reply was silent regarding ZP Sri Ganganagar.

2.1.11.3 Geo-mapping of Projects undertaken in BADP

As per paragraph 9.5 of Guidelines 2020, the State Government shall develop an inventory of assets created under the BADP in border census villages/habitations, for analytical purposes etc. All projects are to be geo-mapped and uploaded on BADP Online Management System. All projects taken up under BADP during last 10 years should be geo-mapped and uploaded on the specific thematic layers on the *Bhuvan Platform*.

Audit scrutiny of records in test checked ZPs revealed that none of the projects taken up under BADP during last 10 years were geo-mapped and uploaded on the specific thematic layers on the *Bhuvan Platform* till date (March 2022).

GoR stated (May 2022) that details of assets constructed and works proposed under BADP have been uploaded on BADP Online Management System in ZP Barmer, Bikaner and Sri Ganaganagar. Further, in respect of ZP Bikaner works of last two years have also been geo mapped. In ZP Jaisalmer, the work related to uploading on BADP Online Management System and on the specific thematic layers on the *Bhuvan Platform* is under progress.

2.1.11.4 Submission of Quarterly Progress Report

As per paragraph 10.3 and 10.5 of the guideline 2015, the DLC shall take responsibility of monitoring of implementation of works under BADP as well as quality of works and submit a Quarterly Progress Reports (QPR) to State Government for onward transmission to MoHA along with the photos of the works/schemes. QPR should be submitted scheme-wise to the DBM, MoHA latest by 15th day of closure of the quarter through MIS application (in the prescribed proforma at Annexure-VI).

Audit, however, observed that during 2016-21, all the QPRs were sent to GoI with delay ranging between 13 and 222 days after the due date. In most of the cases, all the test checked ZPs could not submit the QPRs to GoR within the time limit. The details are given in the **table 15**.

Table 15

Year	Quarter Ending	Due date	Date of Receipt from Districts				Date of sending to GoI	Delay (in days)
			Bikaner	Barmer	Jaisalmer	Sri Ganganagar		
2016-17	6/16	15.07.16	29.07.16	04.08.16	23.08.16	17.08.16	29.08.16	45
	9/16	15.10.16	05.10.16	08.11.16	26.10.16	17.10.16	28.11.16	44
	12/16	15.01.17	13.01.17	20.01.17	19.01.17	20.01.17	17.02.17	33
	3/17	15.04.17	05.05.17	13.04.17	12.04.17	13.04.17	26.05.17	41
2017-18	6/17	15.07.17	15.09.17	25.07.17	08.09.17	19.07.17	25.09.17	72
	9/17	15.10.17	23.10.17	06.11.17	02.11.17	24.10.17	22.11.17	38
	12/17	15.01.18	25.01.18	30.01.18	14.02.18	06.02.18	28.02.18	44
	3/18	15.04.18	01.05.18/ 02.08.18 (Revised)	26.07.18	25.05.18	15.05.18	13.08.18	120
2018-19	6/18	15.07.18	02.08.18	26.07.18	30.07.18	13.07.18	13.08.18	29
	9/18	15.10.18	20.11.18	01.11.18	14.11.18	19.11.18	03.12.18	49
	12/18	15.01.19	07.02.19	07.02.19	15.02.19	11.04.19	21.05.19	126
	3/19	15.04.19	24.05.19	14.05.19	03.06.19	27.06.19	11.07.19	87
2019-20	6/19	15.07.19	17.07.19	05.09.19	20.09.19	16.08.19	24.09.19	71
	9/19	15.10.19	24.10.19	23.10.19	18.10.19	05.11.19	18.11.19	34
	12/19	15.01.20	15.01.20	30.01.20	11.02.20	13.02.20	19.02.20	35
	3/20	15.04.20	12.05.20	28.05.20	04.06.20	16.06.20	10.07.20	86
2020-21	6/20	15.07.20	14.07.20	04.09.20	09.10.20	08.10.20	16.10.20	93
	9/20	15.10.20	16.10.20	22.10.20	05.10.20	08.10.20	28.10.20	13
	12/20	15.01.21	21.01.21	04.02.21	15.07.21	01.02.21	25.08.21	222
	3/21	15.04.21	15.04.21	08.07.21	15.07.21	14.07.21	25.08.21	132

Source: As per information provided by ZPs and RDD.

GoR stated (May 2022) that the information of financial and physical progress of works required to be included in QPR is provided with delays by the different departments/IAs. However, efforts will be made to send QPR on time.

2.1.11.5 Inspection of works

As per paragraph 10.1 of the guidelines 2015, the State Governments shall develop an institutional system for inspection of the BADP schemes/projects and submit reports to the DBM, MoHA. Each border block should be assigned to a high-ranking State Government nodal officer who should regularly visit the block and take responsibility for BADP schemes. A quarterly report should be sent to the MoHA on the MIS application, indicating the number of inspections conducted and highlighting the important achievements/lacunae pointed out in the reports of the inspecting officers.

The norms prescribed (January 2009) by State Government for inspection under BADP, are summarized in **table 16**.

Table 16

S. No.	Post	Norms for Inspection
1	Project Director cum Dy. Secretary Rural Development Dept. (SAP)	Quarterly Inspection 40 works in a year (10 work in each district)
2	Dy. Secretary/Equivalent Officer HQ	Minimum 5 works of BADP during visit of district
3	District Collector	Physical Inspection of 1 *per cent* of works under BADP
4	Chief Executive Officer, ZP	Physical Inspection of 10 *per cent* of works under BADP
5	Project Officer, BADP, ZP	Physical Inspection of 100 *per cent* of works under BADP

Audit scrutiny of records revealed that although norms were fixed by the State Government for inspection of works under BADP, however, report in respect of such inspections, if conducted, was not being submitted to DBM, MoHA.

Besides, records/registers to show the details of the inspections conducted by the officers, were also not maintained at State level and district level. An expenditure of ₹ 15.71 lakh was shown as incurred on hiring of vehicles for inspection of schemes under Administrative head of BADP during the year 2016-21, at state level. In absence of the relevant records, it cannot be ascertained whether inspections were carried out.

On being pointed out, PD (SAP) as well as ZPs concerned except Jaisalmer stated (July-October 2021) that inspection of work is carried out but records/reports are not maintained.

GoR stated (May 2020) that inspections of works were carried out as per norms in ZP Barmer, Bikaner and Sri Ganganagar. However, records related to inspection were not maintained. In future, records related to inspections will be maintained. In respect of ZP Jaisalmer, it stated that due to vacant post of CEO, less inspections were carried out during 2016-17 to 2020-21. In future, inspections will be carried out as per norms.

2.1.11.6 Third-Party Inspection and Evaluation Study

As per paragraph 10.1 of guidelines 2015, third party inspections (TPI) also needed to be commissioned by the States for an independent feedback on the quality of work and other relevant issues. GoI directed (November 2013 and June 2015) the State Governments to submit the inspection reports of nodal officer, third party inspections agency (TPIA) etc. with an action taken note on these inspection reports twice every year. GoI also forwarded (July 2018) a sample (filled) proforma for submission of inspections of BADP works/project conducted by TPIA to State Governments.

i) Third Party Inspection

Third party inspections for 235 works executed under BADP during the period 2014-18 at the State/district level, were assigned (June 2016 to July 2018) to four persons/institutions[30] (TPIA). In this regard, Audit observed that:

- State Government did not submit the inspection reports of TPIA with action taken notes on these inspection reports twice every year to GoI. However, a summary report of TPIs in respect of these 235 works was sent (January 2020) to GoI after several reminders.
- TPIA had submitted their inspection reports after lapse of considerable time from the date of inspections.
- Follow up/action taken on the shortcomings/suggestions pointed out by the TPIA, were not monitored properly.

30 (i) Swami Keshwanand Institute of Technologies Jaipur, (ii) Pragyan Research Institute of Diploma Engineering Balotra, (iii) Er. Raj Kumar Jandu Bikaner and (iv) ETTL Jaipur (for Sri Ganganagar district).

- Information of TPIs in respect of work undertaken during the year 2018-21, was not available on the records.

GoR stated (June 2022) that third party inspection report in prescribed format was sent (January 2020) to GoI. Recommendations of this report was sent to four BADP districts with directions for compliance of the recommendations and efforts were made by Departmental officers during field visits for ensuring the compliance. However, during 2019-20 and 2020-21 due to covid pandemic and lockdown monitoring and other activities of the scheme were impacted.

The fact however remains that the State Government did not submit the inspection reports of TPIA with action taken notes on these inspection reports twice every year to GoI and proper monitoring of follow up action taken on the recommendations was also not done.

ii) Evaluation Study

The Programme Evaluation Organization (PEO), NITI Aayog (erstwhile Planning Commission) on the request of the implementing Ministry, carried out (2012) an evaluation of BADP for the reference period from 2007-08 to 2010-11. The main objective of the study was to assess whether the programme has achieved the desired level of coverage and impact on the beneficiaries and to suggest modifications/ improvements to the programme to ensure its greater efficacy and impact. The report was published in June 2015.

However, the details of follow up action taken by the department/ZPs on the aforesaid evaluation study report, was not provided to the Audit, though called for (January 2022).

Further, Directorate Evaluation Organisation, Jaipur conducted an evaluation study on BADP and submitted (August 2015) the report to PD (SAP), RDD.

GoR stated (June 2022) that after analysing the evaluation study on BADP conducted by Directorate Evaluation Organisation, actionable points were sent to all the four BADP districts and were directed (October 2015) for taking action on these points. The action taken was also communicated (December 2015) to Directorate Evaluation Organisation and recommendations forwarded to BADP districts for compliance.

However, further evaluation study was not conducted thereafter in the State.

GoR further stated that in absence of clear guidelines, further evaluation study was not conducted and assured that in future action will be taken as per rule.

2.1.11.7 Conduct of SLSC meetings

Para 7.4 and 7.6 of guideline 2015 provides that the SLSC shall meet at least twice in a year. The first meeting shall be convened in March/April in order to finalize and approve the AAP and schemes recommended by the DLCs. The second meeting shall be held in November/December to review the progress of schemes under the BADP, submission of Utilization Certificates (UCs) & Quarterly Progress Reports (QPRs) etc.

Audit scrutiny of records revealed that the second meeting of SLCC which mainly pertained to monitoring of progress of works and submission of UCs/QPRs, was not conducted during 2018-21.

Audit is of the view that this could be a reason for delay in submission of UCs/QPRs to GoI as discussed in earlier paragraphs **2.1.9.1** and **2.1.11.4.**

Moreover, the first meeting was also conducted with a delay of four months during 2019-20. The PD (SAP), RDD accepted (July 2021) the facts.

GoR stated (May 2022) that as GoI regularly issues new directions regarding AAPs prepared by districts, therefore, it takes time to implement the directions in verbatim. With regard to second meeting, it further stated that the purpose of second meeting is monitoring which is done every month at Secretary level with the districts. Also, monitoring of all the schemes is done once or twice a year under the chairmanship of Chief Minister/Chief Secretary.

The reply is not acceptable as SLSC has been specifically constituted for approval of AAP and monitoring of progress of works under BADP. Due to non-conduct of meeting of SLSC as per norms, the AAPs were sent to GoI with delays and monitoring of the scheme was also poor.

2.1.11.8 Conduct of DLC meetings

GoR issued (March 2003) orders to constitute DLCs for each BADP district and instructed to organize quarterly meeting of DLC i.e. four meetings in a year. The district wise details of DLC meetings organised during 2016-21 is given in the **table 17** below

Table 17

Name of District	Numbers of meetings organised during a year					Total
	2016-17	2017-18	2018-19	2019-20	2020-21	
Barmer	1	1	2	1	0	5
Bikaner	1	4	3	1	2	11
Jaisalmer	1	1	1	2	2	7
Sri Ganganagar	1	1	2	2	1	7

Source: As per information provided by ZPs.

As evident from the above table, none of the districts organised the required number of meetings during 2016-21 except Bikaner during 2017-18. In case of Jaisalmer district, the minutes of meeting were also not issued during 2016-19.

GoR stated (May 2022) that the required number of meetings could not be held due to involvement of various stakeholders pertaining to different departments. During 2020-21, covid pandemic also affected the meetings of DLC.

2.1.11.9 Social Audit System

As per BADP guidelines[31], an appropriate Social Audit system was required to be put in place by the State Governments. Further, annual Social Audit of the works completed in the border areas, was to be carried out by the *Gram Sabha* or similar local bodies of border districts/representatives of BGF concerned.

31 Guidelines 2015: Paragraph 10.1 and Guidelines 2020: Paragraph 9.1

The implementing agency was also to be invited to present status of the works taken up by them.

Audit, however, observed that Social Audit of the works executed under BADP, was not conducted in any of the test checked ZPs.

GoR stated (May 2022) regarding ZP Barmer that social audit was conducted alongwith MGNREGS. However, reply was silent regarding remaining three ZPs.

The issue regarding not taking action on recommendation of evaluation study and non-conducting of social audit of the scheme was also highlighted in previous Audit Report (for the year ending March 2015). RDD, however, did not initiate corrective action in this regard.

2.1.11.10 Non-Availability of Display Board at Project Site

As per paragraph 10.5 of the guidelines 2015, a display board may be kept at project sites indicating that the work is being done/has been completed under the BADP of GoI.

During Joint physical verification (August-October 2021) of 419 work sites, the display boards were not found at site of 234 works[32] (55.85 *per cent*).

GoR stated (May 2022) in respect of ZP Barmer, Bikaner and Sri Ganganagar that photograph of display board is sent along with Completion Certificate of a work. This is also ensured during the adjustment of CC. However, the display board may be destroyed at a later stage due to rain/pipeline work/ electrification/theft etc. In respect of ZP Jaisalmer, it stated that reasons for non-availability of display board has been sought (May 2022) from PS Sam and has been directed to install new display board.

2.1.12 Conclusion

BADP in the State was implemented with the objective to meet the special developmental needs and wellbeing of the people living in remote and inaccessible areas situated near the international border.

Audit scrutiny revealed that to identify the critical gaps in infrastructure, baseline survey was not conducted and accordingly, village wise long term action plan to fulfill these critical gaps, was also not prepared.

DLC neither defined the term 'saturation of a village with basic infrastructure' nor was any village within 10 km from zero line declared as saturated despite utilisation of ₹ 2,187.20 crore for the Programme by the State during the period 1993-2021.

Funds remained parked with GoR for long periods and were thus released to Implementing Agencies with delays. Also, advances given to Implementing Agencies were not adjusted timely. The interest earned by Implementing Agencies on BADP funds was not accounted for.

32 Anupgarh-36 works, Chohtan-23 works, Khajuwala-37 works and Sam-138 works.

Instances of lower participation of female in skill development trainings, imparting training in non-BADP blocks, non-employment of trainees under Employment Linked Skill Training Programme, non-creation of skill development training centres despite availability of funds, charging of inadmissible administrative expenditure by RSLDC, non-reconciliation and non-adjustment of advances from RSLDC, were also noticed.

Various deficiencies were noticed in execution of works during physical verification such as executed work not found on site, execution of inadmissible work, unfruitful/idle/non-functional work, damaged and incomplete works etc.

The internal control and monitoring mechanism was poor as quarterly progress reports were not submitted in time, follow up action on Third Party Inspection and evaluation study was not monitored properly. Required number of meetings of SLSC and DLC were not conducted. Reports related to inspection were not maintained and Social Audit of the Scheme was not conducted.

2.1.13 Recommendations

The State Government should

(i) Conduct baseline survey/spatial resource mapping to accurately identify the critical gaps in basic and social infrastructure;

(ii) Prepare Annual Action Plan with due diligence;

(iii) Define the term 'saturation of a village with basic infrastructure' and aim at saturating villages/habitation within 10 km range from zero line with the essential infrastructure on priority;

(iv) Release funds to ZPs in time and also ensure utilization of funds lying in PD account of ZPs and timely adjustment of advances given to implementing agencies;

(v) Ensure coverage of 509 villages/habitations within 0-10 km range which were left out and no works were sanctioned in them during 2016-21;

(vi) Execute the works under BADP according to scheme guideline and ensure they are fruitful and functional for local population;

(vii) Ensure effective use of the internal control and monitoring mechanism prescribed.

2.1.14 Acknowledgement

Audit acknowledges the cooperation extended by the Rural Development Department during the course of Performance Audit.

2.2 Functioning of Member of Legislative Assembly Local Area Development Scheme

Executive Summary

The Member of Legislative Assembly Local Area Development (MLALAD) Scheme was introduced in 1999-2000, with a view to carry out developmental works of capital nature in the constituency areas, on recommendations of MLAs up to their annual entitlement. The annual entitlement of an MLA was ₹2.25 crore since 2016-17. ***(Para 2.2.1, page:68)***

Performance audit of the MLALAD Scheme covering the period 2016-21, revealed that the Scheme was popular as substantial number of works for creation of assets of public use, were undertaken to cater to local requirements. Audit, however, observed that an amount equals to more than double the average annual allocation always remains with the executing agencies, as advance. State Government released only 60.75 per cent of the budget provisions during 2018-21 due to availability of sufficient/unspent funds in the PD Account of ZPs and advances with executing agencies. ***(Para 2.2.7.1, page:72; 2.2.7.2, page:73 and 2.2.8.1, page:80)***

The Department did not initiate stern and effective steps against executing agencies for adjustment of pending advances, which increased to ₹ 809.14 crore as of March 2021. Annual utilisation of the available funds ranged between 33.86 per cent and 74.94 per cent due to delayed or non-submission of Utilisation Certificate (UC)/ Completion Certificate (CC).
(Para 2.2.7.2, page:73)

MLAs of four (out of seven) test checked districts did not recommend 20 per cent funds for the areas inhabited by SC/ST and Sambal Gram as prescribed in the scheme guidelines. Convergence of available funds with MGNREGS was also not done by the seven test checked districts.
(Para 2.2.7.5, page:77 and 2.2.7.6, page:78)

Works were executed in a deficient manner as audit noticed instances of execution of inadmissible works, execution of works without following prescribed norms/regulations, incomplete works, delay in issuance of sanctions, not taking action on recommendations of evaluation study of the scheme, not carrying out quality testing of works through third party etc. despite pointed out in previous Audits of the scheme.
(Para 2.2.9.1, page:82; 2.2.10, page:83; 2.2.12, page:93 and 2.2.13, page:95)

2.2.1 Introduction

The Government of Rajasthan (GoR) introduced a plan scheme 'Member of Legislative Assembly Local Area Development Scheme' (MLALAD) in the year 1999-2000 with a view to carry out developmental works of capital nature in the constituency areas on the recommendations of Members of Legislative Assembly (MLA) as per local needs. The State is divided into 200 Assembly Constituencies (ACs). Initially, ₹ 25 lakh per year per AC was

earmarked, which was gradually[33] raised to ₹ 2.25 crore per year per AC in 2016-17.

The salient features of the scheme are as under:

- Each MLA can recommend capital works of ₹ 2.25 crore in a year with a ceiling of ₹ 50.00 lakh for an individual work. In special circumstances, the permission for sanctioning of individual work more than ₹ 50.00 lakh is required to be taken from the GoR.

- The works under this scheme should primarily be of **durable and developmental** nature and created on land of Government/Local Body.

- The works under this scheme are to be implemented by any of the Government Departments, Local Bodies, Non-Governmental Organisations, Trust and agencies.

- At least 20 *per cent* of total allotment annually must be recommended for the development of areas inhabited by the SC/ST and *Sambal Gram*[34].

- Funds required for implementation of works recommended by MLAs, are released to the Executing Agencies (EAs) directly by the Zila Parishads (ZPs) out of the funds released to ZPs by the RDD from the yearly allocation for the scheme.

- Works related to repair/renovation of the Government assets for public use can be recommended by MLAs up to 20 *per cent* of their annual allotment.

- Funds under the scheme are treated as non-lapsable and unutilised funds can be utilised in subsequent years.

The scheme is administered by the Rural Development Department (RDD), GoR and is governed by the guidelines issued in February 2000. The guidelines were further revised in February 2003, September 2005, July 2009, March 2013 and November 2018. The scheme is fully funded by GoR and implemented in rural as well as in urban areas of the State.

2.2.2 Organisational set-up

At the State level, RDD is the Nodal department for the scheme. The Principal Secretary/Secretary is responsible for release of funds to District Authorities (DAs) as per MLAs' entitlement and number of MLAs and also for the supervision, monitoring and coordination with districts.

At the District level, ZP (Rural Development Cell) is the Nodal office for the scheme. District Collector and Chief Executive Officer (CEO), ZP are the

33 ₹ 40 lakh from 2000-01; ₹ 60 lakh from 2001-02; ₹ 80 lakh from 2007-08; ₹ 1.00 crore from 2010-11 and ₹ 2.00 crore from 2012-13.

34 Social Justice & Empowerment Department implements *Sambal Gram Vikas Yojana,* under which, ₹ 5.00 lakh per annum are provided to villages having more than 40 *per cent* population of Scheduled Caste for development of basic facilities.

DAs. District Collectors are responsible for review and monitoring of the scheme, timely issue of sanctions and completion of works. CEO, ZP is responsible for issue of administrative and financial sanctions and execution of works through EAs[35], maintaining funds in Personal Deposit (PD) account and release of funds to EAs, maintenance of accounts and their auditing, submission of monthly physical and financial progress report and Chartered Accountant (CA) Audit Report to RDD.

In Rural Development & Panchayati Raj Department (RD & PRD), scheme wise works sanctioned/executed are being monitored through a work flow based system namely Integrated Work Monitoring System (IWMS[36]) since 2014-15, which captures the details right from the receipt of proposals of the works (on recommendation of MLAs) to the stage of completion certificates.

2.2.3 Audit Scope and Methodology

The Performance Audit, covering the period 2016-21, was commenced in July 2021 with an entry conference (6 July 2021) with the Secretary, RDD, GoR, wherein audit objectives, selection of units, audit methodology and scope of performance audit were explained. Records in RDD, selected ZPs, PSs and GPs were examined during July 2021 to October 2021.

The Rajasthan State is divided into seven administrative regions. Audit selected seven[37] districts from seven administrative regions of the State (one district from each region) randomly through *iDEA* software for test check. Further, in each selected district, two blocks *i.e.* total 14 blocks[38] were selected by random sampling through *iDEA* software. In addition, one block Chhabra (Baran district) was included in the Audit sample, on the request of Secretary, RDD, thus, making a total of 15 Panchayat Samities (PSs). A sample of 374 works, out of 2,060 works[39] (maximum 20 works selected locally in each block) were also selected for detailed scrutiny and physical verification.

Audit findings, conclusions and recommendations were communicated to the Government in January 2022 and also discussed with the Secretary, RDD and officers of the implementing agencies in an exit conference held on 25th January 2022. Views of the Government expressed in the exit conference and received subsequently, have been considered and appropriately incorporated in the Report.

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35 Panchayati Raj Institutions (PRIs), Urban Local Bodies (ULBs), Line Departments-Public Works Department (PWD), Public Health Engineering Department (PHED) etc. and Non-Governmental Organisations (NGOs).

36 **IWMS:** is a work flow based system developed by NIC for Rural Development Department, GoR which provides application for online generation of Administrative, Technical and Financial Sanctions, generation of UC/CC, dash board reports for effective monitoring, generation of Asset register and mobile app to upload geo-tagged photographs of the work executed by the department.

37 Baran, Bhilwara, Churu, Jodhpur, Karauli, Pratapgarh and Sikar.

38 Baran: Anta, Baran; Bhilwara: Bhilwara (urban), Banera; Churu: Churu, Rajgarh; Jodhpur: Dechu, Luni; Karauli: Karauli (urban) and Todabhim; Pratapgarh: Peepal Khoont, Pratapgarh; and Sikar: Sikar (urban), Dhod.

39 This includes works of Chhabra block.

2.2.4 Audit Objectives

The objectives of the Performance Audit were to ascertain whether:

i. *the funds allocated and released were adequate and utilised economically and efficiently for achieving the objectives of the Scheme;*

ii. *the Scheme was being implemented economically, efficiently and effectively; and*

iii. *there was effective internal control and monitoring mechanism.*

2.2.5 Audit Criteria

The Audit criteria applied in the performance audit were derived from the following:

- Guidelines of the MLALAD Scheme and amendments made from time to time.
- Various circulars and orders issued by the RDD.
- *Gramin Karya Nirdeshika* (GKN), 2010.
- Rajasthan Panchayati Raj Rules (RPRRs), 1996.
- Public Works Financial and Accounts Rules (PWF&ARs).
- Rajasthan Transparency in Public Procurement (RTPP) Rules, 2013.

2.2.6 Response to previous audit findings

Previous performance audits/reviews on this topic were included in the Comptroller & Auditor General of India Audit Report (Local Bodies) for the year ended March 2010 and 2016. Audit Report ended March 2010 was deemed discussed by the Committee on Local Bodies and Panchayati Raj Institutions.

In case of Audit Report for the year ended March 2016, recommendation report by Committee on Local Bodies and Panchayati Raj Institutions, based on Government replies, was under preparation as of February 2022.

Audit findings

Audit findings, emerged through Audit scrutiny/test check of records maintained by RDD (at State level), selected seven Zila Parishads (ZPs) and 15 Panchayat Samitis (PSs) and joint physical inspection of 374 works executed under the scheme, are discussed audit objective wise, in the succeeding paragraphs.

Audit Objective 1: Whether the funds allocated and released were adequate and utilised economically and efficiently for achieving the objectives of the Scheme?

2.2.7 Financial Management

2.2.7.1 Short release of funds to the ZPs

Para 4.1 of MLALAD guidelines (2013 and 2018) stipulates that after approval of the budget, funds from the State level i.e. RDD (GoR) shall be allotted/transferred annually to each ZP (directly in the PD account) on the basis of number of MLAs under the particular ZP for implementation of the various activities under the Scheme. Further, as per para 4.2 of the guidelines, 80 *per cent* of the total allotted funds are required to be released as a first instalment and remaining 20 *per cent* funds as second instalment to the districts.

Year-wise budget provision, revised budget provision and amount actually released under the scheme to the ZPs, during the period 2016-21, is given in **table1**.

Table 1

(₹ in crore)

Year	Budget Provision	Revised Budget Provision	Releases			
			Ist Instalment	IInd Instalment	IIIrd Instalment	Total
2016-17	400	400	320	80	0	400
2017-18	400	500	200	75	225	500
2018-19	450	325	225	0	0	225
2019-20	450	450	225	145.13	0	370.13
2020-21	450	225	225*	0	0	225
Total	**2,150**	**1,900**	**1,195**	**300.13**	**225**	**1,720.13**

Source: Figures of budget provision and revised budget provision taken from the finance accounts and figures of actual release are provided by RDD.

*** Note: During 2020-21, financial sanction was issued (24.08.2020) to release ₹ 225 crore by the Finance Department however, as per certified annual accounts ZPs received only ₹ 220.50 crore. Thus, Finance Department sanctioned ₹ 1,720.13 crore during 2016-2021, however, as per certified annual accounts ZPs received only ₹ 1,715.63 crore.***

It can be seen from the above table that:

- During 2016-21, against a total budget provision of ₹ 2,150 crore (revised to ₹ 1,900 crore) for the Scheme, GoR released ₹ 1,720.13 crore (80 *per cent* of original budget provision) to the ZPs. Even total releases were short of ₹ 179.87 crore (9.47 *per cent*) than the revised budget provision.
- The released funds significantly reduced to 60.75 *per cent* of the budget provision during the last three years i.e. during 2018-21 (15th *Vidhan Sabha*).

  GoR stated (June 2022) that Finance Department did not release funds to the Scheme as per budget allocation during 2018-21 due to availability of sufficient/unspent funds in the PD Account of ZPs. It further stated that regular directions are also issued to ZPs to reduce the unutilised funds in

their PD Account. Also, during 2021-22, funds have been released as per the allocation.

The fact however remains that RDD did not ensure utilization of funds by ZPs resulting in less release of funds by Finance Department.

- Further, funds were not released to the ZPs in the manner as prescribed in the scheme guidelines i.e. two instalments of 80 *per cent* and 20 *per cent* of the total allotted funds, except during the year 2016-17. Moreover, three instalments were released during 2017-18 instead of prescribed two instalments.

The RDD stated (July 2021) that during 2017-21, proposals for releasing of 80 *per cent* of funds as a first instalment were submitted to Finance Department but the Finance Department provided concurrence for releasing of 50 *per cent* funds only instead of 80 *per cent*. Efforts will be made for obtaining concurrence of the Finance Department for releasing of funds as prescribed in the guideline in the ensuing financial years.

2.2.7.2 Under-utilisation of available funds

As per the provisions of GKN 2010 and the scheme guidelines, with the approval of Financial Sanction (FS) by the ZP concerned, 80 *per cent* of the sanction amount is required to be released to the respective EA for execution of the work. On the other hand EA is responsible to complete the work in stipulated time and to submit utilisation certificate to the ZP for final adjustment of the funds.

During the period 2016-21, year-wise utilisation of the funds available under the scheme in State, is given in **table 2.**

Table 2

(₹ in crore)

Year	Opening Balance		Funds released during the year		Total funds available (2+4+5)	Expenditure as per Annual Accounts	Expenditure in Percentage against total funds available	Closing Balance	
	Cash*	Advances with EAs@	GoR	Miscellaneous receipts[40]				Cash	Advances with EAs
1	2	3	4	5	6	7	8	9	10
2016-17	**501.53**	731.91	400.00	3.50	905.03	355.07	39.23	471.00	786.36
2017-18	469.05	782.32	500.00	4.81	973.86	329.76	**33.86**	519.72	912.70
2018-19	519.53	913.09	225.00	3.85	748.38	382.05	51.05	228.99	1053.80
2019-20	228.99	1050.21	370.13	6.73	605.85	401.27	66.23	341.84	912.95
2020-21	342.41	911.22	220.50	10.10	573.01	429.40	**74.94**	**245.69**	**809.14**
Total			**1715.63**	**28.99**		**1897.55**	**84.48**		

***Source:** A statement of figures for whole of the State for 2016-21 was provided by RDD which was based on compilation of certified Annual Accounts of 33 ZPs.*

***Note:** *Cash denotes balance in PD Account of ZPs.*

@Advances with EAs is amount lying with executing agencies against works sanctioned by ZPs and that has either not been utilised on work or is pending for adjustment against the expenditure on work due to non-submission of UC/CC.

The above table reveals that:

- Out of total available funds[41] of ₹ 2,246.15 crore under the scheme an amount of ₹ 1,897.55 crore (84.48 *per cent*) was utilised, however, annual

40 Miscellaneous receipts includes interest and public contribution.

41 Opening balance of 2016-17: ₹ 501.53 crore + total releases during 2016-21: ₹ 1,715.63 crore + miscellaneous receipts: ₹ 28.99 crore = Total available funds: ₹ 2,246.15 crore.

utilisation of the available funds during 2016-21 ranged between 33.86 *per cent* and 74.94 *per cent* only.

- An amount of ₹ 245.69 crore (14.32 *per cent* of total funds released during 2016-21) remained unutilised at the end of March 2021. However, a huge amount of ₹ 809.14 crore, which constitutes 235.81 *per cent* of the average annual allocation (₹ 343.13 crore), was pending as advance with the EAs for utilisation or finalisation of accounts.

  Audit observed that on an average more than double of the annual allocation always remains with the EAs as advance. Instances of pending adjustment of Advances for more than two years were also noticed, which are discussed in the **para 2.2.7.3**.

GoR stated (June 2022) that works were sanctioned on the basis of recommendations of MLAs. Due to receipt of less recommendations by MLAs and funds pending for adjustment against sanctioned works, funds gets accumulated in PD account of ZPs. Efforts are being made to reduce the balances in PD accounts of ZPs.

The fact however remains that the main reason for less utilisation of funds was non-adjustment of advances with EAs as huge amount of ₹ 809.14 crore was pending with the EAs for utilisation or finalisation of accounts.

- Further, minor differences between opening balance and closing balance of the previous years by (-) ₹ 1.95 crore (in 2017-18), (-) ₹ 0.19 crore (in 2018-19) and (+) ₹ 0.57 crore (in 2020-21) were also noticed, in combined statement of 33 ZPs. Reconciliation of differences at State level by RDD was under progress (February 2022).
- Similarly, in test checked seven districts, out of total available funds[42] of ₹ 466.33 crore under the scheme an amount of ₹ 400.83 crore (85.95 *per cent*) was utilised during 2016-21. However, annual utilisation of the available funds ranged from 34.16 *per cent* to 80.12 *per cent* only. The details are given in **table 3**.

Table 3

(₹ in crore)

Year	Opening Balance		Funds released during the year	Miscellaneous receipts	Total funds available (2+4+5)	Expenditure as per annual accounts	Percentage of expenditure against total funds available	Closing Balance	
	Cash	Advance with EAs						Cash	Advance with EAs
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
2016-17	**109.55**	145.72	82.01	0.41	191.97	72.83	37.94	101.08	163.78
2017-18	101.08	163.78	102.50	0.39	203.97	69.68	**34.16**	109.41	188.66
2018-19	109.41	188.66	46.12	0.18	155.71	77.60	49.84	44.20	222.56
2019-20	44.20	222.56	78.75	0.21	123.16	87.74	71.24	69.84	188.14
2020-21	69.84	188.14	46.13	0.08	116.05	92.98	**80.12**	**55.32**	**155.89**
Total			**355.51**	**1.27**		**400.83**			

Source: The certified figures for 2016-20 provided by ZPs. The figures for 2020-21 were provided by RDD.

42 ₹ 109.55 crore (Opening balance of 2016-17) + ₹ 355.51 crore (Total release) + ₹ 1.27 crore (miscellaneous receipts) = ₹ 466.33 crore.

Further, an amount of ₹ 55.32 crore remained unutilised in the PD account of seven[43] ZPs and a huge amount of ₹ 155.89 crore (equals to 219.25 *per cent* of the average annual allocation i.e. ₹ 71.10 crore) was lying with the EAs as unspent or unadjusted advance at the end of March 2021.

GoR stated (June 2022) that ZPs are issuing more number of Financial Sanctions under MLALAD and efforts are being made for adjustment of UCs/CCs to reduce the balances in PD accounts of ZPs.

Issues regarding under-utilisation of available funds was highlighted in the previous Report also. RDD, however, did not initiate corrective action in this regard.

2.2.7.3 Non-adjustment of Advances given to Executing Agencies

Para 22.12 of GKN 2010 provides that if an executing agency/department fails to complete the work in time as specified in Para 22.10 (ranging from three to nine months) then the responsibility for the delay may be fixed and accordingly disciplinary action must be taken against the responsible officer.

Scrutiny of records of RDD revealed that an amount of ₹ 809.14 crore was outstanding for adjustment with various EAs in 33 districts as of March 2021. However, age-wise details of advances was not being maintained by RDD. RDD stated (July-2021) that age-wise details of outstanding advances are maintained at the district level.

Similarly, in test checked 7 ZPs, advances of ₹ 155.89 crore[44] were outstanding for adjustment with various EAs as of March 2021. However, age-wise details of advances was also not maintained by the test checked ZPs.

ZPs stated (July-October 2021) that advances could not be recovered/adjusted due to non-receipt of UCs/CCs from the EAs.

Audit, however, analysed the available data in IWMS regarding advances pending for adjustment, by selecting 11 major executing agencies. It revealed that in respect of 4,751 works sanctioned during 2016-20, which were required to be completed as of December 2020 (maximum time period allowed 9 months) in accordance with provisions of GKN, 2010, total advances amounting to ₹ 131.91 crore were pending for adjustment/recovery as of February 2022, against these EAs. The details are given in **table 4**.

43 Baran: ₹ 3.09 crore; Bhilwara: ₹ 6.22 crore; Churu: ₹ 8.33 crore; Jodhpur: ₹ 15.43 crore; Karauli: ₹ 6.17 crore, Pratapgarh: ₹ 1.43 crore and Sikar: ₹ 14.65 crore.

44 Baran: ₹ 14.89 crore; Bhilwara: ₹ 28.43 crore; Churu: ₹ 25.19 crore; Jodhpur: ₹ 35.98 crore; Karauli: ₹ 19.01 crore; Pratapgarh: ₹ 9.22 core and Sikar: ₹ 23.17 crore.

Table 4

(₹ in crore)

S. No.	Name of Agency/ Department	2016-17		2017-18		2018-19		2019-20		Total	
		Works	Amount	Works	Amount	Works	Amount	Works	Amount	Works	Amount
1	PRIs	415	11.19	789	19.03	1,076	26.98	804	23.43	3,084	80.63
2	Nagar Nigams	42	2.05	82	3.37	112	6.86	28	1.90	264	14.18
3	PWD	18	0.80	64	3.97	67	3.49	54	3.02	203	11.28
4	PHED	52	1.51	85	2.07	140	3.36	73	2.55	350	9.49
5	Education Deptt.	28	0.48	77	1.07	165	2.10	60	1.14	330	4.79
6	Nagar Palikas	19	0.69	48	1.91	36	1.12	12	0.34	115	4.06
7	Vidhyut Vitran Co.	26	0.44	65	0.75	98	1.25	69	0.75	258	3.19
8	Nagar Parishad	13	0.32	17	0.71	14	0.28	18	0.53	62	1.84
9	Medical Deptt.	8	0.52	7	0.45	6	0.16	39	0.63	60	1.76
10	Forest Deptt.	1	0.12	10	0.05	3	0.11	3	0.12	17	0.40
11	Water shed	0	0	4	0.05	4	0.24	0	0	8	0.29
	Total	**622**	**18.12**	**1,248**	**33.43**	**1,721**	**45.95**	**1,160**	**34.41**	**4,751**	**131.91**

It was noticed that more than 90 *per cent* of the advances (₹ 121.48 crore) were pending against PRIs, ULBs[45] , PWD and PHED alone for more than a year after the stipulated date of completion of works. Even, against PRIs only, 61.12 *per cent* of the total advances for works sanctioned during 2016-20 were pending for adjustment/ completion of works.

This was indicative of lack of initiative by ZPs against the EAs. Further, action to enforce the provision of GKN to fix the responsibility for the delays and accordingly disciplinary action against the responsible officer, was also not found on record in the test checked ZPs.

Thus, ZPs failed to utilise the tools of monitoring available in IWMS for effective implementation of the Scheme.

GoR stated (June 2022) in respect of selected seven districts that advances were pending due to non-adjustment of UCs/CCs and efforts are being made to adjust the pending UCs/CCs.

2.2.7.4 Submission of Utilisation/Completion Certificates

As per Appendix-5 of SoP issued (September 2014) Utilization Certificates (UCs)/Completion Certificates (CCs) was to be issued within maximum 15 days from the date of UCs/CCs proposed by authorities of EAs otherwise the matter will be referred to the higher authorities for sanction.

As per information provided by RDD, 54,929 works were sanctioned for ₹ 2,042.34 crore during 2016-21. Out of these, UCs in respect of 6,631works[46] amounting to ₹ 213.14 crore and CCs of 5,462 works[47] amounting to ₹ 187.80 crore were pending as of June 2021 in the State.

45 Nagar Nigams, Nagar Parishads and Nagar Palikas.

46 2016-17: ₹ 19.52 crore (688 works); 2017-18: ₹ 38.57 crore (1,430 works); 2018-19: ₹ 52.25 crore (1,815 works); 2019-20 ₹ 43.52 crore (1,277 works) and 2020-21: ₹ 59.28 crore (1,421 works).

47 2016-17: ₹ 27.88 crore (791 works); 2017-18: ₹ 42.51 crore (1,574 works); 2018-19: ₹ 56.28 crore (1,716 works); 2019-20: ₹ 38.89 crore (1,103 works) and 2020-21: ₹ 22.24 crore (278 works).

Similarly, in test checked seven ZPs, out of total 10,250 works sanctioned for ₹ 420.17 crore as of March 2021, UCs/CCs of 2,041 works[48] amounting to ₹ 94.85 crore were pending.

GoR stated (June 2022) in respect of ZP Jodhpur 161 works amounting to ₹ 5.34 crore were pending and in ZP Pratapgarh, 178 works were pending. In respect of remaining ZPs, GoR stated that efforts are being made for timely adjustment of UCs/CCs.

Issues regarding non submission of UCs/CCs by executing agencies was highlighted in the previous Reports (2010 and 2016) also. RDD, however, did not initiate corrective action in this regard.

Thus, more than double of the annual allotment remains with the EAs either unutilised or unadjusted due to non-submission of UCs/CCs by the EAs concerned. The amount remaining in pipeline also adversely affected the timely creation of tangible asset for the public use.

Audit is of the view that Department needs to take stern action against the responsible officers/EAs for non-completion of work and non-submission/ delay in submission of UCs/CCs to ZPs, so that timely adjustment of advances can be ensured. This would in turn increase the actual utilisation of funds and timely creation of tangible assets for public use.

2.2.7.5 Utilisation of funds for areas inhabited by Scheduled Caste/Scheduled Tribe population and Sambal Gram

Para 2.1 of MLALAD Scheme guidelines (March 2013 and November 2018) stipulates that at least 20 *per cent* funds of the annual allotment per constituency would mandatorily be recommended for the development of areas inhabited by Scheduled Caste (SC)/ Scheduled Tribe (ST) population and *Sambal Gram*.

The details of utilisation of funds prescribed for the works in areas inhabited by SC/ST population and *Sambal Gram* from the annual allotment was not provided by RDD. Instead, RDD stated (June 2021) that records were available at district level.

The position of recommendation of mandatory 20 *per cent* fund of the annual allotment for the areas inhabited by SC/ST population and *Sambal Gram* in test checked seven ZPs during 2016-21 is given in **table 5**.

48 Baran: 167 works (₹ 8.80 crore); Bhilwara: 407 works (₹ 15.52 crore); Churu: 183 works (₹ 12.10 crore); Jodhpur: 420 works (₹ 25.40 crore); Karauli: 221 works (₹ 7.00 crore); Pratapgarh: 206 works (₹ 7.74 crore) and Sikar: 437 works (₹ 18.29 crore).

Table 5

Name of ZP	Percentage of funds of the annual allotment recommended for the areas inhabited by SC/ST population and *Sambal Gram*				
	2016-17	2017-18	2018-19	2019-20	2020-21
Baran	0.13	0	0	0	0
Bhilwara	10.56	0	0	0	0
Churu	4.00	1.13	10.37	2.30	8.30
Jodhpur	14.45	14.88	89.51	9.47	8.53
Karauli	19.88	25.90	39.56	27.33	14.67
Pratapgarh	100.25	66.00	84.89	25.11	163.11
Sikar	15.31	22.80	66.11	18.78	7.00

Source: Information provided by ZPs

It can be seen from the table above that only ZP Pratapgarh recommended the mandated 20 *per cent* fund during 2016-21. ZPs Baran, Bhilwara, Churu and Jodhpur (except in 2018-19) did not recommend the mandated 20 *per cent* fund during 2016-21.

GoR stated (June 2022) that in two Assembly constituencies of ZP Bhilwara funds were recommended for areas inhabited by SC/ST population, however in other area of ZP Bhilwara work of issuing sanctions is under progress. In ZP Baran, 479 works amounting to ₹ 13.20 crore were sanctioned for areas inhabited by SC/ST population during 2016-21, which is around 20 *per cent* of the total sanctioned works. In respect of ZP Churu and Sikar, GoR stated the works were sanctioned on the basis of recommendations of MLAs and less funds were sanctioned for areas inhabited by SC/ST population as less recommendations were received from MLAs.

Issues regarding inadequate coverage of areas inhabited by SC/ST communities was highlighted in the previous Report also. RDD, however, did not initiate corrective action in this regard.

2.2.7.6 Convergence of MLALAD Scheme funds with MGNREGS

RDD issued (November 2015) instructions that sanctions for the works permitted under Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) were to be issued for at least 20 *per cent* of the total funds received in a financial year under the various schemes.

Audit scrutiny of records at RDD level and information provided by RDD revealed that ₹ 1,715.63 crore was allotted to 33 ZPs in the State under MLALAD during 2016-21. Thus, convergence of ₹ 343.13 crore was required to be done with MGNREGS, however, ₹ 14.85 crore (0.87 *per cent*) only was utilised by ZPs for the works permitted under MGNREGS through convergence during 2016-21.

In the test checked ZPs, ₹ 355.51 crore were received by ZPs under the MLALAD Scheme, thus, ₹ 71.10 crore was to be utilised with convergence of MGNREGS but only ₹ 4.81 crore was utilized during 2016-21. The details are given in **table 6.**

Table 6

(₹ in crore)

S. No.	District	Allotment	Funds to be Sanctioned through convergence	Funds actually Sanctioned through convergence	Short Sanction of funds through convergence
1.	Baran	36.00	7.20	1.13	6.07
2.	Bhilwara	63.01	12.60	0.47	12.13
3.	Churu	54.00	10.80	00	10.80
4.	Jodhpur	90.00	18.00	0.77	17.23
5.	Karauli	31.50	6.30	0.06	6.24
6.	Pratapgarh	18.00	3.60	1.73	1.87
7.	Sikar	63.00	12.60	0.65	11.95
	Total	**355.51**	**71.10**	**4.81**	**66.29**

Source: Information provided by ZPs

GoR stated (June 2022) that convergence could not be done due to the less recommendation of works by the MLAs.

2.2.7.7 Gradual dilution of MLALAD Scheme guidelines

The MLALAD Scheme guidelines have undergone several revisions since its inception in 1999-2000. A study of the provisions of the scheme guidelines showed that guidelines have lost their effectiveness as certain important provisions were withdrawn which have negative impact on the effective implementation of the scheme. The details are as given in **table 7**.

Table 7

S. No.	Provisions	Provisions withdrawn/New provision included	Effect
1.	At least 20 *per cent* of total allotment annually must be recommended for the development of areas inhabited by the SC/ST and Sambal Villages. If works were not recommended by MLA then District Collector could sanction the works **(Guidelines 2009)**	At least 20 *per cent* of total allotment annually must be recommended for the development of areas inhabited by the SC/ST and Sambal Villages **(July 2012).**	Possibility of deprival of development of areas inhabited by SC/ST and Sambal Villages (as discussed in **Paragraph 2.2.7.5)**
2.	50 *per cent* of annual allotment as a first instalment will be released to the ZP provided that 60 *per cent* or more expenditure of available fund in previous year under the scheme have been incurred and remaining 50 *per cent* will be released after incurring more than 60 *per cent* expenditure of available fund in the current financial year and after submitting of CA Audit Report and UC of previous year. **(Guidelines 2000)**	Lumpsum funds (in one instalment) will be released to the districts **(Guidelines 2009)** Further revision to 80 *per cent* funds as a first instalment and 20 *per cent* as a second instalment will be released to the districts **(June 2010)**	Heavy balances remains unutilised with the ZPs. (as discussed in **Paragraphs 2.2.7.2 and 2.2.7.3)**

GoR stated (June 2022) that the amendments in guidelines of MLALAD were notified after approval of competent authority.

The fact however remains that due to these amendments, the effectiveness of the said provisions of the scheme guidelines was diluted as discussed in the paras referred above.

Audit objective-2: Whether the Scheme was being implemented economically, efficiently and effectively ?

2.2.8 Implementation of the scheme

As per the Scheme guidelines, recommendation of MLA for creation of durable public assets to be undertaken in his/her constituency, within the annual budget limits, are required to be sent to ZPs (RD Cell) every year. ZP concerned will be responsible for issuing administrative, technical and financial sanctions for the recommended works in time bound manner. The works will be executed by EAs in accordance with the provisions of *Gramin Karya Nirdeshika* (GKN) 2010.

2.2.8.1 Works proposed by MLAs

As per the data available on IWMS (as on 14.02.2022), the details of works proposed by MLAs and works sanctioned by ZPs during 2016-21, are given in **table 8**.

Table 8

(₹ in crore)

S. No.	Year	Fund released during the year	No. of works recommended by MLAs	Value of proposed work (*per cent*)	No. of works sanctioned by ZPs	Amount of sanctioned work	No. of works completed	Amount of completed work
1	2016-17	400	11,892	408.67 (*102.17*)	11,710	405.28	10,873	354.56
2	2017-18	500	15,052	539.06 (*107.81*)	15,055	516.67	13,241	426.25
3	2018-19	225	15,588	545.97 (242.65)	15,246	533.02	12,657	406.66
4	2019-20	370.13	7,063	290.04 (*78.36*)	6,926	284.85	4,979	184.99
5	2020-21	220.50	6,063	302.40 (*137.14*)	5,992	302.52	1,603	76.36
	Total	**1,715.63**	**55,658**	**2,086.14 (*121.60*)**	**54,929**	**2,042.34**	**43,353**	**1,448.82**

Source: As per data available on IWMS and information provided by RDD

Thus, against the total allotted funds of ₹ 1715.63 crore MLAs recommended 55,658 works of worth ₹ 2,086.14 crore (121.60 *per cent*) during 2016-21.

This indicates the popularity of the Scheme among the MLAs as substantial number of proposals for creation of assets of public use were forwarded to ZPs by the respective MLAs.

GoR stated (June 2022) that works were sanctioned as per recommendations of MLAs. Year 2018-19 being an election year, more number of sanctions were issued.

2.2.8.2 Non-issue of technical and financial sanctions

As per the Scheme guidelines (2013/2018) Technical Sanction (TS) and Financial Sanction (FS) should be issued within maximum 30 days from the date of issuance of administrative sanction.

As per data provided (22 June 2021) by RDD, during 2016-21, against 56,397 Administrative Sanctions (AS) 55,133 TS and 54,929 FS were issued. Thus,

FS of 204 works[49] were not issued even after issue of TS. This resulted in non-execution of 1,468 works[50] even after issue of AS.

GoR stated (June 2022) that due to non-receipt of estimate/checklist from EAs on time or disputes related to land less number of TS/FS were issued. Efforts are being made to issue TS/FS in prescribed time.

2.2.8.3 Abnormal delays in issue of financial sanctions

As per the MLALAD Scheme Guidelines (March 2013/November 2018) Financial sanction (FS) is required to be issued within 30-40 days from the date of receipt of recommendation of proposed works by MLA. A work can be started only after its FS is issued and accordingly funds are transferred to the EA.

Audit scrutiny of records of test checked seven ZPs revealed that FS for 5,833 works (56.91 *per cent*) were not issued within the prescribed time limit during 2016-21. The details are given in **table 9**.

Table 9

Name of ZPs	Total number of works sanctioned	Number of works where financial sanction issued with delays/not issued					Delay
		Up to 90 days	from 91 to 180 days	from 181 to 365 days	More than one year	Total cases (in *per cent*)	
Baran	1,314	480	84	7	Nil	571 (43.46)	Upto 275 days
Bhilwara	1,904	618	117	33	139	907 (47.64)	**Upto 1,472 days**
Churu	1,241	635	140	38	23	836 (67.37)	**Upto 1,661 days**
Jodhpur	2,271	976	345	106	6	1,433 (63.10)	Upto 635 days
Karauli	1,009	516	158	90	6	770 (76.31)	Upto 919 days
Pratapgarh	564	133	11	2	3	149 (26.42)	Upto 458 days
Sikar	1,947	927	116	21	103	1,167 (59.94)	Upto 1,129 days
Total	**10,250**	**4,285**	**971**	**297**	**280**	**5,833 (56.91)**	

Source: As per information provided by ZPs and data available on IWMS

Obviously, abnormal delays in issue of FS in 56.91 *per cent* cases also delayed the commencement and completion of the works, which deprived the people of the benefit of public assets to be created under the scheme. In 1,548 cases[51] (26.54 *per cent*), delay of more than three months was noticed. Further, out of 280 cases, in 16 cases FSs were issued with delays of more than a year, while in 264 cases, FSs were not issued even after lapse of a period from 365 to 1,661 days (as of October 2021).

GoR stated (June 2022) that delay in issue of FS was due to non-submission of desired documents by EAs on time/land disputes. Efforts are being made to issue FS on time. Further, in respect of ZP Sikar, it stated that due to technical issues, FS of cancelled work could not be deleted on IWMS. At present, FS are being issued within 90 days and no FS is pending for more than 90 days.

49 2016-17: 13 works; 2017-18: 27 works; 2018-19: 105 works; 2019-20: 14 works and 2020-21: 45 works.

50 Administrative sanction: 56,397 less Financial sanctions: 54,929= 1,468.

51 971 cases (delay from 91 to 180 days) + 297 cases (delay from 181 to 365 days) + 280 cases (delay of more than one year) = 1,548 cases (delay of more than three months).

In the exit conference (January 2022), the Deputy Secretary of RDD stated that delay in issue of FS up to 1,661 days cannot occur as FS are not issued after lapse of 9 days from the expiry of the financial year. The delay in issue of FS as shown on IWMS is due to not removing such cases from the system.

Audit is of the view, if there is an issue relating to functionality of this application in the system, the same needs to be fixed to make the system more accurate, authentic and effective.

2.2.9 Physical progress under the Scheme

A total 54,929 works were sanctioned under the scheme during 2016-21 for execution across the State. Out of these, 43,353 works (78.93 *per cent*) were completed, 1,616 works were not started, 194 works were cancelled and 9,766 works (17.78 *per cent*) remained incomplete.

GoR stated (June 2022) that all the ZPs are regularly being directed to start the sanctioned works and complete the in progress works.

2.2.9.1 Non/Delayed Execution of works

Para 22.10 of GKN 2010 prescribed a period of three to nine months for completion of works. Further, paragraph 22.12 envisaged that if executing agency/government department take more time than prescribed for completion of works, then, disciplinary action could be proposed by fixing the responsibility of officers/officials for delay.

i) Audit in seven test checked ZPs (during July 2021 to October 2021) however, observed that out of total 9,491 works sanctioned during 2016-20 (up to March 2020), 1,368 works (14.41 *per cent*) remained incomplete even after lapse of their stipulated period. The percentage of incomplete works ranged between 9.03 and 19.83 *per cent*. The details are given in **table 10**.

Table 10

ZP	Works						Percentage of incomplete works
	Sanctioned		Completed		Incomplete		
	Number	Amount	Number	Amount	Number	Amount	
Baran	1,217	42.09	1,092	35.63	122	3.50	10.02
Bhilwara	1,836	63.63	1,489	50.87	281	9.90	15.31
Churu	1,159	58.14	1,026	46.21	119	3.26	10.27
Jodhpur	2,095	91.93	1,800	68.98	295	17.98	14.08
Karauli	938	34.03	752	27.82	186	4.82	19.83
Pratapgarh	432	17.68	328	13.53	39	1.15	9.03
Sikar	1,814	68.02	1,488	51.93	326	12.60	17.97
Total	**9,491**	**375.53**	**7,975**	**294.97**	**1,368**	**53.51**	**14.41**

Source: Information provided by ZPs

GoR stated (June 2022) that efforts are being made to complete the in-progress/incomplete works.

ii) An analysis of IWMS data by Audit revealed that 1,080 works[52] amounting to ₹ 34.61 crore sanctioned during 2014-16 were still in progress or not started

52 2014-15: 360 works (₹ 11.74 crore) and 2015-16: 720 works (₹ 22.87 crore).

as of July 2021 even after lapse of six to seven years. Of these, 204 works[53] amounting to ₹ 7.16 crore were incomplete in the test checked ZPs.

GoR stated (June 2022) in ZP Jodhpur only two works are incomplete among the works sanctioned during 2014-16. However, reply remained silent regarding rest of the ZPs.

iii) Delay in completion of works: Audit scrutiny of records of five test checked ZPs revealed that the position of delay in completion of works was not maintained by the selected ZPs. In absence of maintenance of position of delay in completion of works by ZPs, the number of works completed with delay could not be ascertained by Audit.

GoR stated (June 2022) that efforts are being made to adjust the UCs/CCs by holdings camps so that the works can be completed. Also, in ZP Churu, details of works completed with delays have been called for from the EAs and will be maintained at ZP level.

Reply needs to be viewed in light of the facts that ZPs failed to get and adjust UCs/CCs from the EAs and timely cancellation of disputed works for a very long time.

2.2.10 Execution of works by PRIs

Test check of records of selected seven Zila Parishads (ZPs) and 15 Panchayat Samitis (PSs) and joint physical inspection (along with officers/officials[54] of the department) of 374 works, executed under the scheme, revealed the following:

2.2.10.1 Road works

i) Non-construction of drains and expansion joint

According to Para 17(A) of Appendix-I of GKN-2010, drains along with roads is very important for **strengthening of road**. Wherever required, the drains should be constructed along with roads to prevent water logging. Further, Para 23(3) mandates that expansion joints[55] should be given at every 15 metres of the CC road.

Audit scrutiny of records of 100 roads (CC roads: 89 and Interlocking: 11) completed at cost of ₹ 4.83 crore in test checked seven ZPs (Details are given in ***Appendix XVI***), revealed that:

- Expansion joints as prescribed in GKN, for increasing the quality of CC roads were not given in all the 89 cases of CC roads.
- Further, in case of 41 works (CC roads: 30 and Interlocking: 11), the drains were not constructed along with the roads despite the fact that the

53 Baran: 23 works (₹ 0.59 crore); Bhilwara: 57 works (₹ 1.56 crore); Churu: 4 works (₹ 0.15 crore); Jodhpur: 20 works (₹ 0.90 crore); Karauli: 52 works (₹ 1.28 crore); Pratapgarh: 7 works (₹ 0.16 crore) and Sikar: 41 works (₹ 2.52 crore).

54 Assistant Engineer, Junior Engineer, Junior Technical Assistant and Village Development Officer.

55 Expansion joints of 25 mm width are given in CC Roads at interval of 15 meters to allow for expansion of the material due to changes in temperature and mitigate flexural stresses.

construction of drain was included in detailed estimate and provision of adequate funds. This, also indicate the lack of supervision and inspection of works during execution.

- Joint physical verification of 23 road works (CC roads: 16 and Interlocking: 07) also confirmed the facts that expansion joints/drains were not provided/executed along with the roads.

The illustrative cases are given below:

	
Work: Interlocking road with drain Gram Badodiya me Sampat ke makan se Aanganwadi Kendra ki aur, GP Jharkeri, PS Chhabra, ZP Baran. (Completed: June 2017) **It was constructed without drain against the provision made in technical estimate.**	*Work: Interlocking kharanja with drain Phool Badoda road se Kanhaiya Lal ke makan tak Gram Righa, GP Khopar, PS Chhabra, ZP Baran.* (Completed: April 2017) **It was constructed without drain against the provision made in technical estimate.**

GoR stated (June 2022) in respect of ZP Baran, Karauli and Pratapgarh that drain was not constructed as it was not required and the construction of drain was not included/mentioned in the work recommended by MLA. Further, in respect of ZP Jodhpur, it stated that compliance has been made and work wise list of compliance was attached. In respect of ZP Sikar, it stated that drains and expansion joints were constructed in road works, however, due to dust in rural areas, the expansion joints were covered with dust.

The reply is not acceptable as drain were not constructed even though they were included in the detailed estimates on the basis of requirement. Further, ZP Jodhpur provided only the list of works executed under MLALAD and not the details of compliance done. Further, in case of ZP Sikar, Measurement Book did not include execution of expansion joint.

Thus, the quality/strength of the roads was compromised despite availability of the adequate funds. This also led to damage to the roads constructed under the Scheme.

ii) Non repairing of damaged Roads and other assets

As per para 2.5 of the Scheme guidelines, works related to repair/renovation of the Government assets for public use can be recommended by MLAs up to 20 *per cent* of their annual allotment.

Scrutiny of records revealed that the details regarding funds utilised on repairing/renovation works of the assets, was not available at the level of RDD. RDD stated (June 2021) that this data is maintained at the level of ZPs.

Audit, however, observed that two test checked ZPs (Bhilwara and Jodhpur) did not maintain separate records/details of the funds utilised on repairing/renovation works. In remaining five ZPs, against the available funds of ₹ 40.50 crore (20 *per cent* of total allocation of ₹ 202.50 crore) for repairing/renovation of the assets, only an amount of ₹ 4.73 crore (2.34 *per cent* of the total allocation) was utilised for the purpose, during 2016-21.

During Joint physical verification of 76 CC/Interlocking roads in seven test checked ZPs, 17 roads completed during 2016-21, at an expenditure of ₹ 124.67 lakh in five ZPs, were found badly damaged due to water logging on roads. In addition, two other assets i.e. Boundary wall and Room with Veranda, were also found in damaged condition due to improper levelling of roof and sub-standard quality of work (Details are given in ***Appendix XVII***).

Thus, the assets were not repaired/renovated by the Department even though a huge amount was available for repair/renovation.

The illustrative cases are given below:



Damaged CC road: Construction of CC road, Bharat Tent House se Chamunda Mandir ki aur PS Karauli urban, ZP Karauli (Completed: February 2019)



Damaged CC road with drain *Chhagan Lal ke ghar se Balaji Mandir tak*, GP Sewad Bari, PS Dhod, ZP Sikar. (Completed: June 2016)



Damaged CC road with drain *Chhotu Nagar ke makan se Prahlad Malav and Devkaran ke makan ki aur* Village: Goverdhanpura, GP Barana, PS Baran, ZP Baran (Completed: August 2017)



Damaged Interlocking road with drain *Balaji Mandir se Mokshdham Tak*, GP Moondiya, PS Todabhim, ZP Karauli (Completed: April 2018)

GoR stated (June 2022) that in case of ZP Baran, the stated five works were constructed during 2016-18 and due to regular community use, the damage of

assets was natural. But they can be repaired only on the recommendation of MLAs. Moreover, various other works were repaired during the audit period. In case of ZP Churu and ZP Karauli, VDO has been directed for sending factual report and repair of works respectively. In respect of ZP Pratapgarh, it stated that the assets were constructed during 2016-17 and were damaged in course of five years. Repair of these works is being done.

2.2.10.2 Installation of Drinking Water Sources

i) Soak pits and Cattle Water Tank not constructed with Hand Pumps

PRD issued (September 2014) a circular regarding installation of hand pump (HP) which prescribes that the drain, cattle water tank (CWT) and soak pit should be constructed in such a way that the waste water flows naturally into the cattle water tank.

In case of 133 works of 'installation of hand pumps and *panghats*[56]' sanctioned (May 2016 to January 2021) at a cost of ₹ 1.17 crore in five[57] out of seven test checked ZPs (Details are given in ***Appendix XVIII***), revealed that:

- In case of 93 hand pumps and *Panghats* completed with an expenditure of ₹ 0.85 crore, Soak pits/Recharge pits and cattle water tanks were not found constructed. Joint Physical verification also confirmed that soak pits/recharge pits and CWT were not constructed in 17 works.
- In remaining 40 cases amounting to ₹ 0.28 crore, the works were under progress, however, provision for construction of CWT was not taken in the sanctioned estimate.

Thus, the works were not executed as per the prescribed norms of water sources.

The illustrative cases are given below:



***Construction of Hand Pump Bajrang Bali Mandir Ke Pas Khoontgarh*, GP Chicklad, PS Pratapgarh, ZP Pratapgarh (Completed: June 2020) without soak pit/cattle water tank**



***Installation of panghat ward no. 50, Chamaro ka Mohalla*, ZP Bhilwara (Completed: June 2016) without recharge pit.**

56 Panghat: A structure for providing drinking water to the people.

57 Baran, Bhilwara, Karauli, Pratapgarh and Sikar.

GoR stated (June 2022) in respect of ZP Baran and Karauli that Soak pits/CWT were not constructed as it was not included/mentioned in the work recommended by MLAs. In case of ZP Pratapgarh, it stated that the construction of Soak pit/CWT was not included in the estimated cost and no payment was made against it. In future, sanctions will be issued after including them in the detailed estimate. In ZP Sikar, Soak pits have been constructed at the places mentioned in para.

The facts remains that directions issued by the PRD were not followed by the ZPs. Moreover, ZP Sikar neither constructed CWT nor provided any evidence in support of the claim made for construction of soak pit.

ii) Construction of single phase tube well without electricity connection

The PRD issued (November 2015) circular that while preparing an estimate for installation of a water source, provision for electricity connection and cost thereof should be made in the estimate. In case the electricity connection is not provided, the water source would be deemed unfruitful and the expenditure incurred on the development of the water source would be recoverable from the executing agency. The CCs will be issued after obtaining electricity connection.

Audit scrutiny of records of 46 works of 'construction of single phase tube well' completed during 2016-21 with an expenditure of ₹ 59.83 lakh in four[58] out of seven test checked ZPs, revealed that provision for electricity connection was not made in the sanctioned estimates of the works and the CCs were issued without ensuring electricity connection. (Details are given in ***Appendix XIX***). Thus, an expenditure of ₹ 59.83 lakh remained unfruitful.

Joint physical verification of five such works also confirmed the fact that public electricity connections were not provided/ensured with the tube wells constructed under the Scheme. It was seen that four of the tubewells were working with private/illegal electricity connection. The illustrative cases are given below:



Construction of Tubewell and Tanki for drinking water, nearby Nahar Singh Mata Temple, Bus Stand, GP Kachotiya, PS Peepal Khoont, ZP Pratapgarh (Completed: June 2020) without public electricity connection.



Construction of Tubewell with motor, Samshan Ghat, GP Bamooliya, PS Anta, ZP Baran (Completed: November 2019) without public electricity connection.

58 Baran, Karauli, Pratapgarh and Sikar.

GoR stated (June 2022) that in ZP Baran single phase tube wells works were sanctioned after concurrence of GP concerned to provide the electricity connection. In ZP Sikar, single phase tube wells works were sanctioned on the basis of availability of electricity connection. The cost of electricity connection was not included in TS in case of tube wells having old electricity connection or electricity connection provided with public contribution. At present, electricity connection is available at all the tube wells. In case of ZP Pratapgarh, it stated that electricity connection is being obtained.

The reply is not justified as according to circular issued by PRD, while preparing an estimate for installation of a water source, provision for electricity connection and cost thereof should be made in the estimate. Moreover, ZP Sikar did not provide evidence in support of the claim made for availability of electricity connection.

iii) Installation of single phase tube wells/hand pumps by inexperienced agency

Para 3.13.3 of the Scheme guidelines (November 2018) envisaged that works related to drinking water which were not covered under the Public Health Engineering Department (PHED) norms, could be executed **through an experienced agency/contractor** by inviting tender provided that maintenance of such works by GP/PS/Local Bodies is ensured.

In ZP Karauli, it was observed that 14 works of 'installation of single phase tube well and hand pumps' in PS Karauli were sanctioned (September 2016-March 2019) at a cost of ₹ 21.35 lakh to be executed by GPs. The GPs, however, instead of engaging experienced agency/contractors, executed the works on their own with an expenditure of ₹ 21.33 lakh in contravention of the Scheme guidelines (Details are given in ***Appendix XX***).

GoR stated (June 2022) that the said works were executed at 10 *per cent* less rate than that of the PHED rates. In future, this will not be repeated and works will be executed by registered contractors through open tender.

2.2.10.3 Unfruitful expenditure

Joint Physical verification of 27 assets like Reverse Osmosis plant/ Hand pump/Single Phase Tube wells/Tube wells with Water Tank/Community Building/play-ground/nallah/pyau and others completed/installed with an expenditure of ₹ 87.59 lakh in six ZPs revealed that these assets were lying idle due to lack of repair & servicing, lack of pathway/congested space and non-connection of tube well to water tank (Details are given in ***Appendix XXI***). The illustrative cases are given below:

	
Unutilised community building due to lack of pathway at *Community building, Harijan Basti*, village Poti, GP Beenasar, PS Churu, ZP Churu (Completed: November 2018)	**Unfruitful expenditure on non-working *Hand Pump Maharaji Gurjar ke ghar ke paas, gurjar patti Bonl*, PS Todabhim, ZP Karauli (Completed: November 2017)**

Further, a nallah in ZP Churu was found blocked and dirty water was overflowing in residential area. Similarly, a playground in ZP Pratapgarh was found incomplete.

	
Incomplete work of *Playground of Kabbadi, Kho-Kho, Archery Volleyball and Basketball and Track in Government Upper Primary School Bamotar*, GP Amlawad, PS Pratapgarh (Sanctioned: September 2018)	**Nallah was found blocked and in unhygienic condition at village Rampura, GP Rampura PS Rajgarh, ZP Churu (Completed: April 2018)**

GoR stated (June 2022) that factual report and compliance has been sought from executing agencies in ZP Baran, Churu and Karauli and will be submitted upon its receipt. In ZP Jodhpur and Sikar the deficiencies have been removed/repaired. In ZP Pratapgarh, repairing of RO/single phase tube well is being done.

The reply is not acceptable as ZP Jodhpur and Sikar did not provide evidences (vouchers/photos) in support of the claims made and the assets were found with deficiencies during the joint physical verification conducted with departmental authorities.

2.2.10.4 Inadmissible works

As per the MLALAD Scheme Guidelines (March 2013 and November 2018) a list of permissible works executed under the scheme is given in the Appendix-I. Construction of open veranda and kabootarkhana[59] are not included in the list of permissible works. Further, Appendix-2 of Guidelines prohibits works for religious worship places and for personal/individual use.

i) Construction of works sanctioned at religious places

Audit scrutiny of records of two test checked ZPs (Bhilwara and Pratapgarh) revealed that 78 works of 'open veranda and kabootarkhana' amounting to ₹ 2.27 crore were sanctioned near religious worship places during 2016-21 (Details are given in ***Appendix XXII***).

Of these 78 cases, six works were found to be constructed at religious worship places during joint physical verification. The illustrative cases are given below:

	
***Open veranda, Sheetla Mataji Ke Sthan Ke Pas Village Rathanjana*, GP Rathanjana, PS Pratapgarh, ZP Pratapgarh (Completed: May 2018) being utilised for religious purpose.**	***Construction of kabootarkhana Vijay Singh Pathik nagar mai Manshapurn Mahadev Mandir ke pas*, PS Bhilwara (Urban Block) (Completed: July 2020) being utilised for religious purpose.**

GoR stated (June 2022) that the phrase 'near worship places' was only used to describe the address of the open veranda but it was not constructed in the temple premises. The open veranda were constructed in areas where land was available in residential areas. In case, the land was not available, open veranda was constructed on land near a temple.

Reply is not tenable as though works were sanctioned near worship places but six works were found constructed at religious places during joint physical verification.

In the exit conference (January 2022), the Secretary of RDD opined that issue of waiting room, toilets and other structures in religious places should be seen from a wider perspective of cleanliness and providing facilities to tourist. Audit desired to know if the scheme guideline allows construction in religious places if they are situated on government land. However, a clarification in this regard from RDD is still awaited (June 2022).

59 Kabootarkhana is an open veranda like structure with pillars and a roof.

ii) Other inadmissible works

Thirty-two works of construction of single phase tube well/community building/sarvajanik pyau/yatri prateekshalaya/forest path/vishramsthali/ vachanalaya/interlocking kharanja/protection wall were sanctioned at a cost of ₹ 132.23 lakh and completed with an expenditure of ₹ 128.58 lakh in seven test checked ZPs (Details are given in ***Appendix XXIII***).

These constructed assets were being used for individual purpose/ constructed in lesser area/constructed at place other than that sanctioned etc.

Interestingly, in case of *construction of protection wall of Anganwadi Kendra* in GP Moondiya, PS Todabhim, ZP Karauli, the protection wall was found constructed around a pond as *Anganwadi Kendra* did not exist in that village. Thus, the work for construction of protection wall was sanctioned for a place which did not even exist.

The illustrative cases are given below:



Community Building in village Motipura Ki Jhopadiya, **GP Bohat, PS Anta, ZP Baran (Completed: March 2019) being used for personal purpose.**



Community building at village Jhantal GP Baldarkha, PS Banera, ZP Bhilwara (Completed: February 2019) given on rent for tent house.



Construction of Sarvajanik Pyau Ganpat Singh /Ratan Singh Jodawat ki dhani Bakasar**, GP Burkiya PS Dechu, ZP Jodhpur (Completed: March 2018) being utilised for personal purpose.**

GoR stated (June 2022) in respect of ZP Baran that the community buildings are under the ownership of GP and were being utilised by public. In ZP Pratapgarh, the said works are being examined. In GP Mundiya, ZP Karauli, construction of boundary wall of the *Anganwadi Kendra* was done and photo attested by Junior Engineer has been attached. In ZP Jodhpur, site inspection of the works was done and work wise list has been attached. GoR remained silent regarding ZP Bhilwara, Churu and Sikar and remaining works of ZP Karauli.

The reply is not acceptable as during joint physical inspection carried out (September 2021) with departmental officials revealed that community buildings in ZP Baran were being used for personal purpose. No photo of boundary wall of the *Anganwadi Kendra* attested by Junior Engineer was provided. Moreover, *Anganwadi Kendra* was not there at the site as per the joint physical inspection report.

ZP Jodhpur provided only the details of work executed under MLALAD, details with regard to the objection was not provided.

2.2.11 Works executed by other EAs

Cases, where works were executed by executing agencies other than the PRIs, are discussed in the following paras.

2.2.11.1 Irregular sanction of works to registered society

As per para 2.22 of Scheme guideline, creation of durable assets for registered society/trust/registered *gaushala* aided by Gopalan Department could be allowed under the scheme subject to the conditions prescribed, which *inter alia* included that (i) the registered society/trust is engaged in social service/welfare activities and is in existence since at least last three years and (ii) the ownership of such assets will lie with State Government. Accepting the above conditions, the beneficiary society will execute an agreement with district collector. However, **construction of own assets of trust/society** was not allowed under the scheme.

In ZP Churu, FS of ₹ 22.76 lakh for construction of two building (at GP: Jasrasar and GP: Thelasar) for a registered society[60] was issued (February 2019) which were completed (January 2020-January 2021) with an expenditure of ₹ 22.53 lakh.

Audit observed that the society was not in existence for the last three years on the date of sanction of funds as it was registered on 31 May 2016 under Rajasthan Cooperative Society Act, 2001. Also, the beneficiary society did not execute the prescribed agreement with the district collector for accepting the said conditions.

60 Cluster Level Federation (CLF) Pragati Rajeevika Mahila Multipurpose Cooperative Society Limited, Sirsala.

GoR stated (June 2022) that the ownership of land for both the works is with GPs and not that of the society. No undue benefit was provided to the society. The buildings are being used for public meetings with the permission of GPs.

The reply is not convincing as the assets were created for the society in contravention of Scheme guideline.

2.2.11.2 Construction of godown for cooperative societies

Para 40.1 of Appendix-I of Scheme guidelines (November 2018) provides that office building and godown for cooperative societies can be constructed under the scheme. However, the consent of the district level senior most Deputy/Assistant Registrar, Cooperative Societies regarding requirement of the work should be obtained before issuing of sanction of the work.

In ZP Sikar, two works[61] of construction of godowns for Gram Seva Sahakari Samiti, Ajeetgarh were sanctioned (July 2016-October 2016) for ₹ 22.40 lakh and completed (December 2016-October 2017) with an expenditure of ₹ 21.16 lakh.

Audit observed that in contravention of the scheme guidelines, these works were sanctioned without obtaining consent of the district level senior most Deputy/Assistant Registrar, Cooperative Societies regarding requirement of the works.

While accepting the facts, ZP Sikar stated (September 2021) that consent of Cooperative Department would be obtained before issuing sanctions in future.

In the exit conference (January 2022), the Secretary of RDD while agreeing to the Audit observation assured that Department would look at this issue in totality and would make efforts to minimise such irregularities.

GoR stated (June 2022) that the godown was constructed after obtaining consent of the district level officers.

The reply is not acceptable as no supporting document was provided with regard to the claim made for the consent. Moreover, ZP Sikar also accepted the facts earlier.

2.2.12 Common irregularities in execution of works

2.2.12.1 Non-compliance of Rajasthan Transparency in Public Procurement Rules

The Rajasthan Transparency in Public Procurement (RTPP) Rules, 2013 were promulgated by the GoR to regulate public procurement with the objectives of ensuring transparency, fair and equitable treatment of bidders, promoting

61 (i) Construction of godown for *Gram Seva Sahakari Samiti* Ajeetgarh village Mandusya, GP Hathora, ZP Sikar: sanctioned ₹ 10.50 lakh and expenditure of ₹ 9.62 lakh and (ii) Construction of godown of *Gram Seva Sahakari Samiti* Ajeetgarh, village Jugrajpura, GP Jugrajpura: sanctioned ₹ 11.90 lakh and expenditure of ₹ 11.54 lakh.

competition, enhancing efficiency and economy and safeguarding integrity in the procurement process. Rule 5 of RTPP Rules, 2013 provides that procurement of works having estimated value of ₹ 5 lakh should be through e-procurement.

During test check of records following deficiencies were noticed with regard to compliance of RTPP Rules:

Table 11

S. No.	Name of Executing Agency	Name of works and amount	Expenditure incurred	Deficiencies noticed
1.	Block Development Officer (BDO), Hindaun City, Karauli	Six works of construction of interlocking road and one work of renovation of school boundary wall and furniture with an estimated cost of ₹ 67.00 lakh.	₹ 66.67 lakh	Short term NIBs were issued (June 2017) instead of e-procurement.
2.	Bhartiya Siksha Prasar Samiti (Samiti), Sikar	Construction of Class-room in Senior Secondary School *Adarsh Vidhya Mandir*, Sanwali Road, Sikar at an estimated cost of ₹ 6.15 lakh.	₹ 4.90 lakh	The work order was given to a particular contractor without inviting tenders.

GoR stated (June 2022) that BDO, PS Hindaun City has been directed to submit the compliance. Reply remained silent regarding other work of ZP Sikar.

2.2.12.2 Works not executed as per sanctioned estimate and approval of extra/additional item not taken

According to Para 2.7 of GKN 2010, Technical Sanction (TS) will be issued by a competent technical officer after visiting the work site and will include detailed cost estimates of quantities for items of work as per site requirements, map, lead chart and details of material to be used in the work. Further, Para 6.3.6 provides that technical officer will ensure feasibility and utility of the construction work before preparation of detailed estimates.

In ZP Karauli, sanction of two works[62] was issued (December 2019-June 2020) for ₹ 15.00 lakh. The works were completed (September 2020-January 2021) with an expenditure of ₹ 15.00 lakh. Audit observed that eight extra/additional items of work worth ₹ 7.11 lakh (47.4 *per cent*) were executed during construction than the items sanctioned in the detailed technical estimates. It was noticed that the cost of extra/additional items was compensated by reducing the sanctioned quantities of other items of works, within the total cost of work. Further, approval from the competent authority was not obtained for this deviation.

GoR stated (June 2022) that compliance has been sought from PS Hindaun City and accordingly reply would be sent to Audit.

62 (i) Construction of Boundary Wall and earth filling in residential campus of PS Hindaun City: Sanctioned of ₹ 10 lakh and expenditure of ₹ 10 lakh and (ii) Meeting Hall and repair of Office roof and Renovation and beautification of PS Hindaun City: Sanctioned of ₹ 5 lakh and expenditure of ₹ 5 lakh.

2.2.12.3 Irregular Expenditure

Para 8.4.6 of GKN 2010 provides that for fixing the rate of such item/works which is not mentioned/approved in Basic Schedule of Rate (BSR), rate analysis of that item should be prepared and sent to the State Government with the recommendation of district level rate analysis committee. In special circumstances, if it is necessary to take the rates of items/works (which was not included in the BSR approved by district level rate analysis committee at the district level) from other departmental BSR the rate should be permitted by deducting 10 *per cent* of contractor profit from the departmental BSR and ex-post facto approval of these approved rates should be obtained from the district level rate analysis committee.

ZP Sikar sanctioned work for (August 2016-February 2019) nine high mast lights for ₹ 48.58 lakh in PS Dhod and completed (October 2016-August 2019) them at an expenditure of ₹ 47.09 lakh.

It was observed that technical estimates of these lights were derived from the BSR 2013 of Public Works Department (PWD) but ex-post-facto approval of these approved rates was not obtained by the district level rate analysis committee. It was further observed that in two cases 10 *per cent* of the contractor profit amounting to ₹ 1.00 lakh was not deducted in contravention of the GKN 2010 norms.

ZP Sikar stated (September 2021) that audit will be intimated after obtaining ex-post facto approval from district level rate analysis committee.

In the exit conference (January 2022), the Secretary of RDD stated that the Department is revamping the BSR so that accurate estimates could be prepared.

GoR stated (June 2022) that the Technical Sanctions were issued after deducting 10 *per cent* from the BSR of other department. District level rate analysis committee approves BSR of other departments along with the BSR of Panchayati Raj Institutions.

The reply is not acceptable as the department provided the TS of PS Nechwa however, in the two particular cases pointed out, 10 *per cent* from the BSR of other department was not deducted. Further, as per Para 8.4.6 of GKN 2010 ex-post facto approval of these approved rates should also be obtained from the district level rate analysis committee.

Audit objective-3: Whether there was effective internal control and monitoring mechanism ?

2.2.13 Internal Control and Monitoring

2.2.13.1 Inspection of works

Para 16.2 and 16.3 of GKN, 2010 prescribes that for ensuring quality of works, periodical inspections should be carried out by the departmental

officials[63], at every stage and inspection reports should be submitted to respective higher authorities. The inspection should be planned in such a way that each work is inspected by any of the technical officers. Further, an inspection register of works should be maintained in the prescribed proforma at ZP, PS and GP level having details of inspection of works carried out by the ZP, PS and GP level authorities.

The prescribed norms for inspection of works are given in the **table 12**.

Table 12: Norms for inspection

(Figures in *percentage*)

Total cost of work	JE and JTA of PS	Astt. PO, AE, Sr. TA of ZPs and AE of PS	EE of ZP	BDO	District Collector/ CEO
Up to ₹ 2 lakh	100	25	0	25*	5*
₹ 2 lakh to ₹ 10 lakh	100	100	25		
₹10 lakh and above	100	100	100		

***of total works ensuring that work of each scheme running in the area may be covered.**

Scrutiny of records of selected seven ZPs revealed that monitoring registers for inspection of works were not maintained in any of these ZPs and inspection reports were not being sent to the higher authorities.

In the absence of maintenance of the registers, it could not be ascertained by the Audit whether each work had been inspected by a technical officer.

GoR stated (June 2022) that ZPs have been directed to maintain the records related to inspection of works.

2.2.13.2 Ranking of districts as per utilisation of funds

The RDD awards rank to the districts on the basis of expenditure incurred against the total funds available under the scheme. During 2016-21, 22 districts were ranked 1 to 10 on the basis of utilisation of the total available funds under the scheme.

Audit noticed that 11 districts[64] never featured in the list of top 10 ranks during 2016-21, due to comparably low utilisation of the available funds. Thus, these 11 districts continuously failed to utilise MLALAD Scheme funds optimally.

GoR stated (June 2022) that ranking system itself is a tool for enhancing the progress of the scheme. It also stated that sanctions are issued on the recommendation of MLA and the funds were not utilised due to non-recommendation of works by the MLA. It also stated that directions are issued to CEO, ZPs to inform MLAs about the unutilised funds under MLALAD and request MLAs for use of this fund to recommend works.

63 Junior Engineer (JE), Junior Technical Assistant (JTA) and Assistant Engineer (AE) of PSs and Assistant Project Officer (Asstt. PO), AE, Senior Technical Assistant (Sr. TA), Executive Engineer (EE) and Administrative Officer of ZPs.

64 Ajmer, Alwar, Banswara, Chittorgarh, Dungarpur, Jaipur, Jodhpur, Karauli, Pali, Pratapgarh and Swaimadhopur.

2.2.13.3 Quality testing of works through third party

RD&PRD issued instructions from time to time (November 2015, September 2019) that the third-party quality testing of executed/in progress works should be carried out by government and non-governmental engineering colleges/polytechnic colleges affiliated with the Rajasthan Technical University, Kota and Directorate of Technical Education, Jodhpur.

Audit scrutiny of records revealed that quality testing of works by the designated third parties was not carried out, in any of the selected seven ZPs.

Four ZPs[65] stated (July-October 2021) that no such order was received from the State Government, while other ZPs did not furnish any reason.

GoR stated (June 2022) that Department would look to develop an effective mechanism to carry out third party inspection during the execution of work.

2.2.13.4 Information of works not displayed at work-site

Paragraph 24.2 of GKN 2010 envisages that information relating to works such as name of the work with work site, name of the scheme, sanctioned amount, man-days, date of commencement and completion of work, expenditure incurred and resulting benefits/utilities to the public *etc.*, is required to be displayed on a board at each work site. Further, Paragraph 2.21 of the Scheme guidelines provides that information regarding work constructed from the fund of MLALAD should be fixed at work site.

Out of the 374 works physically verified in test checked seven ZPs, such information in respect of 196 works[66] was not found displayed at work-site. In absence of display of information at work sites, the executed works could not be identified and public could not be made aware of the benefits related to the works.



Display Board not found at Ground Level Reservoir constructed at GP Khori, PS and ZP Pratapgarh (Completed: January 2020)



Display Board not found at Single Phase Tubewell installed at Meghwalon ki dhani, GP Netarwas, PS Dhod, ZP Sikar (Completed: October 2016).

65 Baran, Bhilwara, Jodhpur and Karauli.

66 ZP Baran: 59 works, ZP Bhilwara: 9 works, ZP Churu: 22 works, ZP Jodhpur: 14 works, ZP Karauli: 31 works, ZP Pratapgarh: 35 works and ZP Sikar: 26 works.

GoR stated (June 2022) that display boards are being installed at work sites. The funds against a work is adjusted on receipt of CC along with photo of display board. However, sometimes it is not available due to theft. Directions have also been issued so that such incidents are not repeated.

2.2.13.5 Evaluation of the scheme

The MLALAD Scheme was introduced by the State Government in 1999-2000. An evaluation of the Scheme was carried out (2009) by the Directorate of Evaluation Organisation (DEO), through 81 selected works of eight PSs of four districts[67]. Various recommendations were issued by the Directorate for better implementation of the Scheme like timely issue of sanctions, execution of works within financial year, effective technical inspection and quality assurance of works and release of sanction/commencement of works after ensuring clear title of land. These recommendations were communicated (January 2010) to all ZPs for taking up corrective action.

Scrutiny of records of selected ZPs (July-October 2021) revealed that recommendations of the DEO had not been completely implemented, which is evident from the audit findings narrated in this report. This has been manifested in various deficiencies in planning and execution of the works like execution of work not as per technical estimates and GKN provisions, executed works not utilised for intended purpose, non-maintenance of inspection records, non-maintenance of delayed completion of works and execution of non-permitted works etc.

GoR stated (June 2022) that compliance of recommendations of DEO is being made.

2.2.14. Conclusion

The MLALAD Scheme was introduced in 1999-2000, with a view to carry out developmental works of capital nature in the constituency areas, on recommendations of MLAs.

A performance audit of the Scheme covering the period 2016-21, revealed that the Scheme was popular as substantial number of works for creation of assets of public use, were undertaken to cater to local requirements. Audit, however, observed that an amount equals to more than double the average annual allocation always remains with the executing agencies, as advance.

The Department did not initiate stern and effective steps against executing agencies for adjustment of pending advances, which increased to ₹ 809.14 crore as of March 2021. Annual utilisation of the available funds was poor due to delayed or non-submission of Utilisation Certificate (UC)/Completion Certificate (CC).

MLAs of four (out of seven) test checked districts did not recommended 20 per cent funds for the areas inhabited by SC/ST and Sambal Gram as prescribed

67 Ajmer, Dausa, Karauli and Udaipur.

in the scheme guidelines. Convergence of available funds with MGNREGS was also not done by the seven test checked districts.

Instances of execution of inadmissible works, execution of works without following prescribed norms/regulations, incomplete works, delay in issuance of sanctions, non-submission of UCs/CCs by executing agencies, inadequate coverage of areas inhabited by SC/ST community, not taking action on recommendations of evaluation study of the scheme etc. were also noticed, despite pointed out in previous Audits of the scheme.

2.2.15 Recommendations

(i) With a view to increase the utilisation of funds and creation of tangible assets of public use, effective action against the responsible officers/executing agencies may be initiated for completion of work, submission of UCs/CCs and timely adjustment of advances.

(ii) The works recommended under the scheme may be executed according to the scheme guideline and other applicable provisions. Supervision and inspection of works, as per the prescribed norms may also be ensured to enhance the quality of assets.

(iii) The Department should ensure to undertake the repairing and renovation works within the permitted limits of available funds to ensure durability and utility of the assets created under the scheme.

(iv) The Departmental officers may be encouraged to use the information available on various modules of IWMS for effective monitoring and supervision of the scheme and not rely only on Monthly Progress Report sent by ZPs.

(v) The State Government should ensure area specific expenditure and convergence of funds with MGNREGS as envisioned in the scheme, to remove imbalance in regional development of such areas.

2.2.16 Acknowledgement

Audit acknowledges the cooperation extended by the Rural Development Department during the course of Performance Audit.

CHAPTER-III

Compliance Audit Findings on Panchayati Raj Institutions

CHAPTER-III

This Chapter contains four paragraphs of Compliance Audit relating to Panchayati Raj Institutions.

Rural Development and Panchayati Raj Department

3.1 Unauthorised expenditure

Procurement of additional material/work in violation of the provisions of RTPP Rules, 2013 resulted in unauthorised expenditure of ₹ 6.16 crore.

Rule 73 (2) of Rajasthan Transparency in Public Procurement (RTPP) Rules, 2013 provides that repeat orders for extra items or additional quantities may be placed, if it is provided in the bidding documents, on the rates and conditions given in the contract if the original order was given after inviting open competitive bids. Delivery or completion period may also be proportionately increased. The limits of repeat order shall be 50 *per cent* of the quantity of the individual items and 50 *per cent* of the value of original contract.

Rule 29 (2) (b) of the RTPP Rules provides that the period of Rate Contract (RC) shall be generally one year, preferably a financial year. It may be for a shorter period or a longer period (maximum two years) if variations in market prices are expected or not expected to be significant respectively and reasons for selecting the period for RC shall be recorded. Further, Rule 29 (2) (i) of the said Rules provides that new RCs should become operative right after the expiry of the existing RCs without any gap. In case it is not possible to conclude the new RCs due to unavoidable reasons, the existing RCs may be extended on the same price, terms and conditions for a period not exceeding three months.

Test-check (September to October 2019, September 2021 and February 2022) of records of four Panchayat Samitis (PSs) (Deeg, Kaman, Ghatol and Pindwara) revealed that PSs Deeg and Kaman invited (September 2017) tenders for supplying material in 48 Gram Panchayats[1] (GPs) falling under their jurisdictions and PSs Ghatol and Pindwara invited (March and June 2017) tenders for execution of works in the GPs falling under their jurisdictions. The tenders had been invited for the year 2017-18 on annual RC basis, with an estimated value of tender as ₹ 10 lakh (per GP of PSs Deeg and Kaman), ₹ 25 lakh (PS Ghatol) and ₹ 2 lakh (PS Pindwara). Thus the total tendered value was ₹ 1.47 crore[2]. The PSs approved the lowest rates of the suppliers/contractor for supplying material/executing works.

Audit observed that, the permissible limit (50 *per cent* of original tender value) to procure additional material/work in four PSs (PS Ghatol, PS

1 PS Deeg: 29 GPs and PS Kaman: 19 GPs.

2 PS Deeg: ₹ 0.40 crore, PS Kaman: ₹ 0.80 crore, PS Ghatol: ₹ 0.25 crore and PS Pindwara: ₹ 0.02 crore.

Pindwara, four[3] GPs of PSs Deeg and eight[4] GPs of PS Kaman) was only ₹ 0.74 crore as provided in Rule 73 (2) of RTPP Rules, thereby making the absolute limit to procure the material/work (original tender value plus additional material/work) as only ₹ 2.21 crore. However, the PSs, even after exhausting these permissible limits, continued to procure from suppliers/contractors and procured total material/work worth ₹ 7.22 crore during 2017-18. Thus, the PSs incurred an unauthorised expenditure of ₹ 5.01 crore on procurement of additional material/works during 2017-18 ***(detail in Appendix XXIV)***.

Moreover, PSs Deeg and Ghatol procured (July-October 2018) material/work from the same suppliers/contractor valuing ₹ 1.15 crore[5] during 2018-19, under the RC of 2017-18 (the extended period of RC 2017-18 expired in June 2018) and thereby, further made an unauthorized payment of ₹ 1.15 crore to the suppliers/contractor during 2018-19 also. This was in contravention of Rule 29 (2) (i) of RTPP Rules under which the RC could be extended for only three months.

On being pointed out, PS Deeg stated (September 2021) that the grant received under other developmental schemes are not considered while inviting tenders for supplying materials and there is compulsion of completing the works of such schemes in prescribed time limits, therefore procurement of additional material becomes indispensable. PS Kaman did not furnish the reasons for procuring additional material in contravention to the provisions of RTPP Rules.

Reply is not tenable as the reasons provided do not justify relaxation in the provisions contained in RTPP Rules 73 (2) and 29 (2) (i). The grants received under other developmental schemes should be included in tenders.

Block Development Officer, PS Ghatol, while accepting the facts, stated (October 2019) that the tenders for 2018-19 could not be invited due to vacant post of *Pradhan* in PS and the additional work was executed due to the demands of public representatives and the summer season. However, the Government of Rajasthan (GoR) took (March 2022) a different stand and stated that the works to be executed under MLALAD/MPLAD[6] Scheme could not be predicted at the time of tendering and the works were executed at the rates approved earlier instead of fresh tendering, to provide drinking water to rural tribal population in time. In respect of PS Pindwara, GoR stated (March 2022) that due to clerical error the estimated amount was marked as ₹ 2 lakh instead of ₹ 22 lakh, in bid document. It also stated that there is no limitation of quantity in a RC as provided in Rule 29(2)(d) of RTPP Rules and therefore, the limitation of 50 *per cent* on additional quantity (as prescribed by Rule 73(2) of RTPP Rules) is not applicable on RC.

3 Test checked four GPs of PS Deeg were Kuchawati, Iklhra, Guhana and Mawai.

4 Test checked eight GPs of PS Kaman were Bilang, Olanda, Kanwara, Sonokhar, Moonsepur, Uchera, Lewada and Sahera).

5 PS Ghatol: ₹ 0.97 crore and PS Deeg (for supplying material in GPs Kuchawati and Mawai): ₹ 0.18 crore.

6 Member of Legislative Assembly Local Area Development (MLALAD) Scheme and Member of Parliament Local Area Development (MPLAD) Scheme.

GoR's reply in respect of PS Ghatol is not tenable as the reasons provided do not justify relaxation in the provisions contained in RTPP Rules 73 (2) and 29 (2) (i). The contention of GoR that the works sanctioned under MPLAD Scheme could not be included in tenders of the annual plan due to issue of their sanctions during summer season, is also not correct as the sanctions of 163 Hand Pumps (₹ 0.82 crore) had already been issued in January 2017 under MPLAD Scheme and therefore these works could have been easily included in the annual plan. Further, fresh tenders could have been invited for the work of additional Hand Pumps and the tendering process completed within 34 days as prescribed in Rule 40 of RTPP Rules. Moreover, the works for ₹ 0.97 crore executed in PS Ghatol during 2018-19 beyond the period of extension allowed by Rule 29(2)(i) without inviting fresh tenders was also not justified. In respect of PS Pindwara, the possibility of occurrence of clerical error in tender document even after checking at various levels is incomprehensible. In addition, the clerical error could have been rectified by issuing an addendum. Further, Rule 73 (2) is applicable on all types of contracts and therefore, the GoR's contention that limitation on additional quantity imposed by Rule 73(2) doesn't apply to RCs, is without statutory basis. GoR didn't furnish reply in respect of PSs Deeg and Kaman.

Thus, procurement of additional material in violation of the provisions of RTPP Rules, 2013 resulted in unauthorised expenditure of ₹ 6.16 crore.

3.2 Unauthorised execution of works

The PS unauthorisedly executed the works without inviting tenders in contravention to the provisions of RTPP Act and RTPP Rules.

Section 29 (1) of Rajasthan Transparency in Public Procurement (RTPP) Act, 2012 provides that every procuring entity shall prefer the open competitive bidding as the most preferred method of procurement to be followed. Further Section 29 (5) of *ibid* Act provides that in case of an open competitive bidding, the procuring entity shall invite bids by publishing an invitation to bid on the State Public Procurement Portal and in at least one such other manner as may be prescribed. Also, Rule 5 of RTPP Rules 2013 provides that the adoption of the electronic procurement shall be compulsory in procurement of works having estimated value of ₹ five lakh or more.

Test-check (February 2022) of Panchayat Samiti (PS) Sapotara (District-Karauli) revealed that PS Sapotara issued (November 2017) a Notice Inviting Tenders (NIT) for procuring material for works to be executed under Mahatma Gandhi National Rural Employment Guarantee Scheme (MNREGS) and other schemes of Rural Development and Panchayati Raj Department (RD&PRD) during 2017-18. PS approved (December 2017) the lowest rates of a supplier for the above procurement. The contract was only for procurement of construction material from the supplier.

Audit observed that the PS Sapotara, got the works of installation of 192 Borewells with motor worth ₹ 2.50 crore executed by the same supplier during 2018-19 and 2019-20, instead of inviting separate tenders. This action of the

PS was in direct contravention of Section 29 (1) and (5) of RTPP Act, 2012 and Rule 5 of RTPP Rules 2013. It is pertinent to mention here that the items for the works of Borewell were not included in the supply contract, executed with the supplier for 2017-18. The PS was thus required to float separate tenders for execution of Borewell works.

Thus, the PS unauthorisedly executed the works of ₹ 2.50 crore without inviting tenders in contravention to the provisions of RTPP Act and RTPP Rules.

The matter was referred to State Government for their comments (April 2022); Reply was awaited (July 2022).

Panchayati Raj Department

3.3 Unauthorised payment

Payments for works carried out in Gram Sabhas were made in clear violation of extant rules. Further, duplication /non-mentioning of names in muster rolls indicate probability of fictitious payments and misappropriation of funds.

Rule 211 of Rajasthan Panchayati Raj Rules, 1996 (RPRRs) provides that money shall be drawn only through cheques and payment to third parties shall only be made through account payee cheques. It further lays down that the parties may obtain payment directly from Bank/Treasury/Sub-treasury. A reference to cheque number and date will invariably be mentioned on the concerned bill so that double payment of the same bill cannot be made.

Audit scrutiny (February-March 2021) of the records of Panchayat Samiti (PS), *Taleda* (District-Bundi) and selected five Gram Panchayats (GPs) revealed that in clear violation of provisions of the RPRRs mentioned above, cheques were issued in the name of Sarpanch/material supplier/another person by *Sarpanch* and *Gram Vikas Adhikari* as detailed in **table 1** below:

Table 1

S. No	Name of GP/PS	Period	Amount (in ₹)
1.	*Sunthada*	2018-19 to 2019-20	15,25,450
2.	*Notada*	2017-18 to 2019-20	22,67,489
3.	*Seenta*	2018-19 to 2019-20	19,28,144
4.	*Suwasa*	2017-18 to 2019-20	19,88,916
5.	*Ladpur*	2017-18 to 2019-20	26,49,630
6.	*PS Taleda*	2018-19	36,800
Total			**1,03,96,429**

As the cheques were issued in name of persons other than the workers, the audit could not derive an assurance that the payments were made to actual workers.

Audit also observed that at GP *Notada* payment was made to four workers for the work *"Single Phase Tube well with construction of Tank at Gram*

Bathpura" for the period from 3rd to 15th July 2018. Curiously, the names of the same four labourers were found in the records for another work- *"Construction of CC road from house of Premchand to house of Motilal kushwah"* in the same period for which another set of payments were shown to have been made to them.

Further, audit also observed that at GP *Notada*, the muster rolls[7] for December 2018 to January 2019 pertaining to the work of *"Construction of the security wall of the garden at Tejaji temple in village Notada Bhopat"* did not contain names of the labourers whereas payment of ₹ 1,18,950[8] was made in the name of the single individual who was a material supplier.

Thus, non-adherence to the provisions of RPRRs resulted in unauthorised payments worth ₹ 1.04 crore. Besides possibilities of fictitious payments and misappropriation of funds cannot be ruled out.

The matter was referred to State Government for their comments (July 2021); Reply is awaited (July 2022).

3.4 Non-recovery of seed money from Self Help Groups

Failure to observe the Operational Guidelines of *IWMP* and the guidelines of Department led to non-recovery of ₹ 1.66 crore from Self Help Groups thus, adversely affecting the objective to support the livelihood activities of landless/assetless persons.

Government of India (GoI) launched (2009-10) *Integrated Watershed Management Programme (IWMP)* with an objective to develop rainfed portions of net cultivated area and culturable wastelands. GoI issued Common Guidelines of *watershed development projects (revised)* in 2011 with focussed priority on 'Livelihood activities for landless/assetless persons'. The Operational Guidelines (November 2011) for above component under the *IWMP* provided that in order to support livelihood activities, nine *per cent* of total project fund would be assigned to village level committees[9] (Watershed Committees (WCs)/Watershed Sub-Committees[10] (WSCs)). The WCs/WSCs were to provide this fund to Self Help Groups (SHGs) consisting of marginalised communities, SC/ST and landless/assetless households, women, etc. in the form of 'seed money for revolving fund'. The initial amount up to ₹ 25,000 could be given to an SHG as seed money, after approval of its proposed activity(s) by WC/WSC. The SHGs were required to return this seed money in a maximum of 18 fixed monthly instalments, so that the amount

7 No. 1184, 1185 and 1348.

8 ₹ 59,550 (MR no. 1184), ₹ 33,000 (MR no. 1185) and ₹ 26,400 (MR no. 1348).

9 WC/WSC is comprised of the representatives of SHGs, SC/ST community, women and landless persons in the village. WC/WSC is meant for receiving funds from GoI under *IWMP*, considering applications of SHGs and passing resolution regarding approval of SHGs for providing them financial assistance in the form of seed money.

10 In case the Gram Panchayat covers more than one village, a separate watershed sub-committee is constituted for each village to manage the watershed development project.

could be reinvested further in the same or other SHGs to support their livelihood activities.

The revised Common Guidelines of watershed development projects (2011) laid down a strong monitoring system for watershed development schemes. It stipulated that at Zila Parishad (ZP) level, a Watershed Cell-cum-Data Centre (WCDC), consisting of Chief Executive Officer as chairman and a superintending engineer-cum-ex-officio project manager, would oversee the implementation of watershed development schemes in the district by carrying out monitoring & evaluation and ensure smooth flow of funds to the schemes. At Project level, the Executive Engineer (EE)/Assistant Engineer (AE) (Watershed Development and Soil Conservation) would work as project implementation agency (PIA) and also submit a periodical progress report to WCDC.

Further, the *Karya Nirdeshika-2013* issued by Rural Development and Panchayati Raj Department in respect of *IWMP* also provided that the project fund would be transferred to WC/WSC, who would transfer it further to the SHGs in the form of seed money. It also provided that the seed money would be recovered from SHGs in six to eight instalments and if an SHG does not repay the first instalment in time, a notice would be served first to SHG by WC/WSC and on failing to repay even after that, the assets acquired by SHG through seed money would be forfeited by WC/WSC. In case of non-acquisition of assets by SHG, the seed money would be recovered from the bank account of SHG and the members who furnished guarantee for SHG. All members of SHG would be responsible individually as well as jointly for repaying the loan amount.

Test-check (January-April 2019) of records of ZP (RDC), Pali and ZP (RDC), Chittorgarh and further information collected (October 2021) revealed that the WCs/WSCs under 12 PSs of the said two ZPs released an amount of ₹ 1.99 crore to various SHGs during 2012-17 as seed money under *IWMP*. The seed money was to be returned in a maximum of 18 monthly instalments as per the Operational Guidelines but the WCs/WSCs recovered only ₹ 0.33 crore from the SHGs till December 2018. Thereafter no recovery was made and an amount of ₹ 1.66 crore is unrecovered as of October 2021 ***(Details in Appendix XXV)***. Audit also observed that a system of collection of monthly instalments was not implemented by the WCs/WSCs as the amount of ₹ 0.33 crore was recovered only in one or two instalments, in contravention of the guidelines.

Thus, neither the EEs/AEs (Watershed Development and Soil Conservation) at project level implemented *IWMP* as per the guidelines nor the CEOs and superintending engineers-cum-ex-officio project managers (WCDC) of concerned ZPs at ZP level monitored the implementation of the watershed development schemes in their districts.

The Project Manager, WCDC (ZP-Chittorgarh) stated (March 2019) that due to shortage of staff at PS level and non-deployment of watershed development team in projects, the recovery could not be made from SHGs and the efforts for recovery are being made. However, the Government of Rajasthan,

adopting a different stand, stated (May 2022) that as per the prescribed provisions, the funds were transferred to WCs/WSCs as grant and there is no provision to recover the same from them.

Reply is not tenable as audit contention is not about recovery of project fund from WCs/WSCs but it is about not recovering the seed money from SHGs and not having a system of recovery through regular instalment. As per the guidelines the project fund was to be transferred to WCs/WSCs, who were required to lend it further to SHGs in the form of seed money and recover the same through instalments.

Thus, failure to observe the operational guidelines of *IWMP* and the *Karya Nirdeshika-2013* of department led to non-recovery of ₹ 1.66 crore. Resultantly the objectives of maximization of utilisation of potential generated through watershed activities, creation of sustainable livelihoods and enhanced incomes for households within the watershed area to be achieved through the continuous process of providing and recovering seed money were also not achieved.

JAIPUR, **(K. SUBRAMANIAM)**

The 27 September, 2022 **Principal Accountant General (Audit-I), Rajasthan**

Countersigned

NEW DELHI, **(GIRISH CHANDRA MURMU)**

The 29 September, 2022 **Comptroller and Auditor General of India**

APPENDICES

Appendix I

(Refer Paragraph 1.3.1)

Details of devolution of 29 Subjects listed in the Constitution to PRIs.

S. No.	Subjects	Status of devolution to PRIs		
		Funds	Functions	Functionaries
1.	Agriculture including agricultural extension	Yes	Yes	Yes
2.	Land improvement, implementation of land reforms, land consolidation and soil conservation	Yes	Yes	Yes
3.	Minor irrigation, water management and watershed development	Yes	Yes	Yes
4.	Animal husbandry, dairy and poultry	No	No	No
5.	Fisheries	Yes	Yes	Yes
6.	Social forestry and farm forestry	Yes	Yes	Yes
7.	Minor forest Produce	Yes	Yes	Yes
8.	Small scale industries including food-processing industries	No	Yes	No
9.	Khadi, village and cottage industries	No	Yes	No
10.	Rural housing	Yes	Yes	Yes
11.	Drinking water	Yes*	Yes*	Yes*
12.	Fuel and fodder	Yes*	Yes*	Yes*
13.	Roads, culverts, bridges, ferries, waterways and other means of communication	Yes*	Yes*	Yes*
14.	Rural electrification including distribution of electricity	No	Yes	No
15.	Non-conventional energy sources	No	Yes	No
16.	Poverty alleviation programmes	Yes	Yes	Yes
17.	Education including primary and secondary schools	Yes	Yes	Yes
18.	Technical training and vocational education	No	Yes	No
19.	Adult and non-formal education	No	Yes	No
20.	Libraries	No	Yes	No
21.	Cultural activities	No	Yes	No
22.	Markets and fairs	Yes	Yes	Yes
23.	Health and sanitation including hospitals, primary health centers and dispensaries	Yes	Yes	Yes
24.	Family welfare	Yes	Yes	Yes
25.	Women and child development	Yes	Yes	Yes
26.	Social welfare including welfare of the handicapped and mentally retarded	Yes	Yes	Yes
27.	Welfare of the weaker sections and in particular of the SCs and STs	Yes	Yes	Yes
28.	Public distribution system	Yes*	Yes*	Yes*
29.	Maintenance of community assets	Yes*	Yes*	Yes*

Source: Information provided by RD&PRD (Status as on September 2021)
** Devolved but withdrawn temporarily*

Appendix II

(Refer Paragraph 1.5.2.1)

Statement showing 13 parameters adopted by State Government regarding Technical guidance & Supervision provided by the Accountant General.

1. The nature, extent and scope of audit including form and contents of the report of the Director, Local Fund Audit Department shall be as per the guidelines issued by the Accountant General regarding already existing formats prescribed by Director, Local Fund Audit Department.
2. Staff of Director, Local Fund Audit Department would continue to work under the administrative control of the State Government and State Government will pay their salaries.
3. Accountant General would monitor quality and timeliness in preparation of accounts and their audit.
4. Director, Local Fund Audit Department would prepare audit plan under intimation to Accountant General indicating the particulars of Panchayati Raj Institutions and Urban Local Bodies that will be audited during the year. The units to be test checked by Accountant General shall be selected by Accountant General.
5. The reports of test check conducted by Accountant General would be sent to Head of the concerned Local Body and to the Director, Local Fund Audit Department for follow up on action taken with the Local Bodies. The Director, Local Fund Audit Department would pursue settlement/action taken on the audit paras raised by Accountant General in the same manner as he would pursue his own reports.
6. The composition of audit parties of Director, Local Fund Audit Department would be in accordance with guidelines as mutually decided by Accountant General & Director, Local Fund Audit Department.
7. Officials of the Accountant General shall provide technical guidance in conduct of audit by the Director, Local Fund Audit Department, as decided by the Accountant General.
8. The Director, Local Fund Audit Department shall submit such returns/reports in such form as mutually agreed by Accountant General & Director, Local Fund Audit Department so as to have an effective checked monitoring of the audit functions.
9. Irrespective of money value or any other criteria, serious irregularities noticed during audit, particularly those related to system defects serious violation/deviation from rules, embezzlement, frauds etc. shall be intimated to the Accountant General demi- officially by the Director, Local Fund Audit Department alongwith necessary supporting documents as and when they come to notice.
10. Audit methodology and procedure for audit of Panchayati Raj Institutions and Urban Local Bodies by Director, Local Fund Audit Department shall be as per guidelines/ standards prescribed by Comptroller and Auditor General of India.
11. Training programme for staff of Panchayati Raj Institutions and Urban Local Bodies & Local Bodies & Local Fund Audit Department at all level shall be imparted by an agency approved by Comptroller and Auditor General of India. The course contents i.e. audit procedures, certification of accounts, audit standards etc. shall be as prescribed by Comptroller and Auditor General of India in consultation with Director, Local Fund Audit Department.
12. Director, Local Fund Audit Department shall develop a system of internal control in Local Fund Audit Department in consultation with Accountant General.
13. Accountant General will issue guidelines regarding preparation of inspection reports, their vetting and issuance and follow up action by Director, Local Fund Audit Department.

Appendix III

(Refer Paragraph: 2.1.6)

Statement showing details of works selected for joint physical verification under BADP

Sector	Total number of works	20 *per cent* of total works	Number of works selected through *iDEA*	Number of works selected by field party through judgmental sampling (5 *per cent*)
Sri Ganganagar-Block Anupgarh	**282**	**56.4**	**65**	**14**
Agriculture and Allied Sector	59	11.8	12	
Education	37	7.4	8	
Health	6	1.2	4	
Infrastructure-I Road Bridge etc.	72	14.4	15	
Infrastructure II-Drinking water supply	72	14.4	15	
Social sector	31	6.2	7	
Sports	5	1	4	
Jaisalmer-Block Sam	**736**	147	**149**	**37**
Agriculture and Allied Sector	33	6.6	7	
Education	82	16.4	17	
Health	17	3.4	4	
Infrastructure-I Road Bridge etc.	119	23.8	24	
Infrastructure II-Drinking water supply	169	33.8	34	
Social sector	316	63	63	
Barmer-Block Chohtan	**140**	28	**38**	**7**
Agriculture and Allied Sector	1	0.2	1	
Education	45	9	9	
Health	9	1.8	4	
Infrastructure-I Road Bridge etc.	12	2.4	4	
Infrastructure II-Drinking water supply	62	12.4	13	
Social sector	8	1.6	4	
Sports	3	0.6	3	
Bikaner-Block Khajuwala	**390**	**78**	**87**	**20**
Agriculture and Allied Sector	4	0.8	4	
Education	100	20	20	
Health	10	2	4	
Infrastructure-I Road Bridge etc.	89	17.8	18	
Infrastructure II-Drinking water supply	60	12	12	
Social sector	123	24.6	25	
Sports	4	0.8	4	
Grand Total	**1548**		**339**	**78**
Total number of works selected			**417**	
Number of works checked during Joint Physical Verification			**338***	**81#**
Total number of works checked during Joint Physical Verification			**419**	

*one randomly selected BT road could not be verified due to non-cooperation from PWD department.

#In Jaisalmer (block Sam), 41 works instead of 37 works (i.e four extra works) and in Barmer (block chouhtan) six works instead of seven works (i.e one less work) were physicaly verified on judgemental basis. Thus, total three extra works were physicaly verified on judgemental basis.

Appendix IV

(Refer Paragraph: 2.1.8.1)

Statement showing the details of important critical gaps in various important parameters under different sectors existing in villages of border area of Rajasthan as per *Mission Antyodaya* Survey 2019 under BADP

S. No.	Sector	Department	Parameters	No. of Villages with Critical Gap	Percentage of villages with critical gap out of total border area villages
1	Agriculture and Allied Sector	Department of Agriculture, Co-operation and Farmers' Welfare	1 (ii). Availability of Government Seed Centres	316	39.25
2			1 (iii). Availability of markets	662	82.24
3			1 (xii). Livestock Extension services	526	65.34
4			1 (xviii). Warehouse for Food Grain Storage	368	45.71
5		Department of Animal Husbandry and Dairying	2 (v). Veterinary Clinic or Hospital	291	36.15
6	Infrastructure-II (Drinking Water)	Department of Drinking Water and Sanitation	3 (ii). Availability of Piped tap water	299	37.14
7			3 (v). Households having piped water connection	664	82.48
8			3 (vi). Households not having sanitary latrines	66	8.20
9	Infrastructure-I (Road and Bridge)	Department of Rural Development	10 (i). All weather road	6	0.75
10			10 (v). Internal pucca roads	262	32.55
11	Education	Department of School Education	11 (i). Adult Education Centre	608	75.53
12			11 (ii). High School	64	7.95
13			11 (iii). Higher/Senior Secondary School	118	14.66
14			11 (iv). Middle School	111	13.79
15			11 (v). Primary School	373	46.34
16			11 (vi). Vocational Training Centre	556	69.07
17		Department of Higher Education	7 (i). Degree College	398	49.44

S. No.	Sector	Department	Parameters	No. of Villages with Critical Gap	Percentage of villages with critical gap out of total border area villages
18	Health	Ministry of Health and Family Welfare	15 (i). Availability of PHC CHC	110	13.66
19			15 (ii). Jan aushadhi Kendra	606	75.28
20			15 (iii). Mother child health facilities	548	68.07
21	Social	Ministry of New and Renewable Energy	17 (i). Solar/wind energy	660	81.99
22		Ministry of Panchayat Raj	18 (i). CSC	231	28.70
23		Ministry of Power	20 (i). Electricity for domestic use	33	4.10
24		Ministry of Road Transport and Highways	22 (i). Public Transport	69	8.57
25		Ministry of Women and Child Development	24 (i). Aanganwadi centre	336	41.74
26		Department of Financial Services	4 (i). ATM	349	43.35
27			4 (ii). Banks	332	41.24
28			4 (iii). Business Correspondent with internet connectivity	587	72.92
29		Department of Land Resources	8 (ii). Community Rainwater Harvesting System	526	65.34
30			8 (iii). Watershed Development Project	606	75.28
31		Department of Posts	9 (i). Availability of Post office/Sub-Post office	145	18.01
32		Department of Telecommunication	12 (i). Availability of telephone services	103	12.80
33			12 (ii). Internet/Broad Band Facility	261	32.42
34	Sports	Ministry of Sports and Youth Affairs	23. Recreational centre	689	85.59

Appendix V

(Refer Paragraph: 2.1.10.1)

Statement showing the details of exclusion of Border villages/habitations within 0-10 Km from 0 line under BADP

District/Blocks	Total No. of Habitation within 0-10 km from 0 line (As per BADP portal GoI)	No. of Villages/habitation in which work executed under BADP during 2016-21(as per IWMS data)	No. of Villages/ habitation in which no work executed under BADP during 2016-21 (as per IWMS data)
District-Barmer			
Chohtan	28	19	9
Dhanau	13	10	3
Gadraroad	58	29	29
Ramsar	47	24	23
Sedwa	37	28	9
Total	**183**	**110**	**73**
District-Bikaner			
Khajuwala	30	20	10
Kolayat	7	7	0
Total	**37**	**27**	**10**
District-Jaisalmer			
Jaisalmer	31	26	5
Sam	113	55	58
Total	**144**	**81**	**63**
District- Sri Ganganagar			
Anupgarh	199	100	99
Gharsana	167	88	79
Karanpur	151	95	56
Padampur	36	30	6
Raisinghnagar	134	85	49
Sri Ganganagar	108	53	55
Sri Vijaynagar	47	28	19
Total	**842**	**479**	**363**
Grand Total	**1206**	**697**	**509**

Appendix VI

(Refer Paragraph: 2.1.10.1)

Statement showing the details of works executed in Border villages beyond 0-10 Km from 0 line under BADP

(₹ in Lakhs)

Block	Works within 0-10 Km from 0 line			Works beyond 10 Km from 0 line			Total Works		
	No. of Work	Amount of FS	Expenditure	No. of Work	Amount of FS	Expenditure	No. of Work	Amount of FS	Expenditure
District-Sri Ganganagar									
Anupgarh	280	2,827.59	2,495.56	2	8.33	8.32	282	2,835.92	2,503.88
Karanpur	267	2,232.13	1,863.09	7	45.33	43.12	274	2,277.46	1,906.21
Sri Ganganagar	303	2,836.63	2,564.33	7	45.21	45.21	310	2,881.84	2,609.54
Gharsana	282	2,297.20	1,956.77	20	254.94	215.42	302	2,552.14	2,172.19
Padamour	81	637.31	622.96	0	0	0	81	637.31	622.96
Raisingnagar	210	2,465.70	1,976.17	18	191.61	177.84	228	2,657.31	2,154.01
Sri Vijaynagar	71	523.72	518.46	30	255.91	255.57	101	779.63	774.03
(blank)	0	0	0	3	56.00	49.60	3	56.00	49.60
Total	**1,494**	**13,820.28**	**11,997.34**	**87**	**857.33**	**795.08**	**1,581**	**14,677.61**	**12,792.42**
District-Jaisalmer									
Jaisalmer	453	7,827.10	6,704.44	135	2,518.12	2,159.76	588	10,345.22	8,864.20
Sam	607	10,509.23	8,116.50	129	3,057.58	2,348.84	736	13,566.81	10,465.34
Total	**1,060**	**18,336.33**	**14,820.94**	**264**	**5,575.70**	**4,508.60**	**1,324**	**23,912.03**	**19,329.54**
District-Barmer									
Gadraroad	102	3,082.08	2,166.06	4	55.00	37.77	106	3,137.08	2,203.83
Chohtan	103	1,585.96	1,306.70	37	920.65	759.56	140	2,506.61	2,066.26
Dhanau	94	1,606.15	1,246.38	8	238.83	205.23	102	1,844.98	1,451.61
Barmer*	0	0	0	16	567.40	376.25	16	567.40	376.25
Ramsar	66	1,042.92	774.47	7	99.88	44.26	73	1,142.80	818.73
Shiv*	0	0	0	5	210.02	167.24	5	210.02	167.24
Sedwa	177	2,956.94	2,520.04	14	293.68	208.54	191	3,250.62	2,728.58
Total	**542**	**10,274.05**	**8,013.65**	**91**	**2,385.46**	**1,798.85**	**633**	**12,659.51**	**9,812.50**
District-Bikaner									
Kolayat	116	2,444.99	1,490.50	85	2,340.32	1,746.01	201	4,785.31	3,236.51
Khajuwala	159	3163.81	2341.85	231	3,644.50	3,025.85	390	6,808.31	5,367.70
Lunkaransar*	0	0	0	1	2.50	NA	1	2.50	NA
Total	**275**	**5,608.80**	**3,832.35**	**317**	**5,987.32**	**4,771.86**	**592**	**11,596.12**	**8,604.21**
Grand Total	**3,371**	**48,039.46**	**38664.28**	**759**	**14,805.81**	**11,874.39**	**4,130**	**62,845.27**	**50,538.67**

Note: *These are non-BADP blocks

Appendix VII

(Refer Paragraph 2.1.10.4)

Statement showing details of availability of facilities in model villages under BADP

Infrastructure	Facilities	Availability of facilities		
		Model Village-Mithrau Block-Chohtan (Barmer)	Model Village-18P Block-Anupgarh (Sri Ganganagar)	Model Village-20BD Block Khajuwala (Bikaner)
Education Infrastructure	Good educational facility	Not Available	Not Available	Not Available. A digital library constructed under BADP was non-functional. An additional class room was not furnished alongwith WIFI, Computer, furniture, Projector etc. and structure was idle.
	Availability of good teachers	Not Available There was acute shortage of teachers. Against sanctioned strength of 12, eight teachers were available and posts of subject teachers were lying vacant.	Not Available There was acute shortage of teachers. Against sanctioned strength of 15, 10 teachers were available and posts of subject teachers were lying vacant.	Not Available There was acute shortage of teachers. Against sanctioned strength of 12 teachers, seven teachers were available and posts of subject teachers were lying vacant.
	Provision for value education	Not Available	Not Available	Not Available
Social Infrastructure	Cultural Centers	Not Available	Not Available	Available. However, it was not being used for intended purpose and was being used as store room.
	Community Centers	Available	Not Available	Available
	Parks and other amusement facilities.	A park was available	A park was available	A park was available

Infrastructure	Facilities	Availability of facilities		
		Model Village-Mithrau Block-Chohtan (Barmer)	**Model Village-18P Block-Anupgarh (Sri Ganganagar)**	**Model Village-20BD Block Khajuwala (Bikaner)**
Health Care	Health Sub Center with all facilities such as ultrasound, X-ray, path lab., all type of vaccination, maternity center, indoor and outdoor wards etc. Indoor ward may have sufficient number of beds.	A Primary Health Center was available, however, required facilities were not available. Although, CMHO purchased some tools/ equipment under BADP for supply to PHC Mithrau, however, it was observed that the same was not supplied to PHC Mithrau.	A Health Sub Center was available, however, required facilities were not available.	A Health Sub Center was available, however, required facilities were not available. Besides, it was under additional charge of an ANM alongwith other sub-centres in 6 GPs
Health Care	Mobile dispensary, Ambulance etc.	Not Available	Not Available	Not Available
Agriculture	Organic Agriculture	Not Available	Not Available	Not Available
	Training and Counselling for farmers	Not Available	Not Available	Not Available
Water Facilities	Safe drinking water facilities. Infrastructure for safe drinking water may be developed in Nucleus or in any surrounding village. All the surrounding villages shall connected with pipeline for this purpose so that all the surrounding villages shall have safe drinking water	Available	Available	Available
Sanitation	All the villages, the Model village as well as surrounding villages shall be provided with sanitation facilities.	Available	Available	Available
Economic Infrastructure	Food grain market	Not Available	Not Available	Not Available
	Trade Center	Not Available	Not Available	Not Available
	Financial centers and services such as Banks etc.	Not Available	Not Available	Not Available
	Capacity building programme by way of vocational studies & training youth for	Not Available	Not Available	Building available but not being used for

Infrastructure	Facilities	Availability of facilities		
		Model Village-Mithrau Block-Chohtan (Barmer)	**Model Village-18P Block-Anupgarh (Sri Ganganagar)**	**Model Village-20BD Block Khajuwala (Bikaner)**
	self- employment and skill up gradation of artisans, weak farmers etc. skill development in tourism and hospitality, etc. focus attention should be on women folk.			intended purpose.
Economic Infrastructure	Area specific approach keeping in view the economy of scale-Backward Forward integration.	Not Available	Not Available	Not Available
	Any other need based facilities	-	-	-
Mobility/ Communication	The Model/Smart village shall be connected with roads from the nearby main road and further with all the surrounding villages.	Available	Available	Available
	The Model/Smart village shall have a Mobile tower of BSNL so that it can cater the need of the population in the surrounding villages.	Available	Not Available	Available
	Digitalization: IT, CIC hub, etc.	E-mitra service available	Not Available	Not Available
Electricity	Model village will be a power hub where new and renewable energy be generated and also distributed to the surrounding villages.	Not Available	Not Available	Not Available
Housing	Houses for Teachers and other staff and Doctors, para medics etc.	Residential Quarters were available	Residential Quarters were available	Residential Quarters were available.
Solid waste Management. Recycling of sludge water. Rain water harvesting		Not Available	Not Available	Not Available

Appendix VIII

(Refer paragraph: 2.1.10.5(i))

Statement showing the details of deficiencies noticed during joint physical verification of the selected works in Education Sector under BADP

(₹ in lakh)

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
Damaged assets/want of repair						
1	Construction of additional class room and water and toilet facilities at Government Senior Secondary School, Ramjan ki Gafan (2018-19/34265)	Barmer Chohtan	Gram Panchayat-Ramjan ki Gafan	12.00/ 07-02-2019	12.00 Completed	Cracks were found in the walls. Water facility was not found.
2	Construction of additional class room 2 Nos. and water and toilet facilities at Government Senior Secondary School, Aarbi ki Gafan (2018-19/34266)	Barmer Chohtan	Gram Panchayat-Ramjan ki Gafan	17.61/ 07-02-2019	17.61 Completed	Cracks were found in the walls. Water and toilet facility was not found.
3	Construction of additional class room and water facilities at Government Secondary School, Navatala, Jaitmal (2019-20/1581)	Barmer Chohtan	Gram Panchayat-Navatala Jaitmal	6.89/ 01-07-2019	6.89 Completed	Cracks were found in the walls.
4	Construction of additional class room at Government Senior Secondary School, Shobhala, Jaitmal (2019-20/8203)	Barmer Chohtan	Gram Panchayat-Shobhala Jaitmal	10.00/ 09-12-2019	0.10 In Progress	One gate of a room was found broken.
5	Construction of two room verandah in Government Senior Secondary School, 12 H (2017-18/19895)	Sri Ganganagar Anupgarh	Gram Panchayat-12 H	9.00/ 12-06-2017	9.00 Completed	Cracks were found in the ceiling and floor.
6	Boundary wall extension work, Upper Primary School, 6 BGM (16-17/21856)	Bikaner Khajuwala	Gram Panchayat-40 KYD	12.00/ 01-09-2017	12.00 Completed	Cracks were found in boundary wall.
7	Construction of boundary wall Government Primary School, Lambapaar (2017-18/23361)	Jaisalmer Sam	Gram Panchayat-Lunar	8.00/ 01-01-2018	4.00 In Progress	Display board was not available. One side of boundary wall was damaged. No main gate was installed at boundary wall.

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
8	Construction of boundary wall, Government Primary School, Dhanana (2019-20/12628)	Jaisalmer Sam	Gram Panchayat-Dhanana	10.00/ 31-03-2020	10.00 Completed	Display Board was not available. Boundary wall was damaged at one side.
9	Construction of teacher's house in Government Upper Primary School, 12 KYD (16-17/19995)	Bikaner Khajuwala	Gram Panchayat-17 KYD	7.5/ 12-05-2016	7.5 Completed	Floor was broken. A high slope found on the ramp which was dangerous. Glasses were not found in the window.
10	Construction of Science Lab in Government Secondary School, Ramjan ki gafan (2017-18/23462)	Barmer Chohtan	Gram Panchayat-Ramjan ki Gafan	9.00/ 14-02-2019	9.00 Completed	Cracks were found and not being used
Idle/Non-Functional assets/unfruitful						
11	Construction of Computer room and Science room at Government Adarsh Senior Secondary School Shobhala, Jaitmal (2017-18/23447)	Barmer Chohtan	Gram Panchayat-Shobhala Jaitmal	18.00/ 12-03-2018	17.73 Completed	There is no science faculty in the school but the rooms were being taken in general use.
12	Construction of additional classroom and Science Lab at Government Senior Secondary School, Navatala, Jaitmal (2017-18/23408)	Barmer Chohtan	Gram Panchayat-Navatala Jaitmal	18.00/ 14-02-2018	18 Completed	There was no Science faculty in the school.
13	Construction of Computer room at Government Secondary School, Ramjan ki gafan (2017-18/23471)	Barmer Chohtan	Gram Panchayat-Ramjan ki Gafan	9.00/ 14-02-2019	9 Completed	Cracks were found and room was not being used.
14	Sports ground construction, Government Secondary School, 8KYD (16-17/20797)	Bikaner Khajuwala	Gram Panchayat-8 KYD	11.50/ 23-12-2016	11.50 Completed	Sports ground was not being used and only shed is found and there were shrubs grown in the ground.
15	Teacher housing construction, Government Secondary School, 2 KLD (17-18/25642)	Bikaner Khajuwala	Gram Panchayat-2 KLD	8.00/ 01-01-2018	8 Completed	Houses were not allotted to anyone and thus not being used.
16	Science laboratory and library room construction work in Government Middle School, 8 KYD (17-18/25783)	Bikaner Khajuwala	Additional District Coordinator RMSA	19.64/ 22-01-2018	16.75 Completed	The asset was found not being used.

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
17	Construction of Playground in Government Primary School, 3 PHM (19-20/7066)	Bikaner Khajuwala	Gram Panchayat-7 PHM	15.00/ 22-10-2019	15 Completed	Only shed was found, Track was not found.
18	Construction work of digital library	Bikaner Khajuwala	Gram Panchayat-20 BD	15.00/ 27-11-2017	14.99 Completed	Computer and furniture are kept scattered and not being used.
19	Construction work of classroom, two hall & verandah	Bikaner Khajuwala	Gram Panchayat-17 KYD	12.00/ 04-01-2019	11.99 Completed	No Electricity connection found. Light fitting is not in proper condition. No pipe found for water drainage on the Roof. Glasses not found in the window
20	Construction of computer room with verandah, Government Upper Primary School, 27 BD	Bikaner Khajuwala	Gram Panchayat-2 KWM	7.5/ 12-12-2017	7.47 Completed	No Electricity connection found. Computers were not installed.
21	Construction of E-library at Senior Secondary School, Tejpala (2018-19/808)	Jaisalmer Sam	GP Tajpala	10.00/ 11-07-2018	9.69 Completed	E-library was not being used for intended purpose and was lying vacant.
22	Construction of additional classroom in Government Primary School at Chouhani (2016-17/16293)	Jaisalmer Sam	Gram Panchayat-Dev	5.00/ 27-10-2016	5 Completed	Display board was not available Additional classroom was not in use.
23	Construction of Library room at Government Senior Secondary School, Lunar (2017-18/18766)	Jaisalmer Sam	Gram Panchayat-Lunar	12.45/ 01-01-2018	12.45 Completed	Library room was not being used for intended purpose and lying vacant.
24	Construction of additional classroom, Government Primary School, Kharaghanda, Khabdela (2018-19/29554)	Jaisalmer Sam	Gram Panchayat-Harnau	10.00/ 08-03-2019	10 Completed	Display Board was not available No teacher was posted in the school. As such school was not functional. Old building was damaged and additional class room constructed was locked and not being used for intended purpose as the keys were in custody of a private person.

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
25	Construction of additional classroom, Government Primary School, Murar (2018-19/29557)	Jaisalmer Sam	Gram Panchayat-Harnau	10.00/ 08-03-2019	9.69 Completed	Display Board was not available. No teacher was posted in the school. As such school was not functional. Old building was damaged and additional class room constructed was vacant and not being used for intended purpose.
26	Construction of Computer room at Government Senior Secondary School, Raymala (2017-18/18779)	Jaisalmer Sam	Gram Panchayat-Raymala	9.82/ 26-12-2017	9.82 Completed	Computer room was idle and not being used for intended purpose. One computer room, one Arts and Craft room and one Library room was also constructed under *Samgra Siksha Abhiyan*, in the year 2018-19. Thus, there was duplication of works without assessing actual needs.
Assets not being used for intended purpose/personal use						
27	Construction of library in Government Higher Secondary School, 3PWM (2016-17/12896)	Bikaner Khajuwala	Gram Panchayat-3 PWM	10.00/ 15-09-2016	10 Completed	Library is being used as residence. Balcony was found broken and cracks were also found.
28	Construction of 2 additional classroom in Government Primary School, Nayatala (2019-20/12629)	Jaisalmer Sam	Gram Panchayat-Harnau	11.00/ 31-03-2020	11 Completed	Display Board was not available. Against 2 additional classroom, only one class room was constructed. Additional class room constructed was being used by a teacher for residential purpose and not being used for intended purpose.
29	Purchase of Computer with furniture Government Senior Secondary School, 18 P (2017-18/12406)	Sri Ganganagar Anupgarh	Gram Panchayat-18 P	5.00/ 07-07-2017	5 Completed	Seven computers were found instead of ten. One computer was installed at teachers' home and another one is in Principal room.

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
						They are not being used by the students.
30	Construction of Computer lab at Government Senior Secondary School (2018-19/13455)	Jaisalmer Sam	Gram Panchayat-Tejpala	25.00/ 11-07-2018	24.67 Completed	Computer lab was not used for intended purpose and being used by the teaching staff for residential purpose.
31	Construction of additional classroom in Government Primary School, Khyala Math (2017-18/23363)	Jaisalmer Sam	Gram Panchayat-Myazlar	5.5/ 05-02-2018	5 In progress	Display Board was not available. Additional room constructed was not used for intended purpose and was used by someone for personal use.
32	Construction of Computer room at Government Senior Secondary School, Myazlar (2018-19/29458)	Jaisalmer Sam	Gram Panchayat-Myazlar	9.82/ 08-03-2019	9.82 Completed	Display Board was not available. Computer room was not being used for intended purpose and was being used as store room.
Incomplete/Improper site selection						
33	Construction of Library room and Girls toilet at Government Senior Secondary School, Raymala (2019-20/1993)	Jaisalmer Sam	Gram Panchayat-Raymala	13.95/ 26-12-2017	10 In progress	No Display board was available on site. On the date of physical verification work was stopped and was incomplete since long time.
34	Construction of boundary wall, Government Primary School, Sbhaiyo ki dhani, Shahgarh (2018-19/29525)	Jaisalmer Sam	Gram Panchayat-Shahgarh	5.00/ 08-03-2019	2.5 In progress	Work was not completed and in progress.
35	Construction of Interlocking kharanja at Government Primary School to Rathodo ka vas, Kirt singh ki Dhani (2018-19/29542)	Jaisalmer Sam	Gram Panchayat-Myazlar	5.00/ 08-03-2019	5 Completed	Display Board was not available. Nali was not constructed. Stone masonry work was not done and proper slopes were also not given. Interlocking kharanja road was not connected with main road.
36	Construction of three additional class room in Government Primary School, Balidad ki basti Dhanana (2018-19/29475)	Jaisalmer Sam	Gram Panchayat-Dhanana	16.50/ 08-03-2019	8.25 In progress	Three doors were made whereas as per Technical Sanction there were six doors.

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
37	Construction of two additional classroom in Government Primary School, Dhanana (2018-19/29516)	Jaisalmer Sam	Gram Panchayat-Dhanana	10.00/ 08-03-2019	5 In progress	Display Board was not available Work was stopped and incomplete on the date of physical verification.
Construction not as per specification /defective						
38	Teacher housing construction work, 12 KYD	Bikaner Khajuwala	Gram Panchayat- 17 KYD	8/ 22-05-2018	8 Completed	A high slope found on the ramp and tiles not present. Glasses not found in the window
39	Construction of additional classroom in Government Primary School, Lale ki basti, Dhanana (2018-19/29480)	Jaisalmer Sam	Gram Panchayat-Dhanana	5.5/ 08-03-2019	5.5 Completed	One door and one window was made whereas as per Technical Sanction there was one door and three window.

Appendix IX

(Refer paragraph: 2.1.10.5(ii))

Statement showing the details of deficiencies noticed during joint physical verification of the selected works in Health Sector under BADP

(₹ in lakh)

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
Damaged/ Want of Repairing						
1	Construction of boundary wall, Health Sub Center, Lunar (2018-19/794)	Jaisalmer Sam	Gram Panchayat– Lunar	8.00/ 30-07-2018	8 Completed	One side of boundary wall was damaged. No main gate was installed at boundary wall.
2	Construction of ward and labor room in Primary Health Center (PHC), Mithadau (2017-18/13021)	Barmer Chohtan	PWD-Chohtan	30.00/ 30-10-2017	28.12 Completed	Water collects on the roof and drainage was not working. Display board was not found.
Idle/Non-functional/unfruitful						
3	Construction of 10 bedded AC Hospital in village 35-A near BOP Kailash (2019-20/332)	Sri Ganganagar Anupgarh	Executive Engineer, PWD-Anoopgarh	30.00/ 28-05-2019	11.23 In Progress	The hospital was not being used.
4	Construction of 10 bedded AC Hospital in village 27-A near BOP Kailash (2019-20/333)	Sri Ganganagar Anupgarh	Executive Engineer, PWD-Anoopgarh	30.00/ 28-05-2019	23 Completed	The hospital was found closed and not being used by the general public. It was not being maintained.
5	Construction of Labor room, Sub Health Centre, 18 P (2017-18/12442)	Sri Ganganagar Anupgarh	Gram Panchayat-18 P	10.00/ 07-07-2017	10 Completed	Equipment of labor room not installed.
6	Construction work of sub-centre with ANM quarter and maternity home	Bikaner Khajuwala	Gram Panchayat-20 BD	10.00/ 19-07-2017	10 Completed	The building was closed and not being used.
7	Construction work of Maternity home 17 KYD	Bikaner Khajuwala	Gram Panchayat-17 KYD	10.00/ 06-02-2018	10 Completed	Gate and toilets are broken and not being used.
8	Maintenance Work A.N.M. Quarter Lunar (2016-17/14876)	Jaisalmer Sam	Gram Panchayat– Lunar	5.00/ 19-10-2016	2.5 In progress	Display Board was not available. ANM quarter was damaged and in bad condition. Maintenance was not done in the quarter.
Assets not being used for intended purpose/ personal use						
9	Construction of Labor Room in Primary Health Centre, Myazlar (2016-17/14871)	Jaisalmer Sam	Gram Panchayat– Myazlar	8.00/ 11-11-2016	8 Completed	No stairs/ramp was constructed at Labour Room. Construction material was kept in front of Labour room. Labour room was used as store room and not being used for intended purpose.

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
10	Construction of mini two wards Hospital building with one cool room, staff office and MO room with toilets, Ghotaru (2017-18/13281)	Jaisalmer Sam	Station Commander, Army, Jaisalmer	30.00/ 28-08-2017	30 Completed	Display Board was not available. No doctor/Medical staff was posted in the hospital. The building was not being used for hospital purpose and instead it was being used by the Army personnel's for residential purpose.
11	Construction of MI Room at Bachiyachore (2020-21/847)	Jaisalmer Sam	SE, PWD-II, Jaisalmer	25.00/ 25-06-2020	12.50 In progress	Display board was not available. MI hospital room was not being used for intended purpose as no hospital staff was posted.
Incomplete/Improper site Selection						
12	Construction of MI Room at village sadewala (2019-20/1958)	Jaisalmer Sam	BSF North Jaisalmer	30.00/ 09-08-2019	12.50 Incomplete	No Display board of BADP was available on site. On the date of inspection, no construction work was in progress at site. Work was incomplete and keys were in possession of contractor. It was further observed that site selection was not proper as the construction was done in water logging area and a nala was passing under road towards the construction site. Also, construction of plinth level was below the level of road.

Appendix X

(Refer paragraph: 2.1.10.5(iii))

Statement showing the details of deficiencies noticed during joint physical verification of the selected works in Agriculture and Allied Sector under BADP

(₹ in lakh)

S. No.	Detail Name of work Inspected (Work ID)	Distric/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
Damaged assets/ want of repair						
1	Construction of Veterinary Sub-Centres, Mithadau (2017-18/13040)	Barmer Chohtan	Gram Panchayat-Mithadau	10.00/ 10-10-2017	10 Completed	There were cracks in the walls. There was no water system for the animals. Travis was not installed.
Idle/Non-functional assets/ unfruitful						
2	Creation of Animal Sub Centre (2016-17/12889)	Bikaner Khajuwala	Gram Panchayat-2 KLD	10.35/ 20-09-2016	10.35 Completed	Electricity connection was not available and building was not being used.
3	Construction of Animal Sub Centre 34 KYD (2016-17/12900)	Bikaner Khajuwala	Gram Panchayat-34 KYD	10.35/ 15-09-2016	10.34 Completed	No staff was posted and hence the sub centre was not being used.
4	Construction of Animal Sub Centre, Anandgarh (16-17/12956)	Bikaner Khajuwala	Gram Panchayat-Anandgarh	10.85/ 20-09-2016	10.80 Completed	No staff posted there hence not being used
5	Construction of residential quarter for staff at Veterinary Sub Centre, Tejpala (2018-19/801)	Jaisalmer Sam	Gram Panchayat-Tejpala	15.00/ 11-07-2018	14.99 Completed	Residential quarter was lying vacant.
6	Construction of residential house for veterinary doctor and staff at Veterinary Hospital, Myazlar (2018-19/778)	Jaisalmer Sam	Gram Panchayat-Myazlar	15.00/ 11-07-2018	15 Completed	Display Board was not available. Residential house for veterinary doctor and staff at Veterinary Hospital was vacant and not used since its completion.
7	Water course plantation, 7 DND, Dhanana (2016-17/16100)	Jaisalmer Sam	DDP IGNP Jaisalmer	9.5/ 15-12-2016	9.5 Completed	Display Board was not available. Plantation work was done in the year 2015 in 20 Hectare area and maintenance was done upto September 2019. Thereafter, maintenance of khala plantation was not being done. Consequently, most of the plants could not survive as seen in the physical verification.
8	SDS 0-5 RD, Longewala Minor, Longewala (2016-17/16096)	Jaisalmer Sam	DDP IGNP Jaisalmer	6.33/ 15-12-2016	6.33 Completed	Display Board was not available. There was no fencing on plantation side and no guard was posted for security of plants. Plantation work was done in the year 2014 in 50

S. No.	Detail Name of work Inspected (Work ID)	Distric/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
						hectare area and maintenance was done upto year 2017-18 (Third year of maintenance). Thereafter, maintenance of plantation was not being done. Consequently, most of the plants could not survive and only some small plants of Vilayati Babool survived as seen in the physical verification.
9	SDS Hushen Ki Dhani, 25 Ha. Longewala (2016-17/16094)	Jaisalmer Sam	DDP IGNP Jaisalmer	2.64/ 09-09-2016	2.64 Completed	Display Board was not available. There was no fencing on plantation side and no guard was posted for security of plants. Plantation work was done in the year 2014 in 60 hectare area and maintenance was done upto year 2017-18 (Third year of maintenance). Thereafter, maintenance of plantation was not being done. Consequently, most of the plants could not survived and only some small plants of Vilayati Babool survived as seen in the physical verification.
10	SDS Samde khan ki dhani, 60 Ha., Longewala (2016-17/16098)	Jaisalmer Sam	DDP IGNP Jaisalmer	3.17/ 15-12-2016	3.17 Completed	Display Board was not available. There was no fencing on plantation side and no guard was posted for security of plants. Plantation work was done in the year 2014 in 60 hectare area and maintenance was done upto year 2017-18. Thereafter maintenance of plantation was not being done. Consequently, most of the plants could not survived and only some small plants of Vilayati Babool survived as seen in the physical verification.
11	WC Plantation Chack 12 ATD, 10 Ha., Bandha (2017-18/31385)	Jaisalmer Sam	DDP IGNP Jaisalmer	4.75/ 09-04-2018	4.75 Completed	Plantation work (5000 plants) was done in the year 2016-17 in 10 Hectare area and maintenance was done upto year 2018-19. Thereafter maintenance of khala plantation was not being done. Most of the plants on both side of khala could not survive as seen in the physical verification.

S. No.	Detail Name of work Inspected (Work ID)	Distric/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
Incomplete/Improper site selection						
12	Construction of Water Course SN. 137/24 Total Lt 2, Murbba 8 K-B (2017-18/24224)	Sri Ganganagar Anupgarh	Gram Panchayat-8 KB	4.78/ 15-12-2017	4.28 Completed	After construction of water course in 660 ft., the work was stopped due to stay order. Display board was not found.
13	Ambulance for wild animals (2019-20/8778)	Jaisalmer Sam	DDP Jaisalmer	12.00/ 26-12-2019	0.1 Started	A Vehicle make Bolero Camper purchased on 28-07-21 for ₹ 7,92,829 however, it was yet to be converted as Ambulance for wild animal by modification of vehicle even after lapse of 18 months from sanction. Purchases of vehicle without any structure of ambulance are not permissible under BADP.
Inadmissible work						
14	Water Course Plantation, 1,4,5 MRD 5, Ghotaru (2016-17/16079)	Jaisalmer Sam	DDP IGNP Jaisalmer	4.75/ 15-12-2016	4.75 Completed	Works were shown sanctioned for Ghotaru GP Shahgarh area whereas works were executed in GP Bandha which was beyond 50 KM from 0 line 1st habitation. Thus, the work was inadmissible
15	Construction of Rain Water Harvesting Structure (RWHS) and establishment and maintenance in Ny. 6 RMM, Dittowala Bandha (2018-19/29432)	Jaisalmer Sam	DDP IGNP Jaisalmer	25.00/ 09-03-2019	21.05 Completed	Water supplied from canal was being stored for drip irrigation of pomegranate and *ber* tree plantation which was fenced in adjoining area of water storage tank. Expenditure on fencing: ₹ 7,99,053 and on fertilizer: ₹ 29,400 done in aforesaid work was not allowable under BADP. Further, no revenue was generated from Pomegranate and *ber* tree even after fertilizer treatment and pomegranate fruit crop was spoiled. Also, Pump installed was out of order due to want of repair and no electricity connection was installed for aforesaid irrigation work. Area of forest land (12.5 hectare) was not identifiable as the no fencing was done and nearby area was surrounded by murabas of other farmers. Construction of RWHS was sanctioned whereas a water storage tank without catchment area was constructed in the year 2019-20. Display Board was not available.

Appendix XI

(Refer paragraph: 2.1.10.5(iv)(a))

Statement showing the details of deficiencies noticed during joint physical verification of the selected works in Infrastructure-I sector under BADP

(₹ in lakh)

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
Damaged/Want to Repairing						
1	Construction of CC block road, 17 KYD Abadi	Bikaner Khajuwala	Gram Panchayat- 17 KYD	20.00/ 01-01-2018	19.99 Complete	Uprooted blocks were lying at various places and were also found damaged on the side of the road.
2	Construction of Bituminous (BT) road Myazlar Pocheena road to Shyam Singh/Maha Singh ki Dhani 1.5 km (2018-19/29309)	Jaisalmer Sam	XEN, PWD II Jaislamer	31.50/ 18-01-2019	22.56 Completed	BT road was completed and was under Defect Liability Period (DLP). But it was observed that there were various potholes on road and road was damaged at various intervals. Maintenance was not being done. Further, shoulder were not proper, side slope were not given.
3	Pocheena village to Amar Singh ki dhani km 0/0 to 5/0 (2017-18/31639)	Jaisalmer Sam	XEN, PWD II Jaislamer	105.00/ 22-03-2018	104.59 Completed	
4	Construction of BT road from A/R Changaniyo ki basti 1 km (2019-20/12305)	Jaisalmer Sam	XEN, PWD II Jaislamer	21.00/ 26-02-2020	16.79 Completed	
5	Construction of BT road Panne Singh ki dhani, 2 km (2018-19/29302)	Jaisalmer Sam	XEN, PWD II Jaislamer	42/18-01-2019	29.54 Completed	
6	Construction of BT road Raghwa to Kalra kua 3.5 km (2017-18/23178)	Jaisalmer Sam	XEN, PWD II Jaislamer	73.50/26-12-2017	51.25 Completed	There were various potholes on road and road was damaged at various intervals. Maintenance was not being done. Further, as per MB (page no. 99) 4 Culverts/Bridge of ₹ 1,46,088 were constructed on road however work of constructing culverts was not done.
7	Construction of BT road Naya Kerla to Udai Singh ki dhani 1.5 km (2017-18/23186)	Jaisalmer Sam	XEN, PWD II Jaislamer	31.50/ 26-12-2017	25.14 Completed	There were various potholes on road and road was damaged at various intervals. Maintenance was not being done. Shoulders were not proper, side slope was not given.
8	Renewal of Myazlar Pocheena road to Binjraj ka Tala km 0/0 to 1/250	Jaisalmer Sam	XEN, PWD II Jaislamer	15.00/ 22-03-2018	11.72 Completed	BT road was completed and was under Defect Liability Period (DLP). But it was observed that there were various potholes on road

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
	(2017-18/31439)					and road was damaged at various intervals. Maintenance was not being done. Further, shoulder were not proper, side slope were not given.
9	Main road to Dhanana road 0.50 km (2016-17/14848)	Jaisalmer Sam	XEN, PWD II Jaislamer	13.47/ 11-11-2016	7.77 Completed	There were various potholes on road and road was damaged at various intervals.
10	Construction of BT road from Raghwa to Kalra kuwa ki dhani 3 km (2016-17/14849)	Jaisalmer Sam	XEN, PWD II Jaislamer	75.00/ 27-10-2016	58.8 Completed	
11	Construction of BT road 40 RD Aasutar road to DTSM bridge 4 km (2018-19/29243)	Jaisalmer Sam	XEN, PWD II Jaislamer	84.00/ 18-01-2019	69.68 Completed	BT road was completed and was under Defect Liability Period (DLP). A culvert was laid, however road on the culvert side was badly damaged. There were various potholes on road and road was damaged at various intervals. Maintenance was not being done.
12	Construction of CC block road from Damar road to Co-operative godown (16-17/23624)	Bikaner Khajuwala	Gram Panchayat- 25 KYD	14.00/ 02-02-2017	14 Completed	Cracks were found on the road. Display board was not found.
13	Bridge construction Rd 11 25 Canal on 3 KJD (16-17/24008)	Bikaner Khajuwala	Gram Panchayat- 22 KYD	15.00/ 17-02-2017	13.8 Completed	
14	Construction of CC road water to new aabadi ki aur, 18 P (2017-18/9934)	Sri Ganganagar Anupgarh	Gram Panchayat 18 P	13.88/ 14-06-2017	13.88 Completed	There were potholes and cracks on the road.
15	Construction of kharanja road H minor to aabadi hisham ki 11 H (2017-18/25139)	Sri Ganganagar Anupgarh	Gram Panchayat 12 H	12.00/ 13-12-2017	12 Completed	Kharanja was found broken. Display board was not found.
16	Construction of BT ring road Ghantiyalee 1 km (2018-19/29303)	Jaisalmer Sam	XEN, PWD II Jaislamer	21.00/ 18-01-2019	15.60 Completed	BT road was completed and was under Defect Liability Period (DLP). There were various potholes on road.
17	Construction of Interlocking kharnja at Amad ki dhani, Dhanana (2019-20/1796)	Jaisalmer Sam	Gram Panchayat Dhanana	5.00/ 30-07-2019	5 Completed	Interlocking road was badly damaged and there was grass grown in middle of roads. Nali was not constructed. Display board was not available.

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
18	Construction of CC road with Nali Panchayat Ghar (2019-20/1917)	Jaisalmer Sam	Gram Panchayat Harnau	5.00/ 30-07-2019	5 Completed	Expansion joints were not given on the CC road and as a result the road was badly damaged and concrete was crumbled. Nali was not constructed. Display board was not available
19	Interlocking road Gaad singh ke ghar to Ummed Singh ke ghar tak (2018-19/791)	Jaisalmer Sam	Gram Panchayat Lunar	15.00/ 30-07-2018	7.50 Completed	Interlocking road was badly damaged. Stone masonry was not done and proper slopes were also not given. Nali was not constructed. Display Board was not available.
20	Construction of BT road main road to Satto ki dhani (2016-17/25917)	Jaisalmer Sam	XEN, PWD II Jaisalmer	75.00/ 28-02-2017	48.98 Completed	There were various potholes on road and road was damaged at various intervals. Display board was not available.
21	Asutar road to Chak aabadi 9 10 ATD Asutar (2016-17/14862)	Jaisalmer Sam	XEN, PWD II Jaislamer	137.00/ 27-10-2016	91.62 Completed	There were various potholes on road and road was damaged at various intervals. A culvert was laid, however road on the culvert side was badly damaged. Display board was not available.
22	CC Block road construction, Revenue village 1 KJD (16-17/12897)	Bikaner Khajuwala	Gram Panchayat- 3 PWM	15.00/ 15-09-2016	14.99 Completed	Road was found damaged and display board was also not found.
23	Construction of BT road Goharka Tala to Bhuramal ki dhani (2016-17/16713)	Barmer Chohtan	PWD-Chohtan	146.97/ 16-11-2016	95.71 Completed	The road was broken at various places and shoulders were also found damaged.
24	CC Block road construction work 6 BDA main road to water works diggy 6 BDB (18-19/32474)	Bikaner Khajuwala	Gram Panchayat- 8 KYD	20.00/ 19-12-2018	20 Completed	The CC blocks were uprooted and broken on the side of the road and were lying at many places.
25	Construction of internal roads and drains in Mithadau (2017-18/13057)	Barmer/ Chohtan	Gram Panchayat-Mithadau	36.80/ 10-10-2017	36.80 Judgemental	The drain was filled with soil, so half of the drain was not being used for drainage work. Cracks were found at some places in the drain, there is no system of cleaning in the drain, the drain is not connected to the end.
26	Construction of CC road from main road to Kodecho Meghwalo ka pada GP Ramzan	Barmer/ Chohtan	Gram Panchayat-Ramjaan ki Gafan	10.00/ 14-02-2018	10 Completed	The grit was uprooted at some places. And there were cracks at many places. Display board was also not found.

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
	ki gafan (2017-18/23414)					
27	Construction of C.C. road from main road to Sub-centre Shobhala Jaitmal (2017-18/23418)	Barmer Chohtan	Gram Panchayat-Shobhala Jaitmal	9.00/ 24-01-2018	9 Completed	The grit was uprooted at some places. And there were cracks at many places. Display board was also not found.
28	Construction of CC Road from Kishan kumar house to Jangir Singh house	Bikaner Khajuwala	Gram Panchayat- 17 KYD	20.00/ 06-02-2018	19.99 Completed	The road is uprooted and there were various potholes.
Incomplete and Improper site Selection						
29	Construction of Interlocking kharanja with Nali at Dhanana Road to Dulle ka vas Jakab Fakir ki dhani (2019-20/1829)	Jaisalmer Sam	Gram Panchayat Dhanana	10.00/ 30-07-2019	10 Completed	Nali was not constructed. Interlocking Kharanja road was not connected with main road. Display board was not available
30	Construction of Interlocking kharanja with Nali at Ajij/Shale Mohmed ka vas (2019-20/1831)	Jaisalmer Sam	Gram Panchayat Dhanana	10.00/ 30-07-2019	10 Completed	Nali was not constructed. Interlocking Kharanja road was not connected with main road. Display board was not available
31	Construction of Interlocking Kharanja with Nali, 2 GDM 8 1/51 Hamiron ki basti (2016-17/15993)	Jaisalmer Sam	Gram Panchayat Sam	10.00/ 11-11-2016	9.97 Completed	Nali was not constructed. Interlocking road was badly damaged at intervals. Stone masonry was not done and proper slopes were also not given. Interlocking road was not connected with main road. Display board was not available.
32	Construction of BT road Raghwa Kalra Kua 4 km (2018-19/29246)	Jaisalmer Sam	XEN, PWD II Jaisalmer	84.00/ 18-01-2019	67.89 Completed	As per MB (page no. 98) Culverts/Bridge of ₹ 1,09,604 were constructed on road however work of constructing culverts was not done. There were linings on Road. BT road work was completed and road was under DLP. Road was damaged at various intervals and shoulders were broken.
33	Construction of BT road from Village Jessio to BOP Jessio (2020-21/844)	Jaisalmer Sam	XEN ,PWD II Jaisalmer	40.00/ 25-06-2020	10 In Progress	BT Road work was incomplete even after expiry of stipulated period of completion i.e 16-12-2020. Notices were issued to contractor for completion.
34	Construction of Interlocking Kharanja with Nali at Saluno ki Dhani Main Road	Jaisalmer Sam	Gram Panchayat Dhanana	10.00/ 19-10-2016	10 Completed	Nali was not constructed. Interlocking road was badly damaged. Interlocking Kharanja road was not connected with main

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
	to 5 DND B Dhanana (2016-17/15991)					road. Display board was not available.
35	Construction of Interlocking Momdau (2019-20/1913)	Jaisalmer Sam	Gram Panchayat Shahgarh	5.00/ 09-08-2019	2.5 Completed	Nali was not constructed. Stone masonary was not done and proper slopes were also not given. Interlocking road was badly damaged. Interlocking Kharanja road was not connected with main road. Display board was not available.
36	Interlocking Kharanja with nali Veer Singh ki dhani to Hukum Singh ki dhani (2019-20/1923)	Jaisalmer Sam	Gram Panchayat Myazlar	5.00/ 20-08-2019	3.94 Completed	Nali was not constructed. Stone masonry was not done and proper slopes were also not given. Display board was not available.
37	Construction of BT road from Main Road to Mahavir ki Dhani Murba No. 110-63, 2 Km (2019-20/12292)	Jaisalmer Sam	XEN, PWD II Jaisalmer	42.00/ 26-02-2020	11 Incomplete	On the date of physical verification, work was stopped. Only 900 meter road was constructed and thereafter work was stopped due to land dispute as explained by the AEN PWD. Display board was not available.
Construction not as per specification/ defective						
38	Construction of BT road Chak No. 10 KSR Murba No. 188/01 Leelawati ki Dhani Tak (2018-19/29312)	Jaisalmer Sam	XEN, PWD II Jaisalmer	42.00/ 18-01-2019	28.90 Completed	As per MB (page no. 98), 8 Culverts/Bridge of ₹ 1,46,139 were constructed on road however work of constructing only one culvert was done. Against 2 km road only 1.4 km road was constructed whereas as per MB 2 km road was constructed. BT road work was under DLP. Road was damaged at various intervals and shoulders were broken.
39	Construction of BT road Padma Ram/ Loona Ram ki Dhani 10 KSR to Chak No. 10 KSR Murba No. 188/01 Meghwalon ki Dhani 1.0 Km (2017-18/23189)	Jaisalmer Sam	XEN, PWD II Jaisalmer	21.00/ 26-12-2017	15.11 Completed	As per MB (page no. 99) 2 Culverts/Bridge of ₹48,696 were constructed on road however work of constructing one culvert was done which was also filled with soil. There were various potholes on road.
40	Construction of BT road Ring road to Khyala Math 2 km (2018-19/29247)	Jaisalmer Sam	XEN, PWD II Jaisalmer	42.00/ 18-01-2019	33.29 Completed	It was observed that two (15 Mtr.) culverts were laid, however culverts were not constructed/designed properly and placed at proper places for cross drainage. One culvert was filled with soil and choked and another one

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
						was also damaged. Shoulders were not proper and side slope was not given. BT road work was completed and road was under DLP. However, there were various potholes on road and road was damaged at various intervals. Maintenance was not being done.
41	Incomplete construction of BT Road Chak No. 4, 9 SLD Murba No. 10/60 Premratan ki dhani (2017-18/23166)	Jaisalmer Sam	XEN, PWD II Jaisalmer	21.00/ 18-01-2019	16.55 Completed	As per MB page no. 97, 3 culvert amounting ₹ 54,802 were constructed for cross drainage, however only one culvert was actually constructed which was choked. Shoulders were not proper and side slope was not given. BT Road work was completed and road was under DLP. However, there were various potholes on road and road was damaged at various intervals. Maintenance was not being done.
42	Construction of BT Road Tanot to Natthuwala Road 1 Km (2018-19/29304)	Jaisalmer Sam	XEN, PWD II Jaisalmer	21.00/ 18-01-2019	15.40 Completed	Provision of four culvert in 1 km road for ₹ 36,535 was made, however, work of culvert was not done. Display board was available on site but it was blank.
43	Renewal of Sadhna to 6-7 KSR road 4 km (2018-19/30378)	Jaisalmer Sam	XEN, PWD II Jaisalmer	44.00/ 18-01-2019	42.32 Completed	Shoulders were not constructed properly.
44	Construction of BT Road Chak No. 4, 9, SLD Murba No. 10/60 Premratan ki Dhani 1 Km (2017-18/23189)	Jaisalmer Sam	XEN, PWD II Jaisalmer	21.00/ 26-12-2017	15.10 Completed	As per MB page no. 97, three culvert amounting ₹ 54,802 were constructed for cross drainage, however no culvert was actually constructed. BT Road work was completed and road was under DLP. There were various potholes on road and road was damaged at various intervals. Maintenance was not being done. Shoulders were not proper and side slope was not given. Display Board was not available.
45	Construction of Interlocking Kharanja with Nali at Main Road to Atal Seva kendra Shahgarh (2016-17/15825)	Jaisalmer Sam	Gram Panchayat Shahgarh	10.00/ 11-11-2016	10 Completed	Nali was not constructed. Stone masonry was not done and proper slopes were also not given. Display Board was not available.

Appendix XII

(Refer paragraph: 2.1.10.5(iv)(b))

Statement showing the details of deficiencies noticed during joint physical verification of the selected works in Infrastructure-II Sector under BADP

(₹ in lakh)

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
Damaged/Want of Repairing						
1	Laying and connecting of pipeline for drinking water improvement gravity main line and RWR 6KJD Village 6KJD (2016-17/12881)	Bikaner Khajuwala	Executive Engineer, PHED (District Rural, Block-II), Bikaner	60.00/ 30-11-2016	45.19 Completed	Diggi wall was broken and pump was not installed. Display board was not found.
2	Construction of Water Harvesting Structure (2017-18/12295)	Sri Ganganagar Anupgarh	Gram Panchayat-18 P	3.06/ 07-07-2017	3.06 Completed	Cracks were found in water harvesting structure.
3	Construction and commissioning of 50 KL GLR and providing, laying and jointing of pipeline from Asutar to Badhu ki dhani, Dittowala, Bandha (2019-20/8745)	Jaisalmer/ Sam	Executive Engineer, PHED (District), Jaisalmer	10.00/ 26-12-2019	6.84 Completed	Plinth protection was poor and badly damaged. Display board was not available.
4	Construction and commissioning of Tubewell, CWT, Pipeline, GLR/CWR near village Harda (2018-19/1706)	Jaisalmer/ Sam	Executive Engineer, PHED (District), Jaisalmer	30.00/ 11-07-2018	24 In progress	Plinth protection was damaged. There were leakages in the CWR. Display board was not available.
5	Proposal for water supply arrangment at Haji Basaya ki dhani, Loonar (2019-20/12316)	Jaisalmer/ Sam	Executive Engineer, PHED (City), Jaisalmer	17.00/ 26-02-2020	12.09 Completed	Plinth protection was poor and damaged. Water taps were broken.
6	Proposal for water supply arrangment at Ise ki dhani-Dabri, Loonar (2019-20/12318)	Jaisalmer/ Sam	Executive Engineer, PHED (City), Jaisalmer	15.00/ 26-02-2020	10.76 Completed	
7	Construction of GLR and Pipeline at Bhawaru Bheel KD, Punjaram Bheel KD and construction of Diggi at 4 DTM Shahgarh	Jaisalmer/ Sam	Executive Engineer, PHED (District), Jaisalmer	35.00/ 26-02-2018	29.72 Completed	Diggies constructed at 4 DTM and Bhakhre ki dhani were damaged. Pipeline connected in canal was at height in the canal at Bhakre ki dhani and water was not reaching in diggi properly. GLR

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
	(2017-18/22711)					was not functional. Works were shown sanctioned for GP Shahgarh area whereas works were actually constructed in GP Banda which was beyond 50 KM from 0 line 1st habitation. Residential Quarter was not found constructed at 40 RD. Display Board was not available.
8	Supply of trolley mounted lowering machine along with vehicle for various HW in border area to restore water supply immediately 2 Nos GP Harnau, Tanot, Netsi, Sultana and Jawaharnagar (2016-17/15354)	Jaisalmer/ Sam	Executive Engineer, PHED (District), Jaisalmer	60.00/ 27-10-2016	45.19 Completed	Although 2 trolley mounted lowering machine along with vehicle were purchased, driver on vehicle was not posted and vehicle was being run by a group D staff member. One lowering machine was not in order due to requirement of repair work and another machine was sent on Tanot side for work by the same group D staff. Logbook of vehicle was not made available. Display Board was not available on trolley mounted lowering machine along with vehicle.
9	Construction and Commissioning of Gravel Packed Hand pump 10 Nos at Canal Area of Harnau Panchyat in Border Area, Harnau (2018-19/1702)	Jaisalmer/ Sam	Executive Engineer, PHED (District), Jaisalmer	10.00/ 11-07-2018	10 Completed	Out of 8 hand pump constructed, seven hand pumps could be identified by the departmental personnel's of PHED. Of these 7 hand pumps, 2 hand pumps (at near primary school and at Jhaliria) were non-functional. Display board/Hand pump no. were not marked with details.
Idle/Non-functional/unfruitful						
10	Construction and Development of open well, New Jhalaria (2019-20/1966)	Jaisalmer/ Sam	Gram Panchayat Harnau	5.00/ 30-07-2019	5 Completed	Water pulling rally was not installed on the open well. Open well was not being used and kept as reserve water source for BSF. Another open well was available nearby for water supply through tanker. Display board was not available.

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
11	Construction and Development of 03 No open well Karta, Chimkra and Thoroi (2019-20/2076)	Jaisalmer/ Sam	Gram Panchayat Shahgarh	9.00/ 20-08-2019	4.50 Started	Out of 3 open well, one was being used and other two were not being used. All the 3 well were at same site. Display board was not available.
12	Supplying and charging of Filter media at RWSS 26 APD (2017-18/19937)	Sri Ganganagar Anupgarh	Executive Engineer, PHED-Anupgarh	5.00/ 17-11-2017	5 Completed	It is not in use for the last six months due to work of the pump house being in progress.
13	Water hydrant for various localities near check posts of Babaliyan by laying pipeline from CWR to conference hall and related works (2016-17/15350)	Jaisalmer/ Sam	Executive Engineer Distt., PHED, Jaisalmer	16.00/ 27-10-2016	13.21 Completed	Water hydrant for various localities near check posts of Babaliyan by laying pipeline from CWR to conference hall and related works were to be done whereas by changing location of conference hall only one hydrant was laid near check posts of Babaliyan. 1,340 meter 100 mm DI K-7 pipe from existing CWR to conference hall was to be laid, however hydrant was not installed at/near the conference hall and PVC pipe (as explained by AE. PHED) was laid upto CWR at Babaliyan post. Water hydrant and pipe line laid at Babaliyan checkpost with cost of ₹ 13.21 lakh were non-functional since its installation and were not connected with CWR. No mono block pump set (2 set) were installed. Display board was not available on site.
14	RO Plant, Ghotaru (2018-19/1275)	Jaisalmer/ Sam	Station Commander, Jaisalmer	9.50/ 21-06-2018	9.5 Completed	Not installed at Ghotaru and kept at longewala.
15	Submersible bore well along with 30 KV Generator, Maujewala (2019-20/1745)	Jaisalmer/ Sam	Station Commander, Jaisalmer	12.51/ 09-08-2019	2 Started	The work has been stopped after installation of submersible bore well. The same is not not functional as the 30 KV Generator was yet to be installed. Display Board was not available.
16	Construction and commissioning of Diggi SSF GLR	Jaisalmer/ Sam	Executive Engineer,	120.00 26-02-2018	96.33 Completed	Water filter was not connected with pipeline. Pumps were not functional

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
	and providing and laying and jointing of pipeline, Dhanana (2017-18/18688)		PHED (City), Jaisalmer			and direct boosting was being done. There were leakages in pipe lines laid upto dhanies. Display board was not available.
17	Proposal for construction and commissioning GLR, PL for Kheevraj singh ki Dhani near khyalamath (2016-17/14935)	Jaisalmer/ Sam	Executive Engineer, PHED (City), Jaisalmer	20.00/ 13-01-2017	10.91 Completed	GLR, CWT were not functional. Pump room 3x4 could not be identified by the departmental officer. Display board was not available.
18	Construction and commissioning of GLR, Pump room, Providing, Laying and Jointing of Pipe Line and Pump Set Binjrajka Tala (2017-18/23204)	Jaisalmer/ Sam	Executive Engineer, PHED (City), Jaisalmer	79.70 22-03-2018	62.62 Completed	Constructed Pump house was non-functional and no pump was installed in pump room. Direct boosting from Tube well was being done for water supply. No water supply was being done in the GLR Binjrajka tala (school premises). Display board was not available.
19	Provision for tube well at Khaltana, Providing, Laying and Jointing of Pipe Line and GLR at Meghwalo ki basti and Bhim Singh ki dhani Myazlar, CWR, Pump house and Satto KD P/L (2019-20/12315)	Jaisalmer/ Sam	Executive Engineer, PHED (City), Jaisalmer	60.00/ 26-02-2020	6 Started	Against one Pump room, one CWR and two pumps at Satto, CWR and one pump was not functional and direct boosting was being done for further water supply. Against two pumps at khatlana, no pump was installed in pump room and direct boosting from Tube well was being done for water supply. Against laying of 9 km HDPE Pipe, HDPE pipe about 2 km was also laid at various locations at Satto ki dhani and these pipes were not connected for water supply in the locality. No water was reaching at Satto ki dhani GLR. Display Board was not available.
20	Construction and commissioning of GLR and CWT with pipe line in various habitations in border area	Jaisalmer/ Sam	Executive Engineer, PHED (City), Jaisalmer	10.00/ 26-12-2019	7.40 Completed	GLR and CWT were not functional. Display board was not available.

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
	(Jhuzar Singh ki Dhani) (2019-20/8736)					
21	Construction and commissioning of GLR in village Dabri Five No. Gunge ki beri, Jinde ki dhani, Dabri north side, near school (2016-17/15341)	Jaisalmer/ Sam	Executive Engineer, PHED (City), Jaisalmer	15.00/ 13-01-2017	9.25 Completed	Water supply in GLRs at Gunge ki beri and Jinde ki beri was not functional. Display board was not available.
22	Proposal for water supply arrangement at Uday singh /Nathu singh sidha KD Kerla Tube well, pipe line etc. (2019-20/12319)	Jaisalmer/ Sam	Executive Engineer, PHED (City), Jaisalmer	15.00/ 26-02-2020	10.47 Completed	GLR and CWT were not functional. Display board was not available.
23	Construction work of public drinking water diggies 2 DWD (2017-18/25641)	Bikaner Khajuwala	Gram Panchayat- 2 KLD	5.00/ 01-01-2018	5 Complete	Diggies were not being used as connection not given from Khala.
24	Construction and Commissioning of Tube Well, GLR, CWT, Pump room, Providing, Laying and Jointing of Pipe Line, Electrification and Pump Set Ukaralapaar (2017-18/23210)	Jaisalmer/ Sam	Executive Engineer, PHED (City), Jaisalmer	30.00/ 22-03-2018	26.54 Completed	Tube well was constructed and direct boosting was being done for water supply at a Madarsa by laying 90 mm HDPE pipe. Thus, only Madrasa was benefitted from water supply line and other habitants/houses were not benefitted by connecting pipeline with GLR in the Ukaralapar. CWR was disconnected with Tube well. CWT constructed was not connected with pipeline.
25	Construction and Commissioning of Tube Well, GLR, CWT Providing, Laying and Jointing of Pipe Line and Booster Gajuon ki Basti (2017-18/22662)	Jaisalmer/ Sam	Executive Engineer, PHED (City), Jaisalmer	33.00/ 22-03-2018	32.68 Completed	Water supply in GLR at Gajuon ki basti was not functional. CWT was empty. Water fetched through Tube well was not potable. As such, habitants were using a Talab (at the distance of 150 mtr.} for drinking water.
26	Providing, Laying and Jointing of HDPE pipe line of size 90 mm at RWSS 4 MSR to 24-A GLR (2019-20/9539)	Sri Ganganagar Anupgarh	Executive Engineer, PHED- Anupgarh	9.89/ 12-04-2019	5.76 Completed	There is no water supply for the last few days, because water is not coming to the consumer due to water connection in the crematorium. Display board was not found.

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
Incomplete / Improper site selection						
27	Deepening, Desilting and Commissioning of open well at Umedpura GP Kelnore (2017-18/22875)	Barmer Chohtan	PHED South Barmer	19.64/ 16-02-2018	16.59 Completed	Electricity connection was not done, the work is incomplete. The Display board was not found
Construction not as per specification / defective						
28	Construction and commissioning of raw water storage of 50 days at 190 RD of SMG canal (2019-20/8747)	Jaisalmer/ Sam	Executive Engineer, PHED (District), Jaisalmer	30.00/ 26-12-2019	24.05 Completed	Raw water storage was empty and could not filled due to poor construction (Base was leaking and all the water was absorbed by the earth). Thus, Raw water storage constructed was not water tight. No approach road was constructed for the reach upto raw water storage. Water pump was non-functional due to non-availability of electricity connection. Display board was not available.
29	Construction of Water Tank and under ground Water tank work in Tanot mata Mandir (2018-19/29589)	Jaisalmer/ Sam	Executive Engineer, PHED (District), Jaisalmer	90.00/ 08-03-2019	90 Completed	Plinth protection in the work of OHSR and GLR not provided. No Display board was available on site.
30	Providing, Laying and Jointing of pipelines Kishangarh in district division Jaisalmer (2019-20/12320)	Jaisalmer/ Sam	Executive Engineer, PHED (District), Jaisalmer	60.00/ 6-02-2020	35 In progress	There were leakages in the pipeline. One CWT hydrant was not installed and water pressure was very low due to improper laying of DI pipe upto CWT. It was Part work– laying of DI pipe with existing structure and other works were in progress. No Display board was available on site.
Inadmissible work						
31	Revamping of Diggies filter media pipeline of various head works in Canal area (2018-19/30769)	Jaisalmer/ Sam	Executive Engineer, PHED (District), Jaisalmer	90.00/ 08-03-2019	90 Completed	The works done were beyond 50 Km from the zero line from 1st habitation. No Display board was available on site.

Appendix XIII

(Refer paragraph: 2.1.10.5(v))

Statement showing the details of deficiencies noticed during joint physical verification of the selected works in Social Sector under BADP

(₹ in lakh)

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
Damaged Assets/want of Repair						
1	Solar lights in public buildings and lanes Mithadau (2017-18/13031)	Barmer Chohtan	Gram Panchayat-Mithadau	4.95/ 06-04-2018	4.95 Completed	All the lights are not functioning. Solar panels have been uprooted in the public park. Display board not found.
2	Construction of Bus Stand waiting shed with Sochalaya 21 SJM (2016-17/15504)	Sri Ganganagar Anupgarh	Gram Panchayat 21 SJM	2.00/ 23-02-2017	2 Completed	Toilet was in damaged condition.
3	Construction of Interlocking Tiles Chak No 10 RJM 210/41 (2017-18/23335)	Jaisalmer Sam	Gram Panchayat Raymala	5.00/ 01-01-2018	5 Complete	Interlocking road was badly damaged and grass was grown in middle of roads. Nali was not constructed. Display board was not available
4	Interlocking Kharanja with nali, Ditto ki dhani to Asutar road (2017-18/31659)	Jaisalmer Sam	Gram Panchayat Bandha	10.00/ 09-04-2018	10 Completed	Interlocking road was badly damaged. Nali was not constructed. Stone masonary was not done and proper slopes were also not given. Display board was not available
5	Construction of CC road with Nali, main road to Narpat singh ki dhani (2018-19/1471)	Jaisalmer Sam	Gram Panchayat Myazlar	10.00/ 11-07-2018	10 Completed	Expansion joints were not given on the CC road. CC road was badly damaged and concrete was crumbled. Nali was not constructed. Display board was not available
6	Construction of CC Road with Nali Main Road to Kishan singh ka vas (2018-19/1475)	Jaisalmer Sam	Gram Panchayat Myazlar	10.00/ 11-07-2018	10 Completed	
7	Construction of CC Road with Nali Main Road to Sawai singh/ Udaysing ka vas (2018-19/1525)	Jaisalmer Sam	Gram Panchayat Myazlar	10.00/ 11-07-2018	10 Completed	Expansion joints were not given on the CC road. CC road was badly damaged and concrete was crumbled. Nali was not constructed. Display board was not available
8	Construction of CC Road with Nali Damar Road to Surendar singh/ Hathe singh ka vas (2018-19/1534)	Jaisalmer Sam	Gram Panchayat Myazlar	10.00/ 11-07-2018	10 Completed	

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
9	Construction of C.C. Road with nali Ukrala par (2016-17/16289)	Jaisalmer Sam	Gram Panchayat Lunar	7.00/ 19-10-2016	7 Completed	Expansion joints were not given on the CC road. CC road was badly damaged and concrete was crumbled. Nali was not constructed. Display board was not available
10	Construction of Interlocking Tiles 2 DND from Main Road (2017-18/18756)	Jaisalmer Sam	Gram Panchayat Dhanana	5.00/ 26-02-2018	5 Completed	Interlocking road was badly damaged and grass was grown in middle of roads. Nali was not constructed. Display board was not available.
11	Construction of C.C. Road with nali Amad ki dhani, Dhanana (2016-17/16283)	Jaisalmer Sam	Gram Panchayat Dhanana	8.00/ 27-10-2016	8 Completed	Expansion joints were not given on the CC road. CC road was badly damaged and concrete was crumbled. Nali was not constructed. Display board was not available
12	Construction of CC Road with nali Mochare ka vas khabdela (2017-18/31534)	Jaisalmer Sam	Gram Panchayat Haranau	10.00/ 22-03-2018	10 Completed	
13	Construction of CC Road with nali Kande ka vas (2017-18/31662)	Jaisalmer Sam	Gram Panchayat Haranau	10.00/ 22-03-2018	10 Completed	
14	Construction of Interlocking Kharanja with Nali at Main Road to Derawar singh ka was Satto (2016-17/16286)	Jaisalmer Sam	Gram Panchayat Satto	10.00/ 11-11-2016	10 Completed	Interlocking road was badly damaged. Nali was not constructed. Display board was not available.
15	Construction of Community Hall Badda (2017-18/31695)	Jaisalmer Sam	Gram Panchayat Tejpala	5.00/ 09-04-2018	5 Completed	There was no Electricity connection. Floor and windows were broken. Display board was not available.
16	Construction of Interlocking Kharanja with Nali at Panchayat ghar to Udai singh ka vas, Satto (2016-17/16257)	Jaisalmer Sam	Gram Panchayat Satto	10.00/ 11-11-2016	10 Completed	Interlocking road was badly damaged. Nali was not constructed. Stone Masonry work was not done. Display board was not available.
17	Kharanja Nirman Chande khan ka vas se mukhy sadak tak myazlar (2017-18/23343)	Jaisalmer Sam	Gram Panchayat Myazlar	5.00/ 22-03-2018	5 Completed	Interlocking road was damaged at various interval. Stone masonry was not done and proper slopes were also not given. Display board was not available.
18	Construction of Interlocking Kharanja with Nali at Chak Abadi 162 RD to Janab ki	Jaisalmer Sam	Gram Panchayat Sam	10.00/ 11-11-2016	9.99 Completed	Nali was not constructed. Stone masonry was not done and proper slopes were also not given. Interlocking road was damaged at intervals.

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
	Dhani Maligara (2016-17/16237)					Display board was not available.
19	Construction of Interlocking Kharanja with Nali at Ratan Maraj ka Tala (2016-17/16253)	Jaisalmer Sam	Gram Panchayat Myazlar	10.00 11-11-2016	10 Completed	Interlocking road was badly damaged. Nali was not constructed. Stone masonry was not done and proper slopes were also not given. Display board was not available.
20	Bore well construction work 17 KYD for drainage (17-18/25631)	Bikaner Khajuwala	Gram Panchayat- 17 KYD	10.00/ 01-01-2018	10 Completed	The upper pipe of bore well was broken from various places and the display board was not available.
21	Nali Construction work 28 KYD (16-17/12899)	Bikaner Khajuwala	Gram Panchayat- 3 PWM	15.00/ 15-09-2016	14.99 Completed	Not being used because ditch is filled with sand.
22	Park nirman, 4 KSM (2019-20/14)	Sri Ganganagar Anupgarh	Gram Panchayat- Banda	5.00/ 28-05-2019	4.74 Completed	The chairs are broken. There is no plantation/greenery.
23	Construction work of Public Park	Bikaner Khajuwala	Gram Panchayat- 20 BD	20.00/ NA	NA Completed	The gate was broken. There was animal dung lying in garden. There was no greenery.
24	Public Park, Mithadau (2017-18/13052)	Barmer Chohtan	Gram Panchayat- Mithadau	25.00/ 10-10-2017	25 Completed	There was no grass and no gardener for maintenance. Also, there was no chairs/benches in the park.
25	Construction of CC Road with nali Maruka vas (2017-18/31406)	Jaisalmer Sam	Gram Panchayat Haranau	10.00/ 09-04-2018	10 Completed	Work of CC road was sanctioned whereas Interlocking work was done without approval of authority. Interlocking road was damaged at intervals. Nali was not constructed. Stone masonry was not done and proper slopes were also not given. Display Board was not available.
Idle/Non-Functional assets/unfruitful						
26	Chak 10 KSR M.N. 188/01 me khad beej sagrahan kendra nirman karya (2017-18/18745)	Jaisalmer Sam	Gram Panchayat Rayamala	5.00/ 26-12-2017	4.99 Completed	"Khad beej sagrahan kendra" was lying idle and not being used for intended purpose. Constructed stairs were damaged and there was no electric connection (no electricity lines nearby area).
27	Electrification of Karan Singh Ki dhani 3RYM 129/61 Raimala 3 Phase (2018-19/1609)	Jaisalmer Sam	JVVNL Jaisalmer	6.08/ 21-06-2018	6.08 Completed	11 KV line and LT line were installed and LT line and poles were laid at the open land where no beneficiary's house was constructed. Neither transformer was installed nor was electricity connection given/applied by any habitant of area.

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
28	Govt Panchayat Shops (2019-20/1855)	Sri Ganganagar Anupgarh	Gram Panchayat 18 P	8.00/ 04-02-2019	7.23 Completed	5 shops were built but till now 4 have been allotted and one is lying vacant.
29	Anganwadi building with water tank toilet and boundary wall construction, 7 PHM (16-17/19938)	Bikaner Khajuwala	Gram Panchayat-7 PHM	7.50/ 12-05-2016	7.50 Completed	Building is closed and not being utilised.
30	Anganwadi building with water tank toilet and boundary wall construction 10 KLD (16-17/19945)	Bikaner Khajuwala	Gram Panchayat-Kundal	7.50/ 12-05-2016	7.50 Completed	Building is closed and not being utilised.
31	Electrification of Onad Singh Ki dhani 3 PH 7KM Pochina (2018-19/29436)	Jaisalmer Sam	JVVNL Jaisalmer	18.43/ 08-03-2019	18.42 Completed	3 Phase Electric lines at the length of 7 KM and LT line upto a Kachha house of Onad Singh ki Dhani was laid. No transformer was installed and no house was electrified from the aforesaid work. Display Board was not available.
32	Electrification of habitation namely Radhamohan ki dhani 4 RMM Ramesh ki dhani Chak no 6 RMM Rajendra ki dhani Chak No 6 RMM Satyanarayan ki dhani chak no 8 RSM Mahesh ki dhani 9 RMM Sushila ki dhani 9RMM and Rajesh ki dhani 9 RMM from existing electric line (2018-19/1585)	Jaisalmer Sam	JVVNL Jaisalmer	28.54/ 21-06-2018	28.54 Completed	LT Line upto school was installed however no electricity connection was given from the line. Initially an 11 KV and another LT Line upto Radhamohan ki dhani was erected however only one LT connection was given to a house constructed in Radhamohan ki dhani. Thereafter, LT line poles were either fallen or standing without LT line. LT line was also being kept on the 11 KV line poles. Transformer on 11KV line upto Radhamohan ki dhani was not installed. Further, A 11 KV Line upto farm pond of ex-DFO was installed but no transformer was installed and no connection was given from aforesaid line. Display Board was not available.
33	Construction of Two toilets with six toilet blocks, Longewala (2019-20/1981)	Jaisalmer Sam	Station Commander Army, Jaisalmer	22.50/ 09-08-2019	22.50 Completed	Water tank was not properly installed by laying pipe. One side of wall was damaged/incomplete. Door was closed and the asset was

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
						not being used due to non-availability of Army personnel at that time. Display Board was not available.
34	Construction of Public toilets with solar lights 3 Bathrooms and 3 Lavatories at Tanot (2019-20/1985)	Jaisalmer Sam	Station Commander Army, Jaisalmer	7.50/ 09-08-2019	5 Completed	No solar light or any electricity connection and water tank were available in toilet. Toilets were not being used. In one toilet tiles were over lapped on WC. No Display board of BADP was available on site.
35	Construction of Toilets, water Room PUEU with mini RO and seminar hall for Students in Model Senior Secondary School, Mithadau (2017-18/13034)	Barmer Chohtan	PWD-Chohtan	50.00/ 30-10-2017	44.80 Completed	RO was not found installed. There was dampness in the room. Motor was found faulty due to which it was not in use. The plan board was not found on the toilet.
36	Construction of Sulabh Complex Mithadau (2017-18/13043)	Barmer Chohtan	PWD-Chohtan	20.00/ 30-10-2017	19.93 Completed	There is no system for faeces and urine drainage. Hence it is not in use. There is no display board.
Assets not being used for intended purpose/personal use						
37	Construction of Community Hall Harnau (2017-18/31656)	Jaisalmer Sam	Gram Panchayat Harnau	10.00/ 22-03-2018	10 Completed	Community hall was in bad condition and was not being used for any purpose. There were many Community halls constructed under BADP in the nearby locations. Display Board was not available.
38	Construction of Community Hall Gandhi Nagar (2017-18/31401)	Jaisalmer Sam	Gram Panchayat Tanot	5.00/ 09-04-2018	4.99 Completed	Community Hall was being utilized by a family for residential purpose. However no permission for utilizing for said purpose was given by the GP. As such not being used for the purpose for which it constructed.
39	Construction of Community Hall Near 4 LMB M.No. 162/37 Lambi minor, Tejpala (2018-19/1396)	Jaisalmer Sam	Gram Panchayat Tejpala	10.00/ 21-06-2018	5 Completed	Community hall was not used for intended purpose and used for storage of fodder.
40	Anganwadi building with water tank, toilet and boundary wall construction 7 KLD (2016-17/12946)	Bikaner Khajuwala	Gram Panchayat-Kundal	7.50/ 27-09-2016	7.31 Completed	Cracks are found in the building & it is being used for personal purpose.

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
41	Construction of Community Hall, Dhel kanwar/tanc rav sing ka vas, Binjraj ka Vas (2017-18/31668)	Jaisalmer Sam	Gram Panchayat Pocheena	10.00/ 09-04-2018	10 Completed	Door was locked and Community hall being used by someone for personal use. Even, keys of Community hall was with that person. Display board was not available.
42	Construction of Community Sabha Bhawan Vistar Dohto ka vas, Mithrau (2017-18/18749)	Jaisalmer Sam	Gram Panchayat Myazlar	5.00/ 05-02-2018	5 Completed	Community hall being used by someone for personal use. Display board was not available.
43	Construction of Community Sabha Bhawan Vistar Hukam singh Myazlar ki dhani, Binjraj ka tala (2017-18/22739)	Jaisalmer Sam	Gram Panchayat Myazlar	5.00/ 05-02-2018	5 Completed	Community hall being used by someone for personal use. Display board was not available.
44	Construction of Community Hall at Meghwal Jaisalram ke vas me (2019-20/2018)	Jaisalmer Sam	Gram Panchayat Myazlar	5.00/ 20-08-2019	5 Completed	Community hall being used by someone for personal use. Display board was not available.
45	Construction of Community Hall Harising/Tanerav sing ka vas Mithdau (2018-19/1497)	Jaisalmer Sam	Gram Panchayat Myazlar	10.00/ 11-07-2018	10 Completed	
46	Construction of Bus stand at Amar singh ki dhani, Pocheena (2016-17/14887)	Jaisalmer Sam	Gram Panchayat Pocheena	5.00/ 27-10-2016	5 Completed	Bus stand was constructed as a house and was not a bus stand. Display board was not available.
47	Construction of Community Hall Revant sing/Deep sing ka vas Pocheena (2017-18/31497)	Jaisalmer Sam	Gram Panchayat Pocheena	5.00/ 09-04-2018	5 Completed	Community hall being used by someone for personal use and used as milk collection storage by installing a freezer. Community hall was encroached merged with adjoining house of an individual person. Display board was not available.
48	Construction of Community Hall Khasara no. 620 pocheena (2018-19/1448)	Jaisalmer Sam	Gram Panchayat Pocheena	10.00/ 21-06-2018	5 In progress	Community hall was incomplete and being used by someone for personal use. Display board was not available.
49	Construction of Community Sabha Bhawan Chhug sing/ Tanerav sing ka vas (2019-20/2021)	Jaisalmer Sam	Gram Panchayat Pocheena	5.00/ 30-07-2019	2.50 In progress	Community hall was incomplete and being used by someone for personal use. Display board was not available.

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
50	Construction of Community Sabha Bhawan Kan sing/ Mangal sing ka vas sohan sing ki dhani (2019-20/2029)	Jaisalmer Sam	Gram Panchayat Pocheena	5.00/ 30-07-2019	2.50 In progress	Community hall was being used by someone for personal use. Display board was not available.
51	Construction of Community Sabha Bhawan Ali ser ki dhani (2019-20/2024)	Jaisalmer Sam	Gram Panchayat Haranau	5.00/ 09-08-2019	5 Completed	Community hall was being used by someone for personal use with electricity from solar panel. At a distance of 25 meter, another community hall was also constructed under BADP which was also used for personal purpose by someone. Display board was not available.
52	Construction of Community Hall Chandan sing/ Javahar sing ka vas, Nathuvala (2017-18/31400)	Jaisalmer Sam	Gram Panchayat Tanot	5.00/ 09-04-2018	5 Completed	Community Hall was being utilized by a contractor for storage of construction material (engaged in construction of school nearby area). However, no permission for utilizing for said purpose was given by the GP.
53	Construction of Kisan Seva Kendra, Nathuvala (2019-20/1843)	Jaisalmer Sam	Gram Panchayat Tanot	5.00/ 18-11-2019	5 Completed	Kisan Seva Kendra was being utilized by storing various articles of nearby school. However, no permission for utilizing for said purpose was given by the GP.
54	Sarv Kisan Seva Kendra Jhand singh/ Kan singh ka vas (2017-18/18742)	Jaisalmer Sam	Gram Panchayat Pocheena	5.00/ 26-12-2017	5 Completed	Kisan Seva Kendra was being used by someone for personal use.
55	Construction of Community Hall Tirpal sing ka vas (2017-18/31690)	Jaisalmer Sam	Gram Panchayat Raymala	5.00/ 09-04-2018	4.99 Completed	Community Hall was being used by the Tripal Singh (Ex. Block Member) for residential purpose and not being used for community purpose by the habitants of that area. No Display board was available on site.
56	Interlocking Kharanja Road with nali main road to Tirpal sing ka vas (2019-20/18754)	Jaisalmer Sam	Gram Panchayat Raymala	5.00/ 09-08-2019	4.99 Completed	Interlocking Kharanja Road was constructed at Tirpal sing ka vas where family members of Tripal Singh (Ex. Block Member) were residing. Constructed Interlocking Kharanja Road was not connected with main road and nali was not constructed.

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
						No Display board was available on site.
Incomplete /Improper site selection						
57	Construction of Community Toilets and Bathrooms Near Tanot Mata Mandir (2017-18/31688)	Jaisalmer Sam	Gram Panchayat Tanot	8.00/ 09-04-2018	4 Incomplete	On the date of inspection, no construction work was in progress at site.Work was incomplete. Display board of BADP was available on site.
58	Electrification of Chak 2 SSM Fatan khan ki dhani to Ayub ki dhani and RUD Nahar to Haseen ki dhani to Sumar ki dhani (2019-20/8754)	Jaisalmer Sam	AE, JVVNL Rural Jaisalmer	10.01/ 26-12-2019	8.0 Completed	Electrification work was not complete. Only Poles were erected at various intervals. Display board was not available.
59	Construction of Two toilets with six toilet blocks at Laungewala (2019-20/1974)	Jaisalmer Sam	Station Commander Army, Jaisalmer	7.50/ 09-08-2019	7.50 Completed	Against 2 toilet blocks, 3 Toilet blocks were constructed. Out of which one was incomplete and one was non-functional. Only one toilet block was functional and being used. Display board was not available.
60	Construction of Meeting Hall at village old Sadewala (2019-20/2185)	Jaisalmer Sam	BSF	35.00/ 09-08-2019	27.62 In progress	On the date of inspection, no construction work was in progress at site. Work was incomplete. Site selection was not proper as the construction was done in area with water logging due to a nala passing under road towards the construction site. Further, Plinth level was constructed below the level of road. No Display board of BADP was available on site.
Construction not as per specification /defective						
61	Construction of Interlocking kharnja with nali, 3 BIM 158/56, Gamnewala (2017-18/31502)	Jaisalmer Sam	Gram Panchayat Netasi	5.00/ 09-04-2018	5 Completed	Nali was not constructed. Interlocking Kharnja road was not connected with main road. Display board was not available.
62	Construction of Toilet Block at Dhanana (2020-21/848)	Jaisalmer Sam	XEN, PWD II, Jaisalmer	10.00/ 02-07-2020	8.41 Completed	Bathroom and urinal pipe were left open and not connected to Nali/chambers. Display board was not available.
63	Interlocking road Fateh sing ka vas (2017-18/18757)	Jaisalmer Sam	Gram Panchayat Lunar	5.00/ 22-03-2018	2.50 Started	Nali was not constructed. Stone masonry was not done and proper slopes were also not given.

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
						Interlocking was done for covering areas in front of houses and was not connected with main road. Display board was not available.
64	Construction of CC Road with Nali Main Road to Shaitan sing/ Bhur sing ka vas (2018-19/1530)	Jaisalmer Sam	Gram Panchayat Myazlar	10.00/ 11-07-2018	8 In progress	Interlocking road was constructed whereas CC road was sanctioned. Nali was not constructed. Interlocking Kharanja road was not connected with main road. Display board was not available.
65	Construction of underground Conference Hall near Helipad, Tanot (2019-20/1952)	Jaisalmer Sam	Station Commander Army, Jaisalmer	15.84/ 09-08-2019	7.5 In progress	Doors were undersized with a height of 5.6 ft. Construction quality was poor, Roof stones (Patti) was broken which was supported by installing additional pillar on both side. Display board of BADP was not available on site.
66	Construction of Interlocking kharnja with nali at Main Road to Jaan singh Bhomiya Sabha Bhawan (2017-18/18764)	Jaisalmer Sam	Gram Panchayat Raymala	5.00/ 01-01-2018	5 Completed	Nali was not constructed alongside interlocking tiles. Stone masonry was not done and proper slopes were also not given. Display board of BADP was not available on site.
Inadmissible Work						
67	Construction of CC Road Ramgarh-Asutar Road to Vijai singh ki dhani, Netsi (2016-17/16251)	Jaisalmer Sam	Gram Panchayat Netsi	8.00/ 13-01-2017	8 Completed	Work was executed beyond 50 km from 0 line habitation from international border. Display board was not available.
68	Construction of Interlocking with nali Khayala Math from Main Road, Myazlar (2018-19/1511)	Jaisalmer Sam	Gram Panchayat Myazlar	5.00/ 11-07-2018	5 Completed	Interlocking road was constructed in khyala math premises for beautification of footpath (different location than sanctioned). Interlocking tiles were of different types and were not as per TS and material purchases bills. Display board was not available.
69	Boundry Wall and Satsang Bhawan Swangiyan Mandir (2019-20/1826)	Jaisalmer Sam	Gram Panchayat Myazlar	5.00/ 20-08-2019	5 Completed	Boundary wall and Satsang Bhawan at Swangiyan Mandir was not allowed under BADP. Display board was not available.
70	Construction of Bhojanshala at	Jaisalmer Sam	Gram Panchayat Myazlar	5.00/ 20-08-2019	5 Completed	Construction of Bhojanshala at Khayala math was not allowed work under BADP.

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
	Khayala math (2019-20/1842)					Display board was not available.
71	Construction of Community Rest House with Sulabh Complex at Khayala Math (2019-20/1910)	Jaisalmer Sam	Gram Panchayat Myazlar	20.00/ 20-08-2019	20 Completed	Construction of Community Rest House with Sulabh Complex in Khayala Math premises was not allowed under BADP. The said Community Rest House in Khyalamath premises was named as "*Pravachan kaksh*". Display board was not available.
72	Construction of Interlocking Kharanja with Nali at Meghwal vas, Ramgarh (2016-17/16270)	Jaisalmer Sam	Gram Panchayat Ramgarh	5.00/ 11-11-2016	5 Completed	Work done was beyond 50 Km from 0 line (1st habitant from border). Display board was not available.
73	Construction of Interlocking Kharanja with Nali at Tagaram/Achlaram Bheelka vas, Ramgarh (2016-17/16276)	Jaisalmer Sam	Gram Panchayat Ramgarh	5.00/ 11-11-2016	5 Completed	Work done was beyond 50 Km from 0 line (1st habitant from border). Further, road of about 308 feet length was encroached and blocked. Display board was not available.
Work not found at site						
74	Interlocking Kharanja with nali, 1 DTM Khasara no. 227/26 Dittovala (2017-18/31404)	Jaisalmer Sam	Gram Panchayat Bandha	10.00/ 09-04-2018	10 Completed	Interlocking road work done with an expenditure ₹ 9.99 lakh was not found constructed on the site. Display board was not available.
75	Interlocking Kharanja with nali, 1 DTM Khasara no. 227/28 Dittovala (2017-18/31657)	Jaisalmer Sam	Gram Panchayat Bandha	10.00/ 09-04-2018	10 Completed	Interlocking road with nali work of expenditure ₹ 9.99 was not found constructed on the site. Display board was not available.
76	Construction of Bus Stand at Khyala Math (2016-17/15819)	Jaisalmer Sam	Gram Panchayat Myazlar	8.00/ 11-11-2016	8 Completed	No Bus stand constructed under BADP. There was only one Bus stand opposite Shri Badalnath Goshala Khyala math which was constructed in 2014-15 under an another scheme "क्षतिपूर्ति एवं समुनदेशन". Display board was not available.

Appendix XIV

(Refer paragraph: 2.1.10.5(vi))

Statement showing the details of deficiencies noticed during joint physical verification of the selected works in Sports Sector under BADP

(₹ in lakh)

S. No.	Detail Name of work Inspected (Work ID)	District/ Block	Implementing Agency	Sanctioned Amount/ Date	Expenditure and status of work	Physical Verification Findings
Damaged Assets/want of Repair						
1	Basket Ball court, Longewala (2017-18/22767)	Jaisalmer Sam	Station Commander, Jaisalmer	6.50/ 09-04-2018	6.50 Completed	Surface of the ground was broken and not properly cemented. Display Board was not available.
Idle/Non-Functional assets/unfruitful						
2	Construction of playground with boundary wall at Government Secondary School, Aarbi ki gafan (2019-20/11307)	Barmer, Chohtan	Gram Panchayat- Ramjaan ki Gafan	18.00/ 16-03-2020	18.00 Completed	No facility has been developed as part of the work (construction of the sports ground), only the boundary wall was constructed.
3	Construction of playground with boundary wall at Government Secondary School, Sobhala, Jaitmal (2019-20/11308)	Barmer Chohtan	Gram Panchayat- Shobhala Jaitmal	18.00/ 16-03-2020	18.00 Completed	Wild vegetation and shrubs were found in the playground.
4	Construction of playground, Government Primary School 6 MSR (2020-21/6077)	Sri Ganganagar Anoopgarh	Gram Panchayat- 4 MSR	5.23/ 12-01-2020	5.23 Completed	It being Primary School, lack of use was found. No basketball net was available.
5	Construction of playground in Government Upper Primary School near Gulluwali (2016-17/12964)	Bikaner Khajuwala	Gram Panchayat- Gulluwali	11.25/ 30-09-2016	10.92 Completed	Playground was not being used only shed is found and unwanted shrubs were there in the ground.
6	Construction of playground in Kispura (2016-17/12967)	Bikaner Khajuwala	Gram Panchayat- Lunnkhan	13.00/ 09-08-2016	13.00 Completed	Playground was not being used only shed is found and unwanted shrubs were there in the ground.
7	Sports ground development work, 3 PWM (2018-19/32460)	Bikaner Khajuwala	Gram Panchayat- 3 PWM	15.00/ 19-12-2018	15.00 Completed	Only shed is present and grass grown in playground.
8	Construction of playground in Government School 12 KYD	Bikaner Khajuwala	Gram Panchayat- 17 KYD	15.00/ 01-06-2018	14.99 Completed	Only the shed has been built, there is no other track etc. Wild vegetation has grown.

Appendix XV

(Refer Paragraph: 2.1.10.7)

Statement showing the details of irregular labour payment to contractors under BADP

(₹ in lakh)

S. No.	Work Id	Gram Panchayat	Work name	Sanctioned Amount	Amount of Labour Payment	Amount of Material Payment	Total Payment
1	2018-19/ 801	Tejpala	Construction of residential quarter for staff at Veterinary sub center, Tejpala	15	6.03	8.96	14.99
2	2018-19/ 13457	Tejpala	Construction of Library Room at Government senior secondary school, Tejpala	20	3.21	6.48	9.69
3	2016-17/ 16251	Netasi	Construction of CC Road Ramgarh-Asutar Road to Vijai singh ki Dhani, Netasi	8	3.51	4.49	8.00
4	2017-18/ 31668	Myazlar	Construction of Community Hall Dhelkanwar/tanerav sing ka vas, Binjraj ka Vas	10	3.53	6.47	10.00
5	2018-19/ 1448	Pocheena	Construction of Community Hall, Khasara no. 620 pocheena	10	1.99	6.00	7.99
6	2017-18/ 31404	Bandha	Interlocking Kharanja with nail, 1 DTM Khasara no. 227/26, Dittovala	10	0.89	9.11	10.00
7	2017-18/ 31659	Bandha	Interlocking Kharanja with nail, Ditto ki dhani to Asutar Road	10	1.70	8.30	10.00
8	2018-19/ 29458	Myazlar	Construction of Computer Room at Government senior secondary school, Myazlar	9.82	2.08	7.73	9.81
9	2017-18/ 18779	Raymala	Construction of Computer Room at Government senior secondary school, Raymala	9.82	3.54	6.28	9.82
Total				**102.64**	**26.48**	**63.82**	**90.30**

Appendix XVI

(Refer Paragraph: 2.2.10.1(i))

Statement showing the details of CC roads without construction of drain and expansion joint under MLALAD

(₹ in lakh)

S. No.	Name of work	PS	GP	Sanction amount/ month	Expenditur/ month of completion	Observation
CC Road						
ZP Baran						
1	Construction of CC road, Radhey Shyam Masterji se Ramkishan Meena ke makan tak, Kachri	Anta	Kachri	4.00 Sep-18	3.67 Mar-19	Expansion Joints were not found
2	Construction of CC road Shri Vaidhnath Keer ke makan se Mangilal Keer ke Kua ki aur	Baran	Iklera	5.00 Oct-19	4.62 Nov-19	Drain and expansion Joints were not found
3	Construction of CC road with drain school se shamshan ghat ki or boundary wall sahit, Gram Kotri		Tulsan	8.00 Oct-19	7.99 Feb-20	Drain and expansion Joints were not found
4	Construction of CC road, Man Singh ke makan se Guthan tak, Motipura kala	Chhipabarod	Banjari	2.00 Oct-18	1.93 Jul-19	Expansion Joints were not found
5	Construction of CC road, Dhamaniya Mukhya Marg se Lodha basti ki aur, Dhamaniya			5.00 Aug-19	5.00 Oct-19	Expansion Joints were not found
ZP Bhilwara						
6	Construction of CC road, Moolaji Gurjar ke makan se Hanuman ji ki aur, Chauhano ka Kheda/Nuwaliya	Asind	Jalriya	5.00 Jul-19	5.00 Oct-19	Drain and expansion Joints were not found
7	Construction of CC road, Madanji Sen ke makan se Tejaji Chowk ki aur, Pandru			5.00 Jul-19	4.97 Oct-19	Drain and expansion Joints were not found
8	Construction of CC road, Bhaluji Gurjar ke makan se Uda ji Gurjar ke makan tak, Nuwaliya			5.00 Jul-19	4.99 Jul-19	Drain and expansion Joints were not found
9	Construction of CC road, Nirman Devi Chandna ke makan se School ke pas, Rooppura ka Kheda	Banera	Lambiya Khurd	5.00 May-13	5.00 Mar-14	Expansion Joints were not found
10	Construction of CC road with drain, Durga Singh ke makan se four lane ki taraf, Kuchalwada	Jahazpur	Kuchalwara Kalan	5.00 Sep-16	5.00 Oct-16	Drain and expansion Joints were not found
11	Construction of CC road, Bag ke Balaji se lekar Ara machine tak			5.00 May-16	4.98 Jan-17	Drain and expansion Joints were not found
12	Construction of CC road with drain, Nand Lal ji ke plot se Chhotu Lal Verma ke makan tak, Hanuman Nagar		Hanuman Nagar	5.00 Nov-16	4.99 Jan-17	Drain and expansion Joints were not found
13	Construction of CC road with drain, Chetanji ke makan se Kamal ji ke makan tak			5.00 Nov-16	4.99 Jun-16	Drain and expansion Joints were not found
14	Construction of CC road with drain, Shamshan ke raste se nikalkar Shanker ji Jat ke makan tak, Khananiya	Raipur	Palra	5.00 May-18	5.00 Jan-19	Expansion Joints were not found
15	Construction of CC road, Narayan Gurjar ke makan se Gopi Gurjar ke makan tak, Gundali	Suwana	Gundali	3.00 Sep-18	3.00 Mar-19	Expansion Joints were not found
16	Construction of CC road, Kanjar Basti ke Anganwadi ke pas, Suras	Mandalgarh	Suras	2.00 Oct-18	1.94 May-19	Expansion Joints were not found
17	Construction of CC road with drain, Pani ki tanki se Shankar Balai ke makan se hote hua Pathwari tak		Sarthala	5.00 Nov-19	4.96 Nov-19	Drain and expansion Joints were not found

S. No.	Name of work	PS	GP	Sanction amount/ month	Expenditur/ month of completion	Observation
18	Construction of CC road with drain, Bhavanipura ke makan se Seram ke makan tak, Lalpura	Mandalgarh	Mukundpuriya	9.92 Mar-17	9.92 Aprl-17	Drain and expansion Joints were not found
19	Construction of CC road with drain, Kalyan Bairwa ke pas basti me, Salampura	Mandalgarh	Jassu Ji Ka Khera	7.50 Oct-19	7.50 Oct-19	Drain and expansion Joints were not found
20	Construction of CC road with drain, Bhilon ke makan ke pas se age mandir wali gali mai, Amli			7.50 Oct-19	7.50 Dec-19	Drain and expansion Joints were not found
21	Construction of CC road, Charbhuja Parishar Kisan Seva Kendra ke pas, Manpura		Manpura	5.00 Nov-19	4.94 Nov-19	Drain and expansion Joints were not found
	ZP Churu					
22	CC road, Bhawani Singh ke ghar se mandir tak, Parvatisar	Sujangarh	Bheemsar	6.00 Oct-18	5.96 Mar-19	Expansion Joints were not found
23	CC road, Aam Guwad Panchayat Bhavan se Pashu Fatak ki aur, Malsisar		Malsisar	9.99 Oct-18	9.99 Mar-19	Expansion Joints were not found
ZP Jodhpur						
24	Construction of CC road Mukhya sadak Ghasi Ram ke ghar se Shri Ram Prajapat ke ghar tak	Luni	Phitkasni	5.00 Oct-19	4.89 Dec-19	Expansion Joints were not found
25	Construction of CC road Mukhya sadak Bhanwar Singh ke ghar se Meghwalo ka bas, Kharda Randhir		Phitkasni	5.00 Oct-19	4.89 Dec-19	Expansion Joints were not found
26	Construction of CC road Mukhya sadak work SC/ST shtera me Champalal ke ghar ke samane sadak per pani bharav ke sthan par		Subdand	2.00 Mar-18	2.00 Mar-19	Expansion Joints were not found
27	Construction of CC road 250 feet, Mukhya bajar Pyau se Bhikarna ki dukan tak		Salawas	2.25 Mar-18	2.23 Aug-18	Expansion Joints were not found
28	Construction of CC road 150 feet, Mukhya bajar Panchayat Samiti bhavan se Bhikasa ki dukan tak		Salawas	1.35 Mar-18	0.72 Sept-18	Expansion Joints were not found
29	Construction of CC road, Mukhya sadak se Lalaram Damami ke ghar tak	Peepad Sahar	Buchkala	5.00 Oct-19	5.00 Oct-19	Expansion Joints were not found
ZP Karauli						
30	Construction of CC road work, Kamala ke ghar se Jatav basti chaurahe tak, Lahchora	Hindaun	Lahchora	7.00 Jun-16	7.00 Jul-16	Expansion Joints were not found
31	Construction of CC road work, Vijay Singh Gurjar ke ghar se School tak, Durgasi		Jatwara	3.00 Jan-17	2.97 Jan-17	Expansion Joints were not found
32	Construction of CC road work, Main sadak se Rekh Singh Gurjar ke ghar tak, Durgasi		Jatwara	2.00 Jan-17	1.29 Jan-17	Drain and expansion Joints were not found
33	Construction of CC road Shri Ram Ke Bore Se Jatti Ki Kothi Ki Aur Kheri	Todabhim	Kheri	5.00 Jun-16	4.62 Jun-16	Drain and expansion Joints were not found
34	Constructdion of CC road Kakrari se Lohada ke pur ke Aur Bhanakpura		Bhanakpura	5.00 Sep-16	5.00 May-18	Expansion Joints were not found
35	Construction of CC road Mukhya Sadak se Sriman Ke Kua Ki Aur, Lapawali		Lapawali	5.00 Aug-16	3.78 Jun-17	Expansion Joints were not found
36	Construction of CC road with drain work, Mahswa road kuve ke pas Yadram Bairawa ke ghar ki aur, Nangal Sherpur	Todabhim	Nangal Sherpur	5.00 Aug-18	5.00 Sept-18	Drain and expansion Joints were not found

S. No.	Name of work	PS	GP	Sanction amount/ month	Expenditur/ month of completion	Observation
37	Construction of CC road work, Bhagawan Sahay PS member ke ghar se mukhya marg tak	Todabhim	Nangal Sherpur	5.00 Dec-17	4.98 Dec-17	Drain and expansion Joints were not found
38	Construction of CC road work, Nangal Mahswa road se Harkesh ward panch ke ghar ki aur		Nangal Sherpur	5.00 Dec-17	4.99 Dec.17	Drain and expansion Joints were not found
39	Construction of CC road work, Main road se dhavali ki pal tak, Dhawali	Mandrayal	Ranipura	5.00 Jan-19	5.00 Feb-19	Expansion Joints were not found
40	Construction of CC road with drain work, Kalloo ke ghar se Jeetu ke ghar tak, Ranipura		Ranipura	3.00 Jul-18	1.34 Sept-17	Expansion Joints were not found
41	Construction of CC road work, mukhya sadak kaila devi se gurjar basti tak, Padewa	Karauli	Rampur Dhabai	5.00 Aug-16	5.00 Mar-17	Expansion Joints were not found
42	Construction of CC road work, Gauv Khundhari me Babu Maharaj ke sthan se jatav basti hote huye gujar basti tak, Kundha		Kundha	9.98 Jun-17	9.98 Sept-17	Expansion Joints were not found
ZP Pratapgarh						
43	Construction of CC Road, Sampark Sadak se Vidhyalaya ki aur	Chhoti Sadri	Manpura Jageer	5.00 Aug-18	4.03 Jan-19	Drain and expansion Joints were not found
44	Construction of CC Road with drain, Sampark sadak se Nathu Lal ke makan tak		Manpura Jageer	3.00 Oct-18	2.85 Oct-18	Drain and expansion Joints were not found
45	Construction of CC Road with drain, Vidhyalaya se Dhan Singh ke makan tak		Manpura Jageer	4.00 Oct-18	3.98 Oct-18	Drain and expansion Joints were not found
46	Construction of CC Road, Bherulal Meghwal ke makan se Ramchandra Damami ke makan tak, Jamlavada		Narani	4.00 Oct-18	3.99 Nov-18	Drain and expansion Joints were not found
47	Construction of CC Road, Bhervi Mataji se Pela Dhaba		Peeli Khera	6.00 Oct-18	6.00 Mar-19	Expansion Joints were not found
48	Construction of CC Road, Naaiyon ke ghar se Luhar Phala tak		Siyakheri	5.00 Dec-18	4.63 NA	Expansion Joints were not found
49	Construction of CC Road, Bheru ke Ghar se Lakhma ke ghar ki taraf		Kala kot	5.00 Dec-18	5.00 Mar-19	Expansion Joints were not found
50	Construction of CC Road, Main road se Nanda ba ke Phala tak		Kala kot	5.00 Dec-18	5.00 Mar-19	Expansion Joints were not found
51	Construction of CC Road, Khakaldev mandir se Dhaba mata mandir tak, Baseda		Bascra	4.00 Dec-18	3.94 Jan-19	Expansion Joints were not found
52	Construction of CC Road, Motaghar Negadiya		Satola	5.00 Oct-18	4.80 Aprl-19	Expansion Joints were not found
53	Construction of CC Road, Debralla	Chhoti Sadri	Satola	10.00 Oct-18	9.84 May-19	Expansion Joints were not found
54	Construction of CC road, Hadmatiya Jageer vidhyalay parisar		Bambori	5.00 Oct-18	4.99 Oct-18	Expansion Joints were not found
55	Construction of CC road, Teli samaj ke saray ke bahar		Karunda	2.00 Dec-18	1.99 Jul-20	Expansion Joints were not found
56	Construction of CC Road, Laxminarayanji ke makan se Rajput Mohalla tak		Jaloda Jageer	5.00 Oct-18	3.65 Nov-19	Expansion Joints were not found
57	Construction of CC Road with drain, Nathuji ke makan se Satyanarayan Mali ke makan tak		Satola	2.00 Nov-19	1.43 Jul-20	Drain and expansion Joints were not found
58	Construction of CC Road, Laxmi Chandra Patidar ke ghar se Devnarayan bavji ke chabutre tak		Rambhawali	3.00 Nov-19	2.98 Dec-19	Drain and expansion Joints were not found

S. No.	Name of work	PS	GP	Sanction amount/ month	Expenditur/ month of completion	Observation
59	Construction of CC road, nai Aabadi Baseda mukhya marg tak, Khedi Aryanagar	Chhoti Sadri	Baseda	4.00 Dec-18	3.84 Jan-19	Expansion Joints were not found
60	Construction of CC Road, Gameti Phala se Heera Bavji ke pas tak, Sathpur	Dhariawad	Gadwas	5.00 Dec-18	5.00 Feb-19	Expansion Joints were not found
61	Construction of CC Road, Hakariya Phala Muniya		Bhojpur	5.00 Aug-18	4.99 Nov-18	Drain and expansion Joints were not found
62	Construction of CC Road, Mohan ke makan se Damla ke makan ki aur, Mandkallan		Peepliya	5.00 Oct-19	5.00 Nov-19	Expansion Joints were not found
63	Construction of CC road, main road se Babru ke ghar tak, Mata Magri Bhanawata Bildiya		Bildiya	5.00 Jan-20	4.97 Jun-20	Expansion Joints were not found
64	Construction of CC road, Mahadev ji se main road ki tarfa, Kely Dataliya	Dhariawad	Dataliya	5.00 Jan-20	4.99 Feb-20	Expansion Joints were not found
65	Construction of CC road, Thakur ji ke mandir se Vijendra Patwari ke ghar tak, Parsola		Parsola	5.00 Oct-19	5.00 Oct-19	Expansion Joints were not found
66	Construction of CC road, main canal se Charna talab tak		Charniya	5.00 Dec-19	4.98 Jan-20	Expansion Joints were not found
67	Construction of CC road, Lohar Phala se holi Phala, Bhujho ka Patla		Charniya	5.00 Jul-16	4.99 Aug-16	Drain and expansion Joints were not found
68	Construction of CC road, Mida Phala se Dhavdi Phala ki aur, Mundla		Chitoriya	5.00 Dec-17	5.00 Jan-18	Expansion Joints were not found
69	Construction of CC road, Hola Maharaj ki Kui se Sankar/Bhera ke ghar tak, Mundkosiya		Gadwas	5.00 Dec-17	5.00 Jan-18	Expansion Joints were not found
70	Construction of CC road, Aanganwadi II se Dharmola ki aur, Sathpur Gadwas		Gadwas	5.20 May-16	5.17 Jun-16	Expansion Joints were not found
71	Construction of CC road, Mota Badla Muniya		Bhojpur	5.00 Dec-18	5.00 Jan-19	Drain and expansion Joints were not found
72	Construction of CC road gaon Manpura ke mukhya bajar me	Pratapgarh	Kulmi Pura	2.00 Oct-17	2.00 Nov-17	Drain and expansion Joints were not found
73	Construction of CC road gaon Toda me Resort se Kaluram ke ghar tak		Kulmi Pura	4.75 Mar-18	4.75 Mar-19	Drain and expansion Joints were not found
74	Construction of CC road work Rana ki harvar shikshakarmi vidhyalay se Goverdhan ke ghar tak	Peepal Khoont	Kesharpura	5.00 Feb-17	5.00 Aug-17	Expansion Joints were not found
75	Construction of CC road Chokhla ke Ghar se Kamji pita Galiya ke garh tak		Jethliya	5.00 Feb-17	5.00 Aug-17	Expansion Joints were not found
ZP Sikar						
76	Construction of CC road work, Rajkiya Uchch Prathmik Vidyalay se Fagalawa patoda sadak ki aur, Fagalwa	Dhod	Sewa	3.00 Jun-17	3.00 Oct-17	Expansion Joints were not found
77	Construction of Nali and CC road work Chhaganlal ke ghar se Balaji mandir tak Gram Panchayat Sewad Bari	Dhod	Sewad Bari	5.00 May-16	4.80 Jun-16	Drain and expansion Joints were not found
78	Construction of CC road work Chelasi se Sihote Chhoti raste per Chelasi		Shyampura	6.50 Jun-17	6.50 Sept-17	Expansion Joints were not found
79	Construction of CC road work, Main road Gajraj Verma ke makan se Puran Verma Vijay Verma Master ki taraf, Dalpatpura	Patan	Dalpatpura	3.00 Jan-19	2.19 Nov-19	Drain and expansion Joints were not found

S. No.	Name of work	PS	GP	Sanction amount/ month	Expenditur/ month of completion	Observation
80	Construction of CC road work, Rajkiya Uchch Prathmik Vidyalay Mohanpura se Meena basti ki aur, Mohanpura	Patan	Balloo Pura	3.50 Nov-17	3.50 Aprl-18	Expansion Joints were not found
81	Construction of CC road work, Tejaram ke khet se mularam ke khet ki aur, Shyampura	Piprali	Shyampura	9.95 May-20	9.94 Jun-20	Expansion Joints were not found
82	Construction of CC road work, Sati Mandir se Pipalgatta tak, Sakaray		Shyamgarh	5.00 Sep-17	4.94 Aug-18	Expansion Joints were not found
83	Construction of CC road work, Shakmbari mata gate se mandir ki aur, Sakaray		Shyamgarh	5.00 Sep-17	4.19 Aug-18	Expansion Joints were not found
84	Construction of CC road work with drain, Piprali road se Manju Devi Chahal ke Ghar ki taraf		Shivsingh Pura	5.52 Jun-17	5.02 Aprl-18	Expansion Joints were not found
85	Construction of CC road work, Railway Fatak se Mitharwalo ki Dhani Mangilal Dhobi ke Ghar tak		Katrathal	10.00 Aug-18	10.00 Nov-18	Expansion Joints were not found
86	Construction of CC road work, Singhasan Ram Nagar mukhaya sadak se Pushpendra Singh ke Ghar ki aur		Singhasan	5.00 Jul-18	5.00 Oct-18	Expansion Joints were not found
87	Construction of CC road work, Hardayalpura Charan Ka Bas Damar sadak se Bbagaram Balai ke Ghar tak, Dadli	Piprali	Chainpura	9.26 Jun-18	9.26 Sept-18	Expansion Joints were not found
88	Construction of CC road work Shyopal Verma ke Ghar se Rajkiya Prathmik Vidyalay Harijan bastti ki aur, Goriya		Sujawas	5.00 Dec-17	4.47 Mar-19	Expansion Joints were not found
89	Construction of CC road work, gram Gungara me kesrawali johadhi me harijan evam sansiyo ki basti ki aur		Gungara	7.00 Nov-19	7.00 Dec-19	Expansion Joints were not found
Total				**447.17**	**434.11**	
Interlocking CC block roads						
ZP Baran						
90	Construction of CC interlocking kharanja with drain, CC road se Shri Mohan Lal ji Rathore ke makan tak	Anta	Pachel Kalan	1.00 Sep-19	0.41 Oct-19	Drain was not found
91	Construction of CC precast work Gram Udaipuriya me Shri Latoorlala Meena ke nohare se Anta Shiswali road ki aur	Anta	Udaipuriya	4.00 Oct-19	3.99 Nov-19	Drain was not found
92	Construction of CC precast Interlocking with drain Ramesh ki badi se Devnarayan mandir ki taraf, Gram Bamuliya kalan		Bamooliya	6.00 Nov-19	5.98 Dec-19	Drain was not found
93	Construction of Interlocking kharanja with drain Padam Singh ke makan se Goarav Rathor ke makan tak, Gram Bhorajedi		Jai Nagar	5.00 Sep-18	3.86 Dec-18	Drain was not found
94	Construction of Interlocking kharanja Gangadhar Gocher se Rameshwar ke taraf kua wali basti me, Gram Rawal Jawal		Mau	8.00 Oct-19	8.00 Nov-19	Drain was not found
95	Construction of Interlocking kharanja with drain Phool Badoda road se Kanhihya Lal ke makan tak, Gram Rijha	Chhabra	Khopar	4.39 Mar-17	4.39 Aprl-17	Drain was not found
96	Construction of Interlocking Mukhya sadak se goan tak, Gram Badodiya me		Jharkheri	5.00 Jun-16	4.94 Jul-16	Drain was not found

S. No.	Name of work	PS	GP	Sanction amount/ month	Expenditur/ month of completion	Observation
97	Construction of Interlocking with drain Gram Badodiya me Sampat ke makan se Aaganwadi kendre ki aur		Jharkheri	4.54 Mar-17	4.54 Jun-17	Drain was not found
ZP Jodhpur						
98	Construction of CC block kharanja, Bhagwan Mahavir Nagar Khasra No. 49 Nanddi road par Shri Madan Singh Rajpurohit ke ghar se poorva ke taraf Sohan lal Inda ke ghar tak	Luni	Nandri	2.50 Oct-18	2.50 Aprl-19	Drain was not found
99	Construction of CC block, Ganesh Chowk se Upasara tak, Soyla	Bavdi	Soyla	7.00 Dec-17	6.99 Aug-18	Drain was not found
ZP Sikar						
100	Construction of Interlocking /CC block road work, Mukhya sadak kudhi ki Dhani se Kajodmal Saini ke makan ki aur, kudhi ki Dhani Paniharwas	Khandela	Paniharwas	3.50 Sep-18	3.11 Jan-19	Drain was not found
Total				**50.93**	**48.71**	
Grand Total				**498.10**	**482.82**	

Note: The works shown as highlighted were physically verified along with department officials.

Appendix XVII

(Refer Paragraph: 2.2.10.1(ii))

Statement showing the detail of works found damaged during joint physical verification under MLALAD

(₹ in lakh)

S. No.	Name of work	GP	Sanctioned amount/ Month	Expenditure/ Month of completion	Irregularities
ZP Baran					
PS Anta					
1	Construction of Boundary wall, earth filling of Shamshan Ghat, Ama ki Jhopadiya	Amalsara	10.00 Sep-16	9.59 Jul-17	Boundary wall was found damaged.
PS Baran					
2	Construction of CC road with drain, Chhotu Nagar ke makan se Prahlad Malav and Devkaran ke makan ki aur, Goverdanpura	Barana	4.00 Jul-17	3.08 Aug-17	Road was found fully damaged due to heavy rain.
3	Construction of CC road with drain, Durga Sankar Nagar ke makan se Ramesh Nagar ke makan ki aur, Iklera	Iklera	1.00 Oct-18	0.98 Jun-19	Road was found eroded and damaged.
PS Chhabra					
4	Construction of Interlocking work, Hanuvat Kheda se main road Shivcharan Gadari ke makan tak	Chachora	1.50 Jul-18	1.50 Jun-19	Road was found damaged at different places due to non-construction of drain.
5	Construction of Interlocking work, Durga Sankar Sharma ke makan se Thakur ke tubewell ki aur, Kadaiya Chatri	Bhuwa Kheri	5.00 Mar-17	4.04 Jul-17	Road was found damaged at different places due to non-construction of drain in half portion.
ZP Churu					
PS Churu					
6	Construction of Interlocking Khurra, Phoolaram ke Ghar se Girdhari/Kesher Singh ke Ghar tak	Kotwad Tal	6.48 Sep-16	6.48 Oct-16	Blocks were found uprooted in some places.
7	Construction of Khurra with Earth Filling and Protection Wall, Mukhya Sadak se Am Chowk Tak, Ravtibba	Vijaypura	10.53 Jun-16	10.53 Sept-16	*Khurra* was found fully damaged due to flow of water.
8	Construction of Interlocking Road from Main Raste Se Rohitash Master Ke Ghar Se Mukhya Chowk, Pani Ki Tanki Maturam Girdhari Meghwal Ke Ghar ki taraf	Sulkhaniya Chhota	8.00 Oct-19	7.98 Nov-19	Undulation was found on the road due to not laying of base layer.
ZP Karauli					
PS Karauli (urban)					
9	CC road Dharam Singh Sarpanch ke makan se Chiranji Thanedar ke makan tak, ward No. 2, Nagarpalika Karauli	Karauli (urban)	2.00 Jan-18	1.19 May-18	Road was found damaged at different places.
10	Construction of CC road, Bharat Tent House se Chamunda Mandir ki aur	Karauli (urban)	50.00 Sep-18	49.82 Feb-19	Road was found damaged at different places due to water logging on the road.

S. No.	Name of work	GP	Sanctioned amount/ Month	Expenditure/ Month of completion	Irregularities
PS Todabhim					
11	Construction of Interlocking tiles road with drain, Mukhya sadak Shri Mahaveerji Shekhpura se Ramoli ke Ghar ki aur, Kirwara	Kirwara	5.00 Mar-18	5.00 Aprl-18	Road was found damaged at different places due to water logging on the road.
12	Construction of CC road, Mukhya Sadak se Sriman Ke Kua ki aur, Lapawali	Lapawali	5.00 Aug-16	3.78 Jun-17	Road was found damaged at different places due to non-construction of drain.
13	Construction of Interlocking road with drain, Balaji Mandir se Mokshdham tak, Moondiya	Moondiya	4.00 Dec-17	3.99 Aprl-18	Road was found damaged at different places and mud was found on the road due to not constructing of drain.
ZP Pratapgarh					
PS Peepal Khoont					
14	Construction of CC road, Chaukhala ke Ghar se Kamji Pita Galiya ke Ghar tak, Jethliya	Jethliya	5.00 Feb-17	5.00 Aug-17	Top layer of CC road was found damaged and drains and expansion joints were not found constructed.
15	Construction of CC road Shiksha Karmi Vidalaya se Goverdhan ke Ghar tak, Kesharpura	Kesharpura	5.00 Feb-17	5.00 Aug-17	The road was found damaged at some places. In addition, drain and expansion joints were also not constructed.
16	Construction of two rooms with veranda in Government Senior Secondary School, Moti Kheri	Moti Kheri	12.00 Sep-17	12.00 Jan-19	Proper levelling of roof of the rooms was not carried out due to which there was water logging on the roof resulting in dampening on the wall.
PS Pratapgarh					
17	Construction of CC road, Radha Krishan Mandir se Sheetla Mata Mandir tak, Rathanjana	Rathanjana	5.00 May-16	5.00 Aug-16	The top layer of CC road was found damaged.
ZP Sikar					
PS Dhod					
18	Construction of drain and CC road, Chhagan Lal ke Ghar se Balaji Mandir tak, Sewad Bari	Sewad Bari	5.00 May-16	4.80 Jun-16	Top layer of CC road was found damaged due to flow of water as drain was not constructed along with the CC roads.
19	Construction of CC road, Chelasi se Sihot Chhoti Raste Par, Chelasi	Shyampura	6.50 Jun-17	6.50 Sept-17	Top layer of CC road was found damaged due to flow of water as drain was not constructed along with the CC roads.
Total			**151.01**	**146.26**	

Appendix XVIII

(Refer Paragraph: 2.2.10.2(i))

Statement showing the details of hand pumps installed without soak pit/cattle water tank and without provision of CWT under MLALAD

(₹ in lakh)

S. No.	Name of work	GP	Sanctioned amount/ Month	Expenditure/ Month of completion	Remarks
Completed works					
ZP Baran					
PS Baran					
1	Installation of Hand pump gram Bamuliya me Ramsagar Meghwal ke makan ke pas	Sundlak	0.80/ Jan-18	0.73 Aprl-18	Soak pit and CWT not found constructed.
PS Kishanganj					
2	Construction of Hand Pump Ramgarh road dhoom par, Kishnaipura	Peepalda Kalan	0.80 Oct-16	0.78 Jul-17	Soak pit and CWT not constructed
3	Construction of Hand Pump Mataji ke sthan ke pas	Peepalda Kalan	0.80 Oct-16	0.80 Jul-17	Soak pit and CWT not constructed
4	Construction of Hand Pump Ramdayal Meena ke makan ke pas Neeche ki or	Peepalda Kalan	0.80 Oct-16	0.80 Jul-17	Soak pit and CWT not constructed
5	Construction of Hand Pump Omprakash Mena ke makan ke samne main road par Laxmipura	Sewani	0.75 Oct-16	0.73 Mar-17	Soak pit and CWT not constructed
6	Construction of Hand Pump Nand Lal Raigar ke makan ke pas, Gobarcha	Sakhrawada	0.80 Oct-16	0.73 Feb-17	Soak pit and CWT not constructed
7	Construction of Hand Pump Naresh Meena ke makan ke pas main road hukumpura	Sewani	0.75 Oct-16	0.73 Mar-17	Soak pit and CWT not constructed
8	Construction of Hand Pump Manfool Gurjar son of Shri Chhitar Mal ke makan ke pas Sripura	Simlod	0.85 Oct-16	0.85 Jun-17	Soak pit and CWT not constructed
9	Construction of Hand Pump Purane hand pump ke pas Moyada ka Tapra	Simlod	0.85 Oct-16	0.85 Jun-17	Soak pit and CWT not constructed
10	Construction of Hand Pump Panna Lal Meena ke makan ke pas, Padampura	Sewani	0.75 Oct-16	0.71 Mar-17	Soak pit and CWT not constructed
11	Construction of Hand Pump Roopnarayan ji ke makan ke pas, Guna road Nahargarh	Nahargarh	0.80 Oct-16	0.80 Mar-18	Soak pit and CWT not constructed
12	Construction of Hand Pump Mangrol road Arujanpura choraha, Arjunpura	Peepalda Kalan	0.80 Oct-16	0.78 Jul-17	Soak pit and CWT not constructed
PS Shahbad					
13	Construction of Hand Pump Kampu Jatav ke makan ke pas, Musredi	Sandokada	0.75 Oct-16	0.75 Jun-20	Soak pit and CWT not constructed
14	Construction of Hand Pump Gadariya Mohalla main school ke age nale par, Musredi	Sandokara	0.75 Oct-16	0.75 Jun-20	Soak pit and CWT not constructed
15	Construction of Hand Pump Kali mata mandir ke pas, Amrod	Agar	0.80 Jan-17	0.80 Jun-20	Soak pit and CWT not constructed
16	Construction of Hand Pump Bholaji mandir ke pas Beel kheramal	Beel Kheramal	0.80 Jan-17	0.80 Mar-17	Soak pit and CWT not constructed
17	Construction of Hand Pump Hanuman ji ke mandir ke pas, Patan	Sanwara	0.80 Jan-17	0.80 Mar-17	Soak pit and CWT not constructed

S. No.	Name of work	GP	Sanctioned amount/ Month	Expenditure/ Month of completion	Remarks
18	Construction of Hand Pump Babulal Sahariya ke makan ke pas, Baskheda Gagal	Bichi	0.80 Jan-17	0.80 Mar-18	Soak pit and CWT not constructed
19	Construction of Hand Pump Gyarsi Lal Mehta ke makan ke pas, Baskheda Gagal	Bichi	0.80 Jan-17	0.80 Mar-18	Soak pit and CWT not constructed
20	Construction of Hand Pump Nathu Bhil ke makan ke pas Balarpur	Bichi	1.10 Jan-17	0.80 Mar-18	Soak pit and CWT not constructed
21	Constructioin of Hand Pump Ramswaroop ke makan ke pas, Kamalwada	Khatka	0.80 Jan-17	0.80 Jun-17	Soak pit and CWT not constructed
22	Construction of Hand Pump Patel ke makan ke pas, Bhil Basti, Jawara	Khatka	0.80 Jan-17	0.80 Jun-17	Soak pit and CWT not constructed
23	Construction of Governmenr Upper Primary School ke pas, Rataikala	Dhikwani	0.80 Jan-17	0.80 Oct-20	Soak pit and CWT not constructed
24	Construction of Hand Pump Government Primary School Gadighatta	Bansthooni	1.14 May-16	0.79 Aug-20	Soak pit and CWT not constructed
25	Construction of Hand Pump Badri Lal Suman Ke Yaha, Bhabhooka	Relawan	1.36 May-16	1.32 Mar-17	Soak pit and CWT not constructed
26	Construction of Hand Pump Mahavir Halwai ke makan ke samne, Relawan	Relawan	1.36 May-16	1.33 Mar-17	Soak pit and CWT not constructed
27	Construction of Hand Pump Ganga Ram Gurjar ke makan ke pas, Daulatpura	Suwans	1.27 May-16	1.16 Mar-17	Soak pit and CWT not constructed
28	Construction of Hand Pump Sukhveer Meena ke makan ke pas, Jagdevpura	Bakanpura	1.19 May-16	0.76 Mar-21	Soak pit and CWT not constructed
29	Construction of Hand Pump Ghasi Lal ke makan ke pas Ramgarh road par Shobhagpura	Shobhagpura	1.35 May-16	0.74 Feb-17	Soak pit and CWT not constructed
30	Construction of Hand Pump Vijay Singh ke makan ke samne	Relawan	1.36 May-16	1.32 Mar-17	Soak pit and CWT not constructed
31	Construction of Hand Pump Hari Singh ke makan ke samne, Chandadiya	Relawan	1.36 May-16	1.32 Mar-17	Soak pit and CWT not constructed
32	Construction of Hand Pump Sati Amli ke pas, Padampura, Sewani	Sewani	1.27 May-16	0.96 Feb-17	Soak pit and CWT not constructed
33	Construction of Hand Pump Surajmal ji Gurjar ke makan ke pas, Kanwarpura	Relawan	1.35 May-16	1.32 Mar-17	Soak pit and CWT not constructed
34	Construction of Hand Pump Patel ji ke makan ke pas, Bhootpura	Relawan	1.36 May-16	1.34 Mar-17	Soak pit and CWT not constructed
35	Construction of Hand Pump Ram Kumar Gurjar ke makan ke raste ke pas Serawanikheda	Suwans	1.27 May-16	1.15 Mar-17	Soak pit and CWT not constructed
36	Construction of Hand Pump Moti Lal ke makan ke pas Chattraganj Kheda	Chattraganj	1.13 May-16	1.06 Mar-18	Soak pit and CWT not constructed
37	Construction of Hand Pump Jind Baba ke sthan ke pas Talwada	Ghatti	1.13 May-16	1.09 Mar-21	Soak pit and CWT not constructed
38	Construction of Hand Pump Jind Baba ke sthan ke pas Hodapura	Beer Khera Dang	0.75 May-16	0.75 Jun-17	Soak pit and CWT not constructed
39	Construction of Hand Pump Janki Lal ke makan ke pas Aam Raste Par	Garda	1.14 May-16	0.90 Mar-18	Soak pit and CWT not constructed
40	Construction of Hand Pump Bhogji Bheel ke makan ke pas, Dhuan	Sanwara	0.75 May-16	0.75 Mar-17	Soak pit and CWT not constructed

S. No.	Name of work	GP	Sanctioned amount/ Month	Expenditure/ Month of completion	Remarks
41	Construction of Hand Pump SC Basti, village Diwali	Khuri	1.00 Mar-21	1.00 Jul-21	Soak pit and CWT not constructed
ZP Bhilwara					
PS Bhilwara (Urban)					
42	Installation of panghat ward no. 50, Rajput colony me	Bhilwara (Urban)	1.50/ Apr-16	1.26 Jun-16	Recharge pit not found constructed.
43	Installation of Panghat, ward no. 16, Patel Nagar, Mayur School ke peeche ki basti me,	Bhilwara (Urban)	1.50/ Apr-16	1.40 Jun-16	Recharge pit not found constructed.
44	Installation of panghat, ward no. 18, Sector 4	Bhilwara (Urban)	1.50/ Apr-16	1.50 Jun-16	Recharge pit not found constructed.
45	Installation of panghat, ward no. 18, Sector 4, Park ke pas	Bhilwara (Urban)	1.50/ Apr-16	1.40 Jun-16	Recharge pit not found constructed.
46	Installation of panghat, ward no. 19, Adaras Vidhya Mandir, Ambedkar Nagar	Bhilwara (Urban)	1.50/ Apr-16	1.41 Jun-16	Recharge pit not found constructed.
47	Installation of Hand pump, ward no. 1, Laxmipura Samshan Ghat par	Bhilwara (Urban)	0.70/ Dec-19	0.70 May-20	Recharge pit not found constructed.
48	Installation of Hand pump, ward no. 4, Khoriya Kheda mataji ke mandir ke pas	Bhilwara (Urban)	0.61/ Feb-18	0.61 May-18	Recharge pit not found constructed.
49	Installation of Hand pump, ward no. 4, Pur Talab ki pal par Kumahriya Kheda	Bhilwara (Urban)	0.61/ Feb-18	0.61 May-18	Recharge pit not found constructed.
50	Installation of Hand pump, ward no. 1, Babu Lal Teli ke khet ke pas	Bhilwara (Urban)	0.70/ Dec-19	0.70 May-20	Recharge pit not found constructed.
51	Installation of panghat, ward no. 50, Chamaro ka Mohalla	Bhilwara (Urban)	1.50/ Apr-16	1.28 Jun-16	Recharge pit not found constructed.
ZP Karauli					
PS Todabhim					
52	Installation of Handpump Maharaj Gurjar ke ghar ke pas gurjar patti Bonl	Bonl	1.00 Jun-17	0.98 Dec-17	CWT not constructed
53	Installation of Handpump Nirbhay Gurjar avm Chandrabhan Master ke ghar ke pas Gujar patti Bonl	Bonl	1.00 Jun-17	0.98 Dec-17	CWT not constructed
PS Hindaun					
54	Installation of Handpump Amart avm Digamber ke ghar ke pas Dhursi	Baijatt	0.90 Nov-17	0.90 Dec-17	CWT not constructed
55	Installation of Handpump Ram Sahay putra Natthi Jatav ke ghar ke pas Dhurasi ka pura	Baijatt	0.90 Nov-17	0.90 Dec-17	CWT not constructed
56	Installation of Handpump Roshan putra Diwan Jat ke ghar ke pas Dhurashi	Baijatt	0.90 Nov-17	0.90 Dec-17	CWT not constructed
PS Karauli					
57	Installation of Handpump Fakeer Mauhala Gram Makanpur	Beejalpur	0.90 Sep-16	0.90 Dec-16	Soak pit and CWT not constructed
58	Installation of Handpump Nai Mauhala Kashipura	Kashipura	0.90 Sep-16	0.90 Nov-16	Soak pit and CWT not constructed
59	Installation of Handpump Bairawa basti Kashipura	Kashipura	0.90 Sep-16	0.90 Nov-16	Soak pit and CWT not constructed

S. No.	Name of work	GP	Sanctioned amount/ Month	Expenditure/ Month of completion	Remarks
60	Installation of Handpump Purani Tanki se pipe line work Dhan Singh Mali ke ghar ke pas mali basti gram bavali	Maholi	1.40 Sep-18	1.40 Oct-18	Soak pit and CWT not constructed
61	Installation of sarvjanik handpump work Megharam Gurjar ke ghar ke pas Bheetar ke Dhongar ke neeche gram Machi	Manchi	1.00 Dec-17	1.00 NA	Soak pit and CWT not constructed
62	Installation of Handpump Jagroop Singh thekedar ke ghar ke pas Tulsipura	Tulsipura	0.90 Sep-16	0.90 Nov-16	Soak pit and CWT not constructed
63	Installation of Handpump Peetam ke ghar ke pas Thadh ka Pura	Tulsipura	0.90 Sep-16	0.90 Nov-16	Soak pit and CWT not constructed
64	Installation of Handpump Atar Singh ke ghar pas, Ache ka pura	Tulsipura	0.90 Sep-16	0.90 Nov-16	Soak pit and CWT not constructed
65	Installation of Handpump Man Singh Gurjar ke ghar ke pas Khareta	Tulsipura	0.90 Sep-16	0.90 Nov-16	Soak pit and CWT not constructed
66	Installation of Handpump Shivcharan Gurjar ke pas Rajpur	Tulsipura	0.90 Sep-16	0.89 Nov-16	Soak pit and CWT not constructed
67	Installation of Handpump Babu ke ghar ke pas Kiratpura	Saipur	0.90 Aug-18	0.89 Oct-18	Soak pit and CWT not constructed
68	Installation of Handpump Brahmanand ke ghar ke pas Kiratpura	Saipur	0.90 Aug-18	0.90 Oct-18	Soak pit and CWT not constructed
69	Installation of Handpump Govind ke ghar ke pas Kiratpura	Saipur	0.90 Aug-18	0.90 Oct-18	Soak pit and CWT not constructed
PS Mandrayal					
70	Installation of Handpump bagaria basti Dangari Gram Panchayat Bhartoon	Bhartoon	0.90 Oct-16	0.90 Oct-16	Soak pit and CWT not constructed
71	Installation of Handpump Sarvjanik Radhe Gurjar ke ghar ke pas Maharajpura	Maharajpura	0.90 Mar-17	0.90 NA	Soak pit and CWT not constructed
72	Installation of Handpump Kaharpada gram chari ka har Gram Panchayat bahadurpur	Bahadarpur	0.90 Sep-16	0.89 Oct-16	Soak pit and CWT not constructed
73	Installation of Handpump Hanumanji ke peechhe Mali pada gram Chari ka har	Bahadarpur	0.90 Sep-16	0.89 Oct-16	Soak pit and CWT not constructed
74	Installation of Handpump Sarvjanik Mandir ke pas Gram Maharajpura	Maharajpura	0.90 Mar-17	0.90 NA	Soak pit and CWT not constructed
75	Installation of Handpump Sarvjanik Sthan school ke pas Gram Chacheri	Maharajpura	0.90 Mar-17	0.90 NA	Soak pit and CWT not constructed
76	Installation of Handpump Sarvjank sthan Thakurji ke mandir ke pas Kanada ki jhopari	Maharajpura	0.90 Mar-17	0.90 NA	Soak pit and CWT not constructed
77	Installation of Handpump Sarvjanik sthan per Bairawa basti Hasanpur	Maharajpura	0.90 Mar-17	0.90 NA	Soak pit and CWT not constructed
78	Installation of Handpump sarvjanik sthan Bhaumiya baba ke sthan ke pas Malipura	Maharajpura	0.90 Mar-17	0.90 NA	Soak pit and CWT not constructed
79	Installation of Handpump Sarvjanik sthan piparke pas Kanrda	Maharajpura	0.90 Mar-17	0.90 NA	Soak pit and CWT not constructed
PS Sapotra					
80	Installation of Handpump gaon ke peechhe ki or gram Moreen ki Jhopri	Bhartoon	0.90 Oct-16	0.90 Oct-16	Soak pit and CWT not constructed

S. No.	Name of work	GP	Sanctioned amount/ Month	Expenditure/ Month of completion	Remarks
81	Installation of Handpump Sarkari Tanki ke pas gram Tontapura, GP Bhartoon	Bhartoon	0.90 Oct-16	0.90 Oct-16	Soak pit and CWT not constructed
ZP Pratapgarh					
PS Peepal Khoont					
82	Installation of hand pump near the house of Gotam S/o Nariya Meena in village Vadalikhori	Kachotiya	0.60/ May-20	0.59 Jun-20	Soak pit and CWT not found constructed.
83	Installation of hand pump near the house of Kailash S/o Nagji Meena in village Janhiya	Kachotiya	0.60/ May-20	0.59 Jun-20	Soak pit and CWT not found constructed.
84	Installation of hand pump near the house of Ratan S/o Thawaran in village Pipaliya	Kachotiya	0.60/ May-20	0.59 Jun-20	Soak pit and CWT not found constructed.
85	Installation of hand pump near the house of Nathu S/o Jeeva Meena in village Dautad	Kachotiya	0.60/ May-20	0.59 Jun-20	Soak pit and CWT not found constructed.
86	Installation of hand pump for drinking water ward no. 11 Asawata road par talab ke pas, Gopal ji khatwad ke pas stith purane hand pump ke pas Awaleswar	Awleshwar	0.75 May-20	0.75 Jun-20	CWT not constructed
PS Pratapgarh					
87	Installation of hand pump near Bajarang Bali mandir, Khoontgarh	Chiklad	0.70/ Jun-20	0.70 Jun-20	Soak pit and CWT not found.
88	Installation of hand pump near the house of Holiram Magra Falan	Chiklad	0.70/ Jun-20	0.70 Jul-20	Soak pit and CWT not found.
ZP Sikar					
PS Khandela					
89	Installation of Handpump in Patawali Dhani ke pas grawal sadak per Shyam Nagar	Choukri	1.00 Oct-17	0.83 Sept-18	Soak pit and CWT not constructed
90	Installation of Handpump shiv mandir ke pas Dhani badhwali gram panchayat kotri Luharwas	Kotri luharwas	1.00 Oct-18	1.00 Aprl-19	Soak pit and CWT not constructed
91	Installation of Handpump Birbal/Kishanaram Gurjar ke makan ke samane Gram meharo ki dhani	Royal	1.20 Jan-19	1.18 Mar-19	Soak pit and CWT not constructed
92	Installation of Handpump Danaram/ Bhanaram Gurjar ke makan ke samane Gram Meharo ki dhani	Royal	1.20 Jan-19	1.18 Mar-19	Soak pit and CWT not constructed
93	Installation of Handpump Shiv Mandir ke pas, dhani badvadi, Kotri Luharwas ke pas	Kotri luharwas	1.00 Oct-18	1.00 Aprl-19	Soak pit and CWT not constructed
Total			**89.46**	**85.34**	
Work in Progress					
ZP Pratapgarh					
PS Peepal Khoont					
1	Installation of hand pump Gautam Saviya ke ghar ke pas Borkheda	Peepal Khoont	0.70 Dec-20	0.10	Provision for CWT not taken
2	Installation of hand pump Beda beech centre ghati ke pas Borkheda	Peepal Khoont	0.70 Dec-20	0.10	Provision for CWT not taken
3	Installation of hand pump Gautam Jeeva ke ghar ke pas Pawatipada	Peepal Khoont	0.70 Dec-20	0.10	Provision for CWT not taken

S. No.	Name of work	GP	Sanctioned amount/ Month	Expenditure/ Month of completion	Remarks
4	Installation of hand pump Dharma Rakiya ke ghar ke pas Borkheda	Peepal Khoont	0.70 Dec-20	0.10	Provision for CWT not taken
5	Installation of hand pump Thawra Sonia ke ghar ke pas Pawatipada	Peepal Khoont	0.70 Dec-20	0.10	Provision for CWT not taken
6	Installation of hand pump Galiya Nagji ke ghar ke pas Pawatipada	Peepal Khoont	0.70 Dec-20	0.10	Provision for CWT not taken
7	Installation of hand pump Kanti Kachariya ke ghar ke pas Talaipada	Peepal Khoont	0.70 Dec-20	0.10	Provision for CWT not taken
8	Installation of hand pump Dhiriya Kamji ke ghar ke pas Katariyapada	Peepal Khoont	0.70 Dec-20	0.10	Provision for CWT not taken
9	Installation of hand pump Bhuriya Rama ghar ke pas Nalpada	Peepal Khoont	0.70 Dec-20	0.10	Provision for CWT not taken
10	Installation of hand pump Raman Ganga ji ke ghar ke pas Nalpada	Peepal Khoont	0.70 Dec-20	0.10	Provision for CWT not taken
11	Installation of hand pump Vitla ke ghar ke pas Mowaipada	Peepal Khoont	0.70 Dec-20	0.10	Provision for CWT not taken
12	Installation of hand pump Vishram Jeeva ke ghar ke pas Mowaipada	Peepal Khoont	0.70 Dec-20	0.10	Provision for CWT not taken
13	Installation of hand pump Kalu Bhaniya ke ghar ke pas Doonkripada	Peepal Khoont	0.70 Dec-20	0.10	Provision for CWT not taken
14	Installation of hand pump Laxman Gautam ke ghar ke pas Doonkripada	Peepal Khoont	0.70 Dec-20	0.10	Provision for CWT not taken
15	Installaltion of hand pump Rawji Bhai ke khet ke pas Doonkripada	Peepal Khoont	0.70 Dec-20	0.10	Provision for CWT not taken
16	Installation of hand pump Kesar Fuliya ke ghar ke pas Ugmanapada	Peepal Khoont	0.70 Dec-20	0.10	Provision for CWT not taken
17	Installation of hand pump Surajmalji ke ghar ke pas Ugmanapada	Peepal Khoont	0.70 Dec-20	0.10	Provision for CWT not taken
18	Installation of hand pump Poonam Chand Rakma ke ghar ke pas Kadbaliya	Peepal Khoont	0.70 Dec-20	0.10	Provision for CWT not taken
19	Installation of hand pump Ramchandra Rakma ke ghar ke pas Ambapada	Peepal Khoont	0.70 Dec-20	0.10	Provision for CWT not taken
20	Installation of hand pump Dhoolji Deepa ke ghar ke pas Ambapada	Peepal Khoont	0.70 Dec-20	0.10	Provision for CWT not taken
21	Installation of hand pump Kal Kachariya ke ghar ke pas Ugmanapada	Peepal Khoont	0.70 Dec-20	0.10	Provision for CWT not taken
22	Installation of hand pump Pasiya ke ghar ke pas Doonkripada	Peepal Khoont	0.70 Dec-20	0.10	Provision for CWT not taken
23	Installation of hand pump Nanka Motiya ke ghar ke pas Talaipada	Peepal Khoont	0.70 Dec-20	0.10	Provision for CWT not taken
24	Installation of hand pump Raman Lala ke ghar ke pas Mowaipada	Peepal Khoont	0.70 Dec-20	0.10	Provision for CWT not taken
25	Installation of hand pump Harish Unkar ke ghar ke pas Kadbaliya	Peepal Khoont	0.70 Dec-20	0.10	Provision for CWT not taken
26	Installation of hand pump Keshiya Narayan ke ghar ke pas Doonkripada	Peepal Khoont	0.70 Dec-20	0.10	Provision for CWT not taken
27	Installation of hand pump Heera Lalu ke khet ke pas Nalpada	Peepal Khoont	0.70 Dec-20	0.10	Provision for CWT not taken
28	Installation of hand pump Mukesh Dalji ke ghar ke pas Borkheda	Peepal Khoont	0.70 Dec-20	0.10	Provision for CWT not taken
29	Installation of hand pump Narayan Laliya ke ghar ke pas Pawatipada	Peepal Khoont	0.70 Dec-20	0.10	Provision for CWT not taken

S. No.	Name of work	GP	Sanctioned amount/ Month	Expenditure/ Month of completion	Remarks
30	Installation of hand pump Uda Rajiya ke ghar ke pas Bagfara	Nayan	0.70 Dec-20	0.10	Provision for CWT not taken
31	Installation of hand pump Kalu Rupa ke ghar ke pas Gotda	Nayan	0.70 Dec-20	0.10	Provision for CWT not taken
32	Installation of hand pump Gangaram Dharji Chourahe par Bawadi	Nayan	0.70 Dec-20	0.10	Provision for CWT not taken
33	Installation of hand pump Shanti Narayan ke ghar ke pas Gotda	Nayan	0.70 Dec-20	0.10	Provision for CWT not taken
34	Installation of hand pump Chhagni Bheriya ke ghar ke pas Uplakheda	Nayan	0.70 Dec-20	0.10	Provision for CWT not taken
35	Installation of hand pump Vesta Gautam ke ghar ke pas mataji road par	Nayan	0.70 Dec-20	0.10	Provision for CWT not taken
36	Installation of hand pump Ramesh Lalu ke ghar ke pas Habudipada	Nayan	0.70 Dec-20	0.10	Provision for CWT not taken
37	Installation of hand pump Amra Havji ke khet ke k pas Doongripada	Peepal Khoont	0.70 Jan-21	0.10	Provision for CWT not taken
PS Pratapgarh					
38	Construction of hand pump Sectalmata -Bhagga Badriya ke ghar ke beech main Khora	Nakor	0.70 Jun-20	0.40	Provision for CWT not taken
39	Construction of hand pump Surpur fala -Nathu ke ghar ke beech mai Ronkhera	Nakor	0.70 Jun-20	0.40	Provision for CWT not taken
40	Installation of hand pump Dhula ke makan ke pas Hotarel	Nakor	0.70 Jun-20	0.00	Provision for CWT not taken
Total			**28.00**	**4.5**	

Note: The works shown as highlighted were physically verified along with department officials.

Appendix XIX

(Refer Paragraph: 2.2.10.2(ii))

Statement showing the details of single phase boring constructed without government electricity connection under MLALAD

(₹ in lakh)

S. No.	Name of work	GP	Sanction amount/ Month	Expenditure/ Month of completion	Observation
ZP Baran					
PS Anta					
1	Construction of Tubewell with motor, Samshan Ghat, Bamooliya	Bamooliya Kalan	1.00 Oct-19	1.00 Nov-19	Tube well was found without government electricity connection and water tank.
2	Single phase Tubewell with motor, Jai Sankar Nagar ke pas, Hapahedi	Jai Nagar	0.80 Oct-19	0.80 Dec-19	Tube well was found installed with electric connection taken from private house.
3	Tubewell with electric motor, Bairwa basti me, Hapahedi	Jai Nagar	0.80 Oct-19	0.80 Dec-19	Tube well was installed at personal *chabhutra* and was being run illegally by taking electricity from nearby electricity pole.
PS Shahbad					
4	Construction of boring, motor, accessories work, Kali ke Chabootare ke pas, Chamrana Basti, Sirsod	Mahodra	1.30 Jan-17	1.21 Feb-17	Single phase boring constructed without government electricity connection
5	Construction of boring, motor, accessories work main road par, Dhan Singh ke makan ke pas, Hatri	Dhikwani	1.10 Jan-17	1.10 Feb-17	
6	Construction of boring, motor, accessories work, Bari wala Mohalla	Dhikwani	1.30 Jan-17	1.28 Feb-17	
7	Construction of boring, motor, accessories work, Ram Singh Bhil ke makan ke pas, Gudarmal	Dhikwani	1.10 Jan-17	1.10 Feb-17	
8	Construction of boring, motor, accessories work, Kunwar Singh Bhil ke makan ke pas, Ahedi	Dhikwani	1.30 Jan-17	1.28 Feb-17	
9	Construction of boring, motor, accessories work, School ke samne, Dhansuri	Natai	1.30 Jan-17	1.25 Mar-17	
10	Construction of boring, motor, accessories work, Koli Mohalla, Ajronda	Natai	1.30 Jan-17	1.30 Mar-17	
11	Construction of Boring, motor, accessories, Amar Singh Yadav ke makan ke samne, Bairai	Ganeshpura	1.10 Jan-17	1.09 Mar-17	

S. No.	Name of work	GP	Sanction amount/ Month	Expenditure/ Month of completion	Observation
12	Construction of boring, motor, accessories work Dhulle Bhil ke makan ke pas, Khajau	Ganeshpura	1.10 Jan-17	1.10 Feb-17	Single phase boring constructed without government electricity connection
13	Construction of boring, motor, accessories work, Munnalal Bhil ke makan ke pas, Khajau	Ganeshpura	1.10 Jan-17	1.10 Feb-17	
14	Construction of boring, motor, accessories work, Madan Rajat ke makan ke pas, Ward no. 6, Jakhoni	Ganeshpura	1.30 Jan-17	1.29 Feb-17	
15	Construction of boring, motor, accessories work, Hanuman ji ke mandir ke pas, Audapura	Ganeshpura	1.30 Jan-17	1.29 Feb-17	Single phase boring constructed without government electricity connection
16	Construction of boring, motor, accessories work main road ke pas, Yagyashala	Ganeshpura	1.30 Jan-17	1.25 Feb-17	
17	Construction of boring, motor, accessories work, School ke pas, Acharpura	Bichi	1.10 Jan-17	1.10 Mar-17	
18	Construction of boring, motor, accessories work, Ram Singh Bhil ke makan ke pas, Kankar Talai	Bichi	1.10 Jan-17	1.10 Mar-17	
19	Construction of boring, motor, accessories work, road ke pas, Nadiya	Bichi	1.10 Jan-17	0.10 Mar-17	
20	Construction of boring, motor, accessories work, Bhomiya Baba ke sthan ke pas, Basai Kali ke Chabootare ke pas	Sanwada	1.10 Jan-17	1.09 Mar-17	
21	Construction of boring, motor, tanki, accessories work, Tarachand ke bade ke pas, Sad	Beelkhedamal	3.00 Jan-17	1.99 Mar-17	
22	Construction of boring, motor, tanki, accessories work, Faren Yadav and Shyama Yadav ke makan ke pas, Ghoghra	Beelkhedamal	3.00 Jan-17	2.21 Mar-17	
23	Construction of boring, motor, accessories work Tejaji ke Chabootare ke pas, Purana Faredua	Bhoyal	1.10 Jan-17	1.11 Jun-17	
24	Motor Accessories work, Devnarayan mandir ke pichhe, Dhikoniya	Ghatti	0.50 May-16	0.37 May-16	Single phase boring constructed without government electricity connection
25	Construction of single phase motor, accessories work, khel ke pas, main road, Dhikoniya	Ghatti	0.50 May-16	0.34 May-16	
26	Construction of boring, Chottu Lal Nagar ke makan ke pas, Pandali	Bajrang Garh	0.94 May-16	0.74 Jan-17	
27	Construction of boring, motor, accessories work, Anganwadi kendra ke pas, Bairwa Basti, Bandakhurd	Pachlawada	1.41 May-16	1.22 Nov-16	
28	Construction of boring, motor, accessories work, Hemraj Raibari ke makan ke pas, Gorela road, Tagariya Dhani	Asnawar	1.41 May-16	1.14 Aug-16	

S. No.	Name of work	GP	Sanction amount/ Month	Expenditure/ Month of completion	Observation
29	Construction of boring, motor, accessories work, Government Secondary School, Simlod	Simlod	1.41 May-16	1.13 May-16	Single phase boring constructed without government electricity connection
30	Construction of boring, motor, accessories work, Bajrang Lal Meena dealer ke makan ke pas, chaurahe par, Kamtha	Kankarda	1.44 May-16	0.99 Aug-16	
31	Construction of boring, motor, accessories work, Kishan Chand Meena ke makan ke pas, Kankarda	Kankarda	1.44 May-16	0.91 Sept-16	
32	Construction of boring, motor, accessories work, Shyam Meghwal ke makan ke pas, Todhi, Kankarda	Kankarda	1.44 May-16	0.94 Dec-16	
33	Construction of boring, motor, accessories and khel work, Bad ke ped ke pas, Mansha ka dera	Ghatti	1.80 Jun-16	1.53 Jul-16	
ZP Karauli					
PS Hindaun					
34	Construction of Single phase Tubewell mai Kunda work, Lekhraj putra Kajori ke ghar ke pas, Ganwari Meena	Ganwari Meena	1.87 Dec-17	1.87 Mar-18	Single phase boring constructed without government electricity connection
35	Single phase Tubewell mai kunda work, Shree Digamber Jain Aadrsh Mahila Mahavidhalaya, Banwaripur	Ganwari Meena	1.87 Dec-17	1.87 Mar-18	
36	Single phase Tubewell mai connection evam tanki work, Atal sewa Kendra, sarvjanik sthan par, Somala	Somala	2.31 Mar-18	1.47 Aprl-18	
PS Todabheem					
37	Construction of Single phase Tubewell mai kunda, Shreefool Meena ke ghar ke pas, khare ka pura, Meena Patti, Bonl	Bonl	2.50 Jun-17	2.32 Aprl-18	Single phase boring constructed without government electricity connection
38	Single phase Tubewell mai kunda work, Omrao Meena ke ghar ke pas, evam Nar Singh Mandir ke pas, meena Patti, Bonl	Bonl	2.50 Jun-17	2.45 Aprl-18	
ZP Pratapgarh					
PS Chhoti Sadri					
39	Tubewell drilling single phase motor with accessories work, Aashram ke pass	Karunda	3.00 Dec-18	1.60 Dec-19	Single phase boring constructed without government electricity connection
40	Tubewell bore with pump set, Udapura	Karjoo	1.60 Aug-18	1.27 Dec-18	
41	Tubewell bore with pump set, Math chauraha	Karjoo	1.60 Aug-18	1.60 Jun-19	
42	Tubewell bore with pump set, Hanuman chauraha	Karjoo	1.60 Aug-18	1.58 Jun-19	

S. No.	Name of work	GP	Sanction amount/ Month	Expenditure/ Month of completion	Observation
PS Peepal Khoont					
43	Construction of Tubewell and Tanki for drinking water, nearby Nahar Singh Mata Temple, Bus Stand, Kachotiya	Kachotiya	1.40 May-20	1.40 Jun-20	Government electricity connection was not taken, however it was used by taking electricity from nearby situated temple. The VDO informed that electricity connection was not taken due to creation of liability of electricity bills.
44	Construction of Tubewell with cemented Tanki, Government Upper Primary School, Bagdawad, Mota Dhamaniya	Mota Dhamaniya	3.00 May-20	2.99 Feb-21	Tube well was without government electricity connection. However, illegal electricity connection was taken from nearby electricity pole.
ZP Sikar					
PS Khandela					
45	Construction of Single phase Tubewell ka cable bore me casing work, Sarvjanik kuve ke pas, Chak khatundara	Khatundara	1.95 Aug-18	1.92 Mar-19	Single phase boring constructed without government electricity connection
PS Sri Madhopur					
46	Single phase Tubewell mai kharab motor, 300 meter cable or Penal badalwane evam 700 feet pipe dalwane ka karya, Baba Haridas ke aashram ke pas, Devipura	Kotri Dhaylan	1.30 Oct-17	1.24 Jan-18	Single phase boring constructed without government electricity connection
Total			**68.79**	**59.83**	

Note: The works shown as highlighted were physically verified along with department officials.

Annexure XX

(Refer Paragraph: 2.2.10.2(iii))

Statement showing details of construction of Hand Pump and Single Phase Tube well without tendering under MLALAD

(₹ in lakh)

S. No.	Name of work	GP	Month of sanction	Sanctioned Amount	Expenditure	Month of completion
1	Construction of public hand pump with tanki, Mali Basti, Kalipura	Karsai	September 2016	1.20	1.20	October 2016
2	Construction of public single phase boring, Pagar ki talai par, Kumhar mohalla, Wamanpura	Karsai	September 2016	3.25	3.25	October 2018
3	Construction of public hand pump with tanki, Ashram ke pas	Maholi	March 2019	1.20	1.20	June 2019
4	Construction of hand pump, Babu ke ghar ke pas	Saipur	August 2018	0.90	0.90	August 2018
5	Construction of hand pump, Brahmanand ke ghar ke pas	Saipur	August 2018	0.90	0.90	October 2018
6	Construction of public hand pump, Govind ke ghar ke pas, Keerathpura	Saipur	August 2018	0.90	0.90	October 2018
7	Construction of single phase with tanki and electricity connection, Dayanand Saraswati Secondary School, Keeratpura	Saipur	December 2017	3.00	3.00	January 2018
8	Construction of single phase bore with tanki at public place, SC basti, gamete, Manoharpura	Semarda	September 2016	3.00	3.00	February 2017
9	Construction of new hand pump, Atar Singh ke ghar ke pas, oonche ka pura, Tuslipura	Tulsipura	September 2016	0.90	0.89	November 2016
10	Construction of new hand pump, Jagroop Thekadar ke ghar ke pas, Tulsipura	Tulsipura	September 2016	0.90	0.90	November 2016
11	Construction of new hand pump, Petam ke ghar ke pas, Thad ka pura	Tulsipura	September 2016	0.90	0.90	November 2016
12	Construction of hand pump, Shivcharan gurjar ke pas	Tulsipura	September 2016	0.90	0.89	November 2016
13	Construction of new hand pump, Mansingh gurjar ke pas	Tulsipura	September 2016	0.90	0.90	November 2016
14	Construction of single phase bore with electricity connection, Hakim Singh son of shri Babu Singh ke ghar ke pas, Tiketpura, Panchna road	Tulsipura	October 2018	2.50	2.50	April 2019
Total				**21.35**	**21.33**	

Annexure XXI

(Refer Paragraph: 2.2.10.3)

Statement showing the detail of work with unfruitful expenditure under MLALAD

(₹ in lakh)

S. No.	Name of work	GP	Sanctioned amount/ month	Expenditure/ Month of completion	Irregularities
ZP Baran					
PS Anta					
1	Installation of High Mast Light, Jhandi Chauraha, Palaytha	Palaytha	2.10/ Sept-19	2.10 Oct-19	Government electricity connection was not taken.
2	Installation of High Mast Light, Children park, Palaytha		2.10/ Sept-19	2.10 Oct-19	Government electricity connection was not taken. High Mast light bulbs were stolen. FIR was also not lodged.
3	Installation of High Mast Light, Sabjimandi Chowk, Palaytha		2.10/ Sept-19	2.10 Oct-19	Government electricity connection was not taken.
ZP Churu					
PS Churu					
4	Construction of Community Building, Harijan Mohalla, Poti	Beenasar	5.66 Sep-18	5.66 Nov-18	The Community Building was found to be not in use due to lack of proper pathway to enter the building.
5	Information, Communication and Technology Lab in Government Secondary School, Gajasar	Karwasar	0.76 Mar-19	0.76 Aug-19	The Computer equipment was lying unutilised due to non-availability of computer room and non-installation of web camera.
PS Rajgarh					
6	Construction of Nallah at village Rampura	Rampura	21.36/ Nov-17	14.82 Aprl-18	The *Nallah* was blocked and chambers were lying open. The VDO informed that the work was not handed over to the GP. Thus, the sanitation purpose could not be served.
7	Construction of Public Pucca Talab with plantation in east side of Power house	Tamba Kheri	17.50/ Apr-18	12.91 Jun-18	The work was constructed at the site but plantation work was not found. The Assistant Engineer informed that plantation work was not executed.
ZP Jodhpur					
PS Dechu					
8	Construction of Pyau, Karnoto ki dhaniya, Jalam Nagar	Khera Bagoriya	3.60/ Dec-17	3.60 Mar-18	The Pyau was without any water source.
9	Construction of Sarvjanik Pyau, Haji amla ki dhani me		3.60/ Feb-18	3.60 Jul-18	The Pyau was without any water source.

S. No.	Name of work	GP	Sanctioned amount/ month	Expenditure/ Month of completion	Irregularities
10	Construction of Sarvjanik Pyau, Maharaj ka sthan, Ram Nagar ke khasra No. 401 me	Khera Bagoriya	3.60/ Oct-18	3.60 Mar-19	The Pyau was without any water source and it was locked.
11	Construction of Sarvjanik Pyau, Jashodo ki dhani, khasra No. 502 me	Bhojakor	3.60/ Feb-19	3.60 Aprl-19	The Pyau was without any water source and it was locked.
12	Construction of Sarvjanik Pyau, rajashv gram Pipaliya Nagar, khasra No. 996/3	Rawatnagar	3.60/ Jul-18	3.60 Nov-19	The Pyau was without any water source and it was filled with garbage/kabad/ tyre.
ZP Karauli					
PS Karauli (Urban)					
13	Construction of Hand Pump, Mali Basti Kante ke pas, Ward No. 36, Karauli	Karauli (Urban)	1.00 Sep-16	0.95 Mar-18	Hand pump was non-functional.
PS Todabhim					
14	Construction of 8 inch bore for water in Government College, Bhuda	Sakarwada	4.00 Mar-20	3.20 May-20	Bore was found lying defunct in absence of motor.
15	Construction of 5 inch bore in Secondary School, Padampura	Padampura	2.00 Apr-18	1.95 Sept-18	Bore was found lying defunct. VDO informed that bore was dry from the very beginning.
16	Construction of Hand Pump, Maharaji Gurjar ke Ghar ke Pas, Gurjar Patti, Bonl	Bonl	1.00 Jun-17	0.98 Nov-17	Hand pump was found lying defunct. Upper part of the hand pump was missing.
ZP Pratapgarh					
PS Peepal Khoont					
17	Construction of Tubewell with cemented Tanki, Maa Bari Kendra ke pas, Talab Fala, Khora Pada	Mota Dhamaniya	3.00 May-20	2.99 Jan-21	The water tank was being filled from nearby situated hand pump instead of tubewell. The VDO informed that water tank could not be connected as Tube well was far away.
PS Pratapgarh					
18	Installation of Reverse Osmosis (RO) plant and Water Cooler, Yatri Prateekshalaya ke pas at Bardiya Bus Stand, Bardeeya	Bardeeya	1.00 Jun-18	0.97 Jun-18	RO was found lying without use and the water tank was also not found at the site. The VDO informed that the RO was lying unused since October 2018 due to lack of repair.

S. No.	Name of work	GP	Sanctioned amount/ month	Expenditure/ Month of completion	Irregularities
19	RO system for purification of water in District Jail Pratapgarh	Pratapgarh	0.60 Jan-20	0.60 Feb-20	RO System was found lying without use. The Jail Superintendent informed that RO systems was lying unused since April 2021 due to lack of servicing.
20	Construction of Single Phase Motor Pump Set, Water Tank with fixing of Stand, Sheetla Mata Mandir ke Pas, Badi Dori	Barawarda	1.00 Oct-17	1.00 Dec-17	Neither motor pump set nor water tank was found. Only iron stand was found at the site. The VDO informed that accessories had been stolen by unknown person. However, it was observed that no First Information Report (FIR) was lodged.
21	Construction of Tube well Bore with Motor Pump Set with Poly Vinyl Chloride (PVC) Tanki, Gram Sahakari Samiti ke pas	Devgarh	1.00 Sep-18	1.00 Jul-19	Tubewell and PVC Tanki was found at site but was not connected to each other and was lying without use. The VDO informed that the Tube well and PVC tanki was lying without use due to lack of electricity connection since its construction.
22	Construction of Play-ground of Kabbadi, Kho-Kho, Archery Volleyball and Basketball and Track in Government Upper Primary School, Bamotar	Amlawad	14.80/ Sep-18	5.01 NA	The work was incomplete despite lapses of more than two and half year. Heavy debris/ rocks were found lying at the site.
ZP Sikar					
PS Dhod					
23	Installation of RO, Government upper primary school, Aala ki Dhani, Netarwas	Netarwas	1.00 Dec-18	1.00 Jun-19	RO was lying unused since June 2019 due to not connected to the water tank. The VDO informed that RO was not being used due to lack of arrangement of motor for lifting the water into the Tanki connected with the RO.
24	Installation of High Mast Light, main chowk, Jassupura	Binjasi	5.00 Feb-19	4.98 Aug-19	The Light was found non-operational.
25	Construction of Roof Top Harvesting Structure (RTWHS) at Atal Seva Kendra	Shyampura	0.99/ Dec-17	0.99 Jun-18	The RTWHS was not connected to the roof top due to which RTWHS was dry.
PS Sikar (Urban)					
26	Fixing of under-ground dustbin, Holi Kheda, Palwas Road, Sikar	Sikar (Urban)	2.50 Nov-16	1.76 Jan-18	The underground dustbins was not found at the site. The Assistant Engineer, Municipal Council, Sikar informed that underground dustbins were dismantled due to having filth by dustbins and not utility of dustbins.

S. No.	Name of work	GP	Sanctioned amount/ month	Expenditure/ Month of completion	Irregularities
27	Fixing of under-ground dustbin, Subhash Chowk Sikar	Sikar (Urban)	2.50 Nov-16	1.76 Jan-18	The underground dustbins was not found at the site. The Assistant Engineer, Municipal Council, Sikar informed that underground dustbins were dismantled due to having filth by dustbins and not utility of dustbins.
Total			**110.97**	**87.59**	

Appendix XXII

(Refer Paragraph: 2.2.10.4(i))

Statement showing the details of works of Open Veranda and Kabootarkhana sanctioned nearby religious worship places under MLALAD

(₹ in lakh)

S. No.	Name of work	GP	Sanctioned amount/ Month	Expenditur/ Month of completion	Work Status
ZP Bhilwara					
PS Asind					
1	Construction of public Kabootarkhana, Goradiya Sutewadi main mataji ke sthan ke pas, Goradiya	Bajunda	1.50 Oct-18	1.20 In progress	Work was sanctioned nearby religious worship place
2	Construction of public Kabootarkhana, Bajunda Hathibhata mai Hanuman ji ke sthan ke pas, Bajunda	Bajunda	1.50 Oct-18	1.20 In progress	
3	Construction of Kabootarkhana Hanuman ji ke sthan ke pas, Jhhabarkiya	Motipur	3.00 Oct-18	3.00 Jun-20	
4	Construction of Kabootarkhana, Devnarayan mandir ke pas, Laxmipura	Barsani	3.00 Jul-19	2.40 In progress	
5	Construction of Kabootarkhana Talab ke pal par bheruji ke sthan ke pas Barsani	Barsani	2.00 Jul-19	1.60 In progress	
PS Bhilwara (Urban)					
6	Construction of Kabootarkhana, Chintaharan mahadev mandir ke pas, D-Sector Chittrakoot Nagar, ward no. 42, Bhilwara	Bhilwara (Urban)	5.00 Sep-19	4.37 Sep-20	Work was sanctioned nearby religious worship place
7	Construction of Kabootarkhana, Charbhujanath mandir ke pas, Biliya ward no. 6	Bhilwara (Urban)	7.00 Aug-18	5.89 Aug-19	
8	Construction of Kabootarkhana, Chamunda mata mandir ke pas, Manshapurn mahadev mandir ke pas, ward no. 26	Bhilwara (Urban)	7.00 Mar-20	0.00 NA	
9	Construction of Kabootarkhana, Odon ka kheda, Bherunath mandir ke pas, Bhilwara	Bhilwara (Urban)	5.00 Mar-20	0.00 NA	
10	Construction of Kabootarkhana, Chhoti Harni ward no. 20, Charbhuja mandir ke pas, Bhilwara	Bhilwara (Urban)	5.00 Mar-21	0.00 NA	
11	Construction of vishramsthali/veranda, Sanganer me ward no. 44 me Daschara maidan me namdev samaj ki satimata ke pas	Bhilwara (Urban)	7.00 Dec-17	6.19 Aug-18	
12	Construction of Kabootarkhana, Odon ka kheda me stith balaji mandir ke pas, Bhilwara	Bhilwara (Urban)	5.00 Mar-20	0.00 NA	Work was sanctioned nearby religious worship place
13	Construction of Kabootarkhana, Modndi ke balaji ke pas, ward no. 11, Bhilwara	Bhilwara (Urban)	4.00 Jun-19	0.00 NA	
14	Construction of Kabootarkhana, Ramdev mandir ke pas, Bairwa Mohalla, main ward no. 4, Pur, Bhilwara	Bhilwara (Urban)	7.00 Sep-16	6.50 Nov-19	

S. No.	Name of work	GP	Sanctioned amount/ Month	Expenditur/ Month of completion	Work Status
15	Construction of Kabootarkhana, ward no. 2, Patola Mahadev road par shamshan ghat ke Hanuman mandir ke pas, Bhilwara	Bhilwara (Urban)	5.00 Nov-17	4.15 Nov-19	
16	Construction of Kabootarkhana, Babadham ke pas, Hanuman mandir ke pas, Shyam Nagar warde no. 53	Bhilwara (Urban)	5.00 Jun-18	4.00 In progress	
17	Construction of Kabootarkhana, Kota road sanganri gate par balaji ke mandir ke pas, kasera samaj ke nohre ke pas khali sthan par, Bhilwara	Bhilwara (Urban)	5.00 Mar-19	4.62 Jul-20	
18	Construction of Kabootarkhana extension, ward no. 46, Vijay Singh pathik Nagar me, Mansha purna mandir ke pas	Bhilwara (Urban)	4.00 Mar-20	3.51 Sept-20	The asset was constructed at religious place.
19	Construction of Kabootarkhana, ward no. 46, Vijay Singh pathik Nagar me, Mansha purna mandir ke pas	Bhilwara (Urban)	4.00 Nov-19	3.32 Jul-20	The asset was constructed at religious place.
20	Construction of Kabootarkhana, Vivekanand park me mandir ke pas, Subhash nagar	Bhilwara (Urban)	10.00 Nov-17	8.49 Jan-19	The asset was constructed at religious place.
PS Kotri					
21	Construction of Kabootarkhana, Shri Tejaji Maharaj ke mandir ke pas, Jeeva kheda	Jeeva Kheda	2.00 Jul-17	2.00 Jun-20	Work was sanctioned nearby religious worship place
PS Mandalgarh					
22	Construction of Kabootrkhana, Charbhuja mandir ke pas, Ralayata	Ralayata	3.00 Sep-17	3.00 Mar-21	Work was sanctioned nearby religious worship place
23	Construction of Kabootarkhana, Chauhan Saheb Sagas ji Maharaj ke sthan ke pas, Dhamanghati	Barundni	1.50 May-17	1.50 Nov-19	
24	Construction of Kabootarkhana, Ramdevji sthan ke pas, Makadiya	Khachrol	2.50 May-17	2.50 Feb-19	
25	Construction of Kabootarkhana, Bheel Basti mataji ke sthan ke pas, Singoli	Singoli	2.00 Jul-17	2.00 Mar-20	
PS Hurda					
26	Construction of Kabootarkhana, Pabuji ke sthan ke pas, Lamba	Lamba	1.00 Sep-17	1.00 Nov-18	Work was sanctioned nearby religious worship place
PS Suwana					
27	Construction of Kabootarkhana, Shri Bagaleshwar Mahadev ke sthan ke pas, Mangrop	Mangrop	2.00 Jan-17	2.00 Jul-19	Work was sanctioned nearby religious worship place
28	Construction of Kabootarkhana, Ramdev ji ke mandir ke pas, Balai kheda	Rampuriya	1.00 Jun-16	1.00 Nov-19	
29	Construction of Kabootarkhana, Kheda Khoont Mataji ke sthan ke pas	Kherabad	2.00 Mar-17	2.00 Mar-18	
30	Construction of Kabootar khana, Bherunji ke sthan ke pas, Shivpura	Dudiya	2.00 Sep-17	2.00 Dec-19	
31	Construction of Kabootarkhana, kalaji ke sthan ke pas, Gundali	Gundali	2.00 Jul-17	2.00 Jan-19	

S. No.	Name of work	GP	Sanctioned amount/ Month	Expenditur/ Month of completion	Work Status
32	Construction of Kabootankhana, Hanuman ji ke mandir ke pas, Gundali	Gundali	2.00 Jun-17	2.00 Jan-19	
33	Construction of Kabootarkhana, Shivji ke sthan ke pas, Dugarda	Gundali	2.00 Sep-18	2.00 Jan-20	
PS Raipur					
34	Construction of Kabootarkhana, Kalaji ke sthan ke pas, Ranas	Ashaholi	3.00 May-18	3.00 Apr-20	Work was sanctioned nearby religious worship place
35	Construction of Kabootarkhana, Mamadevji ke sthan ke pas, Kalalkhedi	Borana	2.00 Nov-19	2.00 Mar-21	
36	Construction of Public Kabootarkhana, Ramdevji ke sthan ke pas, Jalikhedi	Borana	2.00 Nov-19	1.60 In progress	
PS Sahara					
37	Construction of Public Kabootarkhana in SC/ST Basti Kalika mata ke pas, Jaisinghpura	Salera	2.00 Nov-19	2.00 Jun-20	Work was sanctioned nearby religious worship place
38	Construction of Public Kabootarkhana, Bheruji ke pas, Makadiya	Bhunas	3.00 Nov-19	3.00 Jan-21	
39	Construction of Public Kabootarkhana, Chawanda mata ke pas, Bhunas	Bhunas	2.00 Nov-19	2.00 Jan-21	
40	Construction of Public Kabootarkhana, Bheelon ke mataji ke pas, Delana	Delana	2.00 Nov-19	2.00 Dec-20	
41	Construction of Public Kabootarkhana, Bairwa ke bheruji ke pas, Jhoompura	Nandsha	2.00 Dec-19	1.60 In progress	
ZP Pratapgarh					
PS Chhoti Sadri					
42	Construction of Open Veranda, Devnaryan Devere ke pas, Malawada	Gomana	3.00 Dec-17	3.00 Jun-19	Work was sanctioned nearby religious worship place
43	Construction of Public Open Veranda, Devnaryan mandir ke pas, ward no. 4, Chhoti Sadri	Chhoti Sadri	2.00 Oct-17	0.00 NA	
44	Construction of open Veranda, Hanumanji ke sthan ke pas, Udpara Khurd	Peethalwari Kalan	2.50 Nov-19	0.00 NA	
45	Construction of open Veranda, ramdevji ke pas, Ummedpura	Ganesh Pura	2.50 Nov-19	2.50 Dec-19	
46	Construction of open veranda, mahadevji ke sthan ke pas, Biliya	Ganesh Pura	2.50 Nov-19	2.28 Aug-20	
47	Construction of open Veranda, Devnarayan mandir ke pas, Barekhan	Gagrol	3.00 Nov-19	0.00 NA	
PS Pilikheda					
48	Construction of open Veranda, Rela Hanuman mandir ke pas	Chhoti Sadri	2.00 Jan-18	1.03 Feb-19	Work was sanctioned nearby religious worship place
PS Dhariyawad					
49	Construction of open Veranda, Gorakhnath mandir ke pas, Sarajikheda	Hajari Gurha	5.00 Nov-19	3.00 In progress	Work was sanctioned nearby religious worship place

S. No.	Name of work	GP	Sanctioned amount/ Month	Expenditur/ Month of completion	Work Status
PS Pratapgarh					
50	Construction of Open Veranda, Bheruji Bawaji ke sthan ke pas	Madhura Talab	2.00 Aug-16	1.80 In progress	
51	Construction of Open Veranda, Chokha Bawaji ke sthan ke pas, Uthakheda	Saree Peepli	2.00 Aug-16	2.00 July-17	
52	Construction of Open Veranda, Bheru Bawaji ke sthan ke pas, Saree Peepli	Saree Peepli	1.00 Oct-17	0.80 In progress	
53	Construction of Open Veranda, Jogniya Mataji ke sthan ke pas, Bhameriya	Bardeeya	2.00 Feb-18	1.94 July-18	
54	Construction of Open Veranda, Devnarayan ji Mandir ke pas, Kushalpura	Bardeeya	2.00 Mar-18	2.00 Apr-19	Work was sanctioned nearby religious worship place
55	Construction of Open Veranda, Narayan Kheda ke Varai mataji ke sthan ke pas	Narayan Kheda	2.50 Mar-18	2.50 May-18	
56	Construction of Open Veranda, Hanumanji ke mandir ke pas, Khijankheda	Narayan Kheda	2.50 Feb-18	2.50 May-18	
57	Construction of open Veranda, Mota devra ke sthan ke pas, Rathanjana	Rathanjana	2.00 Jul-18	0.00 NA	
58	Construction of open Veranda, Bheru bawaji ke sthan ke pas, Sawraji Fala	Gyaspur	2.00 Dec-18	0.00 NA	
59	Construction of open Veranda, Narsingh mataji ke sthan ke pas, khedi	Nakor	2.00 Jul-18	2.00 Nov-18	
60	Construction of open Veranda, Bheruji Bawaji, ke sthanke pas, Bhiyahuri	Nakor	1.50 Apr-18	1.50 Nov-18	
61	Construction of open Veranda, mataji ka fala, Bandarkheda	Nakor	1.50 Jun-18	1.50 Oct-18	
62	Constrution of open Veranda, Rupa bawaji ke sthan ke pas, Karmadiya khori	Devgarh	2.00 Jun-18	2.00 Aug-18	Work was sanctioned nearby religious worship place
63	Construction of open Veranda, Mahadevji ke sthan ke pas, Ambakhori Lalpura	Devgarh	2.00 Jun-18	1.99 Aug-18	
64	Construction of open Veranda, Narsingh mataji ke sthan ke pas, Samlipathar	Devgarh	2.00 Jun-18	2.00 Aug-18	
65	Construction of open Veranda, Bawaji ke sthan ke pas, Kalakhet	Jolar	1.50 Jul-18	1.50 Nov-18	
66	Construction of open Veranda, khana bawaji ke sthan ke pas in Mangri dadafala	Jolar	2.00 Jul-18	2.00 Nov-18	
67	Construction of open Veranda, Mahadevji ke sthan ke pas, Dhawda	Jolar	2.00 Jul-18	1.99 Jan-20	
68	Construction of open Veranda, mahadevji ke sthan ke pas, Mogjikudi	Dhamotar	2.50 Jun-18	2.44 Oct-20	
69	Construction of open Veranda, Kalika ji mandir ke pas, lemagra fala, Richhdi	Pal	1.50 Jul-18	0.00 NA	Work was sanctioned nearby religious worship place
70	Construction of open Veranda, Nathu Bawaji ke sthan ke pas, Rana	Pal	3.00 Jul-18	0.00 NA	
71	Construction of open Veranda, Kalika mataji ke mandir ke pas, Rawlafala, Meriya Kheri	Meriya Kheri	2.00 Aug-18	2.00 Oct-18	
72	Construction of open Veranda, Madhuratalab Jodmiyafala me Teja bawaji ke sthan ke pas	Madhura Talab	1.50 Dec-18	0.75 In progress	

S. No.	Name of work	GP	Sanctioned amount/ Month	Expenditur/ Month of completion	Work Status
73	Construction of open Veranda, Pema bawaji pratham ke mandir ke pas, Dhawdifala	Madhura Talab	2.00 Sep-18	0.00 NA	Work was sanctioned nearby religious worship place
74	Construction of open varndah, Devnarayan mandir ke pas, Achal Pur	Achal Pur	5.00 Jul-20	0.20 In progress	
75	Construction of open Veranda, Bheru bawaji mandir ke pas, Ghotarsi	Ghotarsi	3.00 Jul-20	2.00 In progress	
76	Constrtuction of open veranda, Onthela mataji ke pas, Khedi	Nakor	2.00 Jul-18	2.00 Feb-19	Found being used for religious worship purposes.
77	Construction of open veranda, Sheetla mataji ke sthan ke pas, Rathanjana	Rathanjana	5.00 Mar-18	5.00 May-18	Found being used for religious worship purposes.
78	Construction of open veranda, Jain mandir ke pas, Barawarda	Barawarda	3.00 Aug-18	2.99 Sept-20	The work was found constructed at Jain Samaj Mandir Parishar and Open Veranda found used for religious/ worship purpose.
Total			**226.50**	**161.85**	

Note: The works shown as highlighted were physically verified along with department officials.

Appendix XXIII

(Refer Paragraph: 2.2.10.4(ii))

Statement showing the details of other inadmissible works under MLALAD

(₹ in lakh)

S. No.	Name of work	GP	Sanctioned amount/ month	Expenditure/ Month of completion	Irregularities found
ZP Baran					
PS Anta					
1	Construction of Public Community Building in village Motipura Ki Jhopadiya	Bohat	6.00 Sep-18	5.89 Mar-19	Community building was being used for personal purpose.
2	Construction of Community Building, Maliyon Ka Mohalla, Ward No. 2	Bohat	8.00 Mar-18	7.98 Jan-19	Community building was being used for personal purpose.
ZP Bhilwara					
PS Bhilwara (Urban)					
3	Construction of vishramsthali/ veranda Sanganer me ward no. 44 me Dasehara maidan me namdev samaj ki satimata ke pas	Bhilwara (Urban)	7.00 Dec-17	6.19 Aug-18	The asset was constructed at religious place.
4	Construction of vishranthigrah RICCO area, ek no. chauraha par udhyogpati mahadev ke pas	Bhilwara (Urban)	5.00 Mar-19	4.99 Mar-20	The asset was constructed at religious place.
5	Construction of vishranthigrah, ward no. 48, Pania Bhairon ke sthan ke pas, Bhilwara	Bhilwara (Urban)	5.00 Nov-17	4.64 Sept-18	The asset was constructed at religious place.
PS Banera					
6	Construction of Samudayik Bhavan, Bairwa Samaj ke liye Ramdev Mandir ke pas, Jhantal	Baldarkha	5.00 Jul-18	5.00 Feb-19	Samudayik Bhavan was given on rent for tent house and was being used for individual purpose.
7	Construction of Samudayik Bhavan, Jhantal	Baldarkha	5.00 Jul-18	4.89 Feb-19	Samudayik Bhavan was given on rent for tent house and was being used for individual purpose.
ZP Churu					
PS Churu					
8	Construction of Interlocking Kharanja, Bhaleri Sadak Se Kishan Lal Ki Dhani tak, Khasra Number 931/115, Somasi	Jhariya	5.48 Nov-19	5.00 Feb-20	Interlocking Kharanja was constructed on private agriculture land and was found encroached by an iron gate.
PS Rajgarh					
9	Construction of Interlocking road in Public Chowk, Dholiya	Seowa	3.25/ Sep-18	3.00 May-19	The work was found constructed in the premises of Anganwadi/Community building instead of sanctioned place i.e. public chowk.

S. No.	Name of work	GP	Sanctioned amount/ month	Expenditure/ Month of completion	Irregularities found
ZP Jodhpur					
PS Dechu					
10	Construction of Sarvjanik Pyau, Chaudhariyon Ki Dhaniya, Kheda Bagoria	Khera Bagoriya	3.60 Dec-17	3.60 Mar-18	Water hut (Pyau) was being used for personal purpose.
11	Construction of Sarvjanik pyau, Majisa mandir ke pas, Meghwalo ka Bas, Mandlakalan	Mandlakalan	4.00 Mar-19	3.96 Dec-19	Pyau was being used as personal residence instead of prescribed (pyau) public use.
12	Construction of Sarvjanik pyau, Chatur Singh ki Dhaniya, Durga Bhawan ke pas, Khasra no. 43	Khera Bagoriya	3.60 Feb-19	3.60 Nov-20	Pyau was being used as personal residence instead of prescribed (pyau) public use.
13	Construction of Sarvjanik pyau, Dhana Ram Choudhary ki Dhani	Khera Bagoriya	3.60 Apr-18	3.60 Jun-18	Pyau was being used as personal residence instead of prescribed (pyau) public use.
14	Construction of Samudayik pyau, Bakasar Budkiya me Deepgiri kua ke pas	Burkiya	3.60 Apr-17	3.60 May-18	Pyau was being used as personal residence instead of prescribed (pyau) public use.
15	Construction of Sarvjanik pyau Pepsingh/Sambhu Singh/ Amarsingh ki dhani, Aai mata mandir ke pas, Khasra no. 1652	Dechu	3.60 Mar-18	3.60 Mar-19	Pyau was being used as personal residence instead of prescribed (pyau) public use.
16	Construction of Sarvjanik Pyau, Mukand ke Darikhane ke pas	Chandsama	3.60 Mar-17	3.58 Mar-19	Building was being used by an individual for residential purpose.
17	Construction of Sarvjanik Pyau, Jawahar Dan ki Dhani, rajasva gaon, Sanvalo ki Dhani	Govindpura	3.60 Mar-18	3.60 Mar-19	Building was being used by an individual for residential purpose.
18	Construction of Pani ki Pyau, Bheelon ki Basti mai Pabuji mandir ke pas, Utwaliya	Utwaliya	3.50 Oct-16	2.80 Mar-21	Pani ki Pyau was locked. VDO informed that Sanitary material of some contractors was stored in the pyau.
19	Construction of Vachnalaya, Chilai mata mandir ke pas, Rajputon ki dhani, Khasra No. 531, Govindpura	Govindpura	3.60 Sep-17	3.60 Apr-19	*Vachnalaya* was being used for individual purpose. Door of the *vachnalaya* opens in private land instead of public road.
20	Construction of Sarvajanik Pyau, Ganpat Singh/Ratan Singh Jodawat ki dhani, Bakasar	Burkiya	3.60 Oct-17	3.60 Mar-18	Sarvajanik Pyau was found used for individual purpose. The occupant had clamped his own name plate on the pyau instead of work display board. There was no public access to pyau as it was surrounded by personal farm house of the individual.
21	Construction of Sarvajanik Pyau, Bhikh Singh Jashod ke dhani ke pas, Utawaliya	Utwaliya	3.60 Jun-18	3.60 Mar-19	Sarvajanik Pyau was being used for individual purpose. There was no public access to pyau as it was surrounded by personal farm house of the individual.

S. No.	Name of work	GP	Sanctioned amount/ month	Expenditure/ Month of completion	Irregularities found
PS Luni					
22	Construction of sarvjanik pyau, Aabadi bhumi me Pratap Singh/Bheejraj Singh Aayash ke ghar ke pas, Mailwa	Dhawa	3.50 Apr-17	3.50 May-18	Pyau was being used for marriage ceremony as samudayik bhavan.
23	Construction of sarvjanik pyau, aabadi bhumi me ramdev mandir ke piche school ke pas, Mailwa	Dhawa	3.50 Apr-17	3.50 Oct-18	Pyau was being used for marriage ceremony etc. as samudayik bhavan.
24	Construction of sarvjanik pyau, Meghwalo ki dhani ke pas, khasra No. 572/2 me rajkiye bhumi per, Kheda Sarecha	Sarecha	5.00 Jun-17	5.00 Jan-19	Pyau was being used for marriage ceremony etc. as samudayik bhavan.
25	Construction of sarvjanik pyau with toilet, Jodho ki dhani, Satlana	Satlana	4.50 Nov-17	4.50 May-18	Tanki was not constructed along with Pyau and it was being used for marriage ceremony etc. as samudayik bhavan.
ZP Karauli					
PS Karauli (urban)					
26	Construction of community building, main sadak, Todabhim Gajipur road ke pas sthan Jairam ka pura, thai ke pas, Todabhim	Karauli (urban)	5.00 Jul-17	4.94 Oct-17	One room of community building was found used for residential purpose and other for temple purpose.
PS Todabhim					
27	Construction of Protection Wall of Anganwadi Kendra	Moondiya	3.00/ Jul-18	2.32 Dec-18	The protection wall was constructed at pond as *Anganwadi Kendra* did not exist in that village. The work for construction of protection wall was sanctioned at a place which did not even exist.
ZP Pratapgarh					
PS Pratapgarh					
28	Construction of yatri prateekshalaya, Bheroonji bawaji ke sthan ke pas, Teela	Nakor	1.00 Jan-17	1.00 Aug-18	Found being used for religious worship purposes. The Yatri Prateekshalaya was found constructed in 242 square feet area instead of prescribed 460 square feet as envisaged in Para 15.1 of the MLALAD Scheme guidelines. VDO informed that work was constructed in lesser area due to non- availability of land.
29	Strengthening of forest path, Yogeshwar mahadev, Manohar Garh	Manohar Garh	5.00 Dec-19	5.00 Feb-20	Work was found constructed for religious/worship place.

S. No.	Name of work	GP	Sanctioned amount/ month	Expenditure/ Month of completion	Irregularities found
30	Construction of yatri prateekshalaya, Bardeeya, Pratapgarh-Jeeran road par, Mahishasur mataji ke pas	Bardeeya	3.00 Jul-18	3.00 Nov-18	Yatri Prateekshalaya found in Mandir parisar.
31	Construction of open veranda, gram Oothakheda me chokha bawaji ke pas	Saree Peepli	2.00 Aug-16	2.00 NA	The work was found constructed at Chokha Bawaji Pooja Sthal and open veranda found used for religious/ worship purpose.
ZP Sikar					
PS Dhod					
32	Construction of single phase tube well, Mal Singh Shekhawat ki dhani ke pas, Rewasi, Binjasi	Binjasi	3.50 Nov-17	3.50 Jan-18	Tube well was being found used for individual purpose. The VDO informed that tube well is being used for individual purpose as it is constructed in the field of farmer.
Total			**132.23**	**128.58**	

Appendix XXIV

(Refer Paragraph: 3.1)

Statement showing details of unauthorised procurement of additional material/works in PSs Deeg, Kaman, Ghatol and Pindwara

(₹ in crore)

Name of GP	Original tender value	Limit to procure additional material or execute additional work as per RTPP Rule 73 (2)	Total permissible limit to procure material (including additional material) or execute work (including additional work)	Value of material procured or work executed during 2017-18	Value of procured additional material or executed additional work during 2017-18 (*per cent* of original tender value)	Value of unauthorised procurement made or work executed during 2017-18 (*per cent* of original tender value)
(1)	(2)	(3)=50 *per cent* of (2)	(4) = (2) + (3)	(5)	(6) = (5)-(2)	(7) = (5)-(4)
(A) PS Deeg (work of supplying material for various construction works to be executed under NREGA and other schemes of RD&PRD)						
GP Kuchawati	0.10	0.05	0.15	0.19	0.09 *(90)*	0.04 *(40)*
GP Iklehra	0.10	0.05	0.15	0.27	0.17 *(170)*	0.12 *(120)*
GP Guhana	0.10	0.05	0.15	0.50	0.40 *(400)*	0.35 *(350)*
GP Mawai	0.10	0.05	0.15	0.29	0.19 *(190)*	0.14 *(140)*
Total	**0.40**	**0.20**	**0.60**	**1.25**	**0.85 *(213)***	**0.65 *(163)***
(B) PS Kaman (work of supplying material for various construction works to be executed under NREGA and other schemes of RD&PRD)						
GP Bilang	0.10	0.05	0.15	0.33	0.23 *(230)*	0.18 *(180)*
GP Olanda	0.10	0.05	0.15	0.53	0.43 (430)	0.38 *(380)*
GP Kanwara	0.10	0.05	0.15	0.42	0.32 *(320)*	0.27 *(270)*
GP Sonokhar	0.10	0.05	0.15	0.22	0.12 *(120)*	0.07 *(70)*
GP Moonsepur	0.10	0.05	0.15	0.25	0.15 *(150)*	0.10 *(100)*
GP Uchera	0.10	0.05	0.15	0.22	0.12 *(120)*	0.07 *(70)*
GP Lewra	0.10	0.05	0.15	0.35	0.25 *(250)*	0.20 *(200)*
GP Sahera	0.10	0.05	0.15	0.28	0.18 *(180)*	0.13 *(130)*
Total	**0.80**	**0.40**	**1.20**	**2.60**	**1.80 *(225)***	**1.40 *(175)***
(C) PS Ghatol (work of drilling and installing Hand Pumps)						
PS Ghatol	0.25	0.13	0.38	3.03	2.78 *(1,112)*	2.65 *(1,060)*
Total	**0.25**	**0.13**	**0.38**	**3.03**	**2.78 *(1,112)***	**2.65 *(1,060)***
(D) PS Pindwara (work of wall painting/slogan writing/drawings)						
PS Pindwara	0.02	0.01	0.03	0.34	0.32 *(1,600)*	0.31 *(1,550)*
Total	**0.02**	**0.01**	**0.03**	**0.34**	**0.32 *(1,600)***	**0.31 *(1,550)***
G. Total	**1.47**	**0.74**	**2.21**	**7.22**	**5.75 *(391)***	**5.01 *(341)***

Appendix XXV

(Refer Paragraph: 3.4)

Statement showing details of seed money given to, recovered and outstanding from SHGs

(₹ in Lakh)

S. No.	ZP (RDC)	PS	Year in which seed money was released	Amount of seed money		
				Released	Recovered	Outstanding
1.	Chittorgarh	Bhainsrodgarh	2013-17	16.00	0.60	15.40
		Kapasan	2014-15	22.00	6.45	15.55
		Bhadesar	2014-15	0.75	0	0.75
		Nimbaheda	2012-15	21.50	4.86	16.64
		Dungla	2014-17	7.75	1.50	6.25
		Raashmi	2012-16	24.38	2.65	21.73
		Begun	2012-16	36.48	4.62	31.86
		Bhupalsagar	2014-15	11.25	1.28	9.97
		Gangrar	2012-17	15.15	7.96	7.19
		Badi Sadri	2013-15	22.75	0.40	22.35
		Chittorgarh	2014-15	2.75	0	2.75
2.	Pali	Bali	2014-15	19.00	2.99	16.01
Total				**199.76**	**33.31**	**166.45**

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सत्यमेव जयते

Report of the Comptroller and Auditor General of India

PERFORMANCE AUDIT ON ILLEGAL MINING IN RAJASTHAN

लोकहितार्थ सत्यनिष्ठा

Dedicated to Truth in Public Interest

Government of Rajasthan

Report No. 8 of the year 2022

(Performance Audit)

Report of the Comptroller and Auditor General of India for the year ended 31 March 2020

Performance Audit on Illegal Mining in Rajasthan

Government of Rajasthan

Report No. 8 of the year 2022
(Performance Audit)

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Preface

This Report for the year ended 31 March 2020 containing the results of the Performance Audit on Illegal Mining in Rajasthan has been prepared for submission to the Governor under Article 151 of the constitution of India.

The Performance Audit on Illegal Mining in Rajasthan is conducted under Section 16 of the Comptroller and Auditor General's (Duties, Powers and Conditions of Services) Act, 1971, as amended from time to time.

It covered the period 2015-16 to 2019-20, however, improvement in the working of the Department of Mines and Geology was test checked upto the month of October 2021. This Report contains the result of Performance Audit on Illegal Mining in Rajasthan.

The audit has been conducted in conformity with the Auditing Standards, 2017 issued by the Comptroller and Auditor General of India.

Executive Summary

Executive Summary

Minerals are valuable natural resources being finite and non-renewable. Their exploitation is therefore, guided by long term goals and perspective. Rajasthan is blessed with 81 varieties of minerals out of which 57 are being commercially exploited. Rajasthan has the highest number of mining leases in the country. There were frequent reports in the media regarding rampant illegal mining of minerals. The Department itself identified 48,486 cases of illegal mining activities during the years 2015-16 to 2019-20. Illegal mining cases during the year 2019-20 increased 169 *per cent* in comparison to 2015-16. This performance Audit was conducted to assess whether the State Government is taking adequate measures to curb illegal mining and to identify /check the cases of illegal mining in the State by using Remote Sensing Data and available Geographic Information System (GIS).

(Paragraph 1.1 and 1.2)

The scope of this performance audit (PA) is to examine the mechanism in place to detect illegal mining activities and remedial action initiated by the Department of Mines and Geology. We have attempted to address the question of availability of resources with the Department to check the cases of illegal mining. Audit has used remote sensing data and GIS technology through *Google Earth Pro.* The PA which covers the period from 2015-16 to 2019-20 involved test check of records in 12 mining offices across the State, along with joint physical verification of mines/illegal mining sites. Audit conducted an independent study through records and satellite images to detect the area of illegal mining which were out of the area of mining lease in these selected offices.

(Paragraph 2.3)

The PA revealed that the Department did not leverage free of cost technologies available in the public domain, to identify and curb illegal mining activities. Audit noticed irregularities *viz.* overlapping of leases and non-allotment/auction of gap areas lying between the leases, *etc*. Inadequate inspections of mines by the concerned officials resulted in non-identifications of these irregularities.

With the use of remote sensing data and GIS technology, Audit identified illegal mining activities in 122 cases (34 *per cent* of test-checked leases) nearby sanctioned mining leases in five selected *tehsils* under five selected Divisions out of total 49 Divisions. The identified area of illegal mining was 83.25 hectare. Audit also noticed 13 mining leases where mineral was not excavated, however, 5.20 lakh MT of mineral was shown dispatched by misusing 22,854 *e-rawannas*[1].

(Paragraph 3.1 and 3.2)

Department introduced (10 October 2017) a web-based application '*DMGOMS'* for effective monitoring of the mining activities. However, the Department failed to utilise the system effectively. Demands related to illegal mining activities (₹ 71.20 crore) were not shown on the demand register maintained at *DMGOMS* in 53 cases. Dispatch of minerals from mining leases in excess of limits prescribed in Environment Clearance Certificate/Consent to Operate were found

[1] Electronic challan used for dispatch of mineral from mining lease area, issued by Mining Department.

but there was no check in the system to prevent the dispatch of mineral in excess of permissible quantity. Penalty of ₹ 13.99 crore on excess/unauthorised quantities of minerals excavated in 38 mining leases was not imposed by the Department.

(Paragraph 3.4.1 and 3.4.2)

Royalty rates in Rajasthan are based on the weight of mineral except for some specific minerals. Working of weigh bridges revealed serious irregularities in 81.68 *per cent* of selected weigh bridges. In 33.28 *per cent e-rawannas*, the photograph of one vehicle was used many times for confirmation. It shows that vehicles for which *e-rawannas* were generated either did not reach at the weigh bridges or passed without weighing. These cases indicate that *e-rawannas* were confirmed without actual weighment of the vehicle. Department failed to monitor the working of the weigh bridges, which had a direct impact on royalty collection to the State exchequer.

(Paragraph 4.1)

The department did not have a mechanism to use printed serial numbered *Panchnamas*. *Panchnamas* were prepared by the Departmental officials by putting numbers manually. Further, 511 *Panchnamas* were not uploaded on *DMGOMS* and higher authorities also remain uninformed of illegal mining activities due to this deficient process of numbering. Further, sources/sites of illegal mining were not investigated in respect of 1,121 cases of illegal transportation of minerals.

(Paragraph 4.2.1 and 4.2.3)

We also found that the assessments of royalty were not finalized with due diligence which resulted in incorrect assessment of royalty, cost of mineral and compounding fee of ₹ 14.20 crore in 28 cases.

(Paragraph 4.3)

The prescribed monthly and annual returns by the lessees to submit the quantity of excavated and dispatched minerals were not monitored by the Department. No return was prescribed to check the dispatch of royalty paid minerals from the stock of dealers. Further, no mechanism was found in place to check the dispatch of minerals by Quarry Licence holders.

(Paragraph 5.1)

The Department had a vigilance wing to curb the illegal mining activities and to check leakage of Government revenue. During the period 2015-16 to 2019-20, vigilance offices identified 956 cases whereas division offices having jurisdiction on the same area, identified 2,434 cases of illegal mining activities besides their regular work. This indicated that performance of vigilance wing was not upto the mark and purpose of establishment of specialized wing for identification of illegal mining activities was also defeated to that extent.

(Paragraph 7.2)

In brief, Audit noticed that there was ample scope of improvement in strengthening the system to curb illegal mining activities. The use of available data and leveraging GIS technology can prove to be a powerful tool in the hands of Government in this regard.

Recommendations

List of Recommendations

The Department may consider:

1. *utilising Remote Sensing/GIS technology such as Google Earth Pro application to identify illegal mining activities along with other modern technology such as drone survey to expedite identification of illegal mining activities;*
2. *mapping all the existing leases using Remote Sensing data and GIS technology to do away the overlapping of leases;*
3. *to fix accountability on the officials for leaving gap areas unauctioned and setting a time frame for auction of gap areas on priority basis;*
4. *providing a check in the DMGOMS to auto block the generation of e-rawannas whenever the quantity crosses the permitted limit by EC also and to expedite the recovery of the amount for the illegally mined minerals;*
5. *providing a system in the DMGOMS to generate demand notice only after uploading the demand in online demand and collection register;*
6. *mapping and uploading coordinates of all the STPs wherein mining was permitted;*
7. *using GIS technology for measuring distance between place of dispatch and destination in e-rawanna;*
8. *adopting good practices of GPS installation in vehicles and use of RFID technology as initiated by other states and proposed by the Department of Mines and Geology, Rajasthan;*
9. *developing or approving a single software to be used by weigh bridges across the State under overall control of the Department to check the malpractices;*
10. *strengthening its monitoring of weigh bridges through IT system at a centralized centre;*
11. *pursuing cases of vehicles used in illegal transportation with the Transport Department so that stringent action can be taken against vehicles owners;*
12. *optimally using the date and photos available in DMGOMS to investigate complaints on illegal mining and take stringent action against those involved in the malpractices so that is acts as a deterrent;*
13. *to adopt the good practice of processing Panchnama with printed serial numbers which is being implemented by the Transport Department of Rajasthan for transparency and accountability;*
14. *making suitable change in the system to generate report of non-filers/delayed filers of returns and for issuing automatic reminders/ notices to them;*
15. *prescribing periodic returns for dealers to monitor movement of royalty paid minerals effectively;*
16. *prescribing a test check of returns by the ME/AME in a month to get a holistic view of mining activities in their jurisdiction area;*
17. *prescribing a mandatory valid document accompanying the mineral to ascertain the source of mineral for each despatch from QL;*

18. *prescribing online detail of inspection on DMGOMS regarding inspections of leases having details of inspections with photograph of leases taken at the time of inspections. Further, selection of leases for inspection shall be done through a scientific process so as to cover all the leases of a Division within a certain period;*
19. *adopt the good practice of successful plantation initiated by lease holders of Neem ka Thana to safeguard the environment;*
20. *evolve a system to ensure strict compliance with the orders of Hon'ble Courts;*
21. *review the assignment of duties to the officers of division offices and vigilance offices to avoid duplication and ensure optimum utilisation of their abilities and take measures to strengthen functioning of the Vigilance wing and*
22. *adopt the latest technology to measure volume of minerals excavated.*

CHAPTER-I

Introduction

Chapter I: Introduction

1.1 Introduction

Mineral as defined under Section 3aa of the Mines and Minerals Development and Regulation Act, 1957 (MMDR Act) includes all minerals except mineral oils. State of Rajasthan has 81 varieties of minerals out of which 57 are being commercially exploited. Mining is not only a major source of employment in the rural and tribal areas of the State but also a major source of revenue for the government, thus playing an important role in the development of the State.

Rajasthan has the highest number of mine leases (ML) in the country. There were a total of 301 major mineral[1] leases, 22,242 minor mineral[2] leases and 23,106 quarry licenses[3] as on 01 April 2020 in the State[4].The State earned ₹ 4,579.09 crore revenue from minerals in 2019-20 and the sector contributes 6.11 *per cent* to the State's revenue.

However, the State also faces challenges in this sector. There were numerous instances of illegal mining and several study reports have highlighted the environmental damage done in the Aravalli region due to mining. This is despite the fact that several regions of the State have been declared eco sensitive zones, where mining is prohibited.

Regulation of Mining and Illegal Mining:

The MMDR Act lays down the legal framework for the regulation of mines and development of minerals. It provides the manner and system of mining operations, conservation and systematic development of minerals and also the penalties for violation of this Act and rules made thereunder.

Section 13 of the Act provides power to Central Government to make rules in respect of minerals. Section 15 provides power to state governments to make rules in respect of minor minerals. Accordingly, the state government may, by notification in the Official Gazette, make rules for, regulating the grant of quarry licenses, mining leases or other mineral concessions in respect of minor minerals and for purposes connected therewith. Receipts from minerals mainly consist of royalty which is levied on the quantity removed or consumed from mines. The Government of Rajasthan had approved Rajasthan Minor Mineral Concession Rule, 1986 which was amended and notified as Rajasthan Minor Mineral Concession Rules, 2017 (RMMC Rules, 2017) and is applicable from 1 March 2017.

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[1] Major minerals means minerals like Asbestos, Barytes, Bauxite, Cadmium, Coal, Copper, Lead, Manganese, Nickel, Rock Phosphate, Tungsten, Wollastonite, Zinc, *etc*. as specified in Second Schedule appended with the Mines and Minerals (Development and Regulation) Act,1957.

[2] 'Minor minerals' means building stones, gravel, ordinary clay, ordinary sand other than sand used for prescribed purposes, and any other mineral which the Central Government may, by notification in the Official Gazette, declare to be a minor mineral;

[3] 'Quarry Licence' means a licence granted under these rules to excavate minerals on fixed annual licence fee exclusive of royalty. Mining lease could not be granted for less than one hectare, however, quarry licence could be granted up to 0.18 hectare up to August 2018.

[4] Source: Departmental web-site (https://mines.rajasthan.gov.in/).

According to rule 2 (xxx) of RMMC Rules, 2017 '**Illegal Mining**' means any prospecting or mining operations undertaken by any person in any area without holding any mineral concession, permit or any other permission granted or permitted under these rules or without any lawful authority, as the case may be. It is further explained that for the purpose of this clause:

(a) violation of any rules, during prospecting or mining operations in any area under authority of valid mineral concession, permit or any other permission granted under these rules shall not be considered as illegal mining;

(b) any area granted under a mineral concession, permit or any other permission granted under these rules, as the case may be, shall be considered as an area held with lawful authority by the holder of such lease, licence or permit while determining the extent of illegal mining; and

(c) any research work or field studies carried out by teachers and students of college as a part of their field curriculum shall not be treated as illegal mining.

Further, rule 54 of RMMC Rules, 2017 provides that:

1. No person shall undertake any prospecting or mining operations in any area without holding any mineral concession, permit or any other permission granted or permitted under these rules, as the case may be and shall not dispatch mineral from the mines, except from the quarry licenced area or bricks, without valid *rawanna*[5] or transit pass.
2. No person shall transport or store or cause to be transported or stored any mineral otherwise than in accordance with the provisions of these rules.
3. Whoever contravenes the provisions of sub-rule (1) and (2) shall be punished with imprisonment for a term which may extend to five years or with fine which may extend to five lakh rupees, or with both.

Provided that the competent authority may either before or after the institution of the prosecution, compound the offence committed in contravention of the rule on payment of cost of mineral and compound fee. Cost of the mineral shall be taken as ten times of royalty in lieu of rent, royalty, compensation for environmental degradation and tax chargeable on the land occupied without lawful authority, *etc.*

1.2 Why we selected the topic?

There were frequent reports in the media regarding illegal mining of minerals in the State. According to the Mines and Geology Department, Rajasthan there were 48,486 cases of illegal mining during the years 2015-16 to 2019-20. There was an increasing trend (as given in Table 2.1 of paragraph number 2.4) in illegal mining cases during the last years except 2019-20. CAG's Audit Report for the year ended 31 March 2011 (Paragraph number 6.7.6) and Audit Report for the year ended 31 March 2014 (Paragraph number 7.4.11.1) *etc.*

[5] "*Rawanna"* means the *rawanna* or *e-rawanna* duly issued by the department or electronically generated from the departmental web portal and includes any other system notified by the Government for dispatch, consumption or processing of mineral or overburden from a specified area granted under any mineral concession or permit. "Transit Pass" means a pass including e-transit pass duly issued by the Department or generated online, to the lessee, stockiest, trader, dealer *etc.* for lawful transportation of royalty paid mineral.

depicted the quantum of illegal mining in the State. Thereafter, regular audit conducted by this office had also highlighted cases of illegal mining operations. The Rajasthan State Mineral Policy 2015 and RMMC Rules, 2017 have been promulgated by the State Government. Certain significant changes were introduced through these policy/new rules. However, use of new technology was not adopted by the Department to assess legal as well as illegal mining except drone survey of 43 leases in one district. Insufficient inspections of leases by the concerned officials were also noticed during regular audits.

The Department also introduced a new system for online generation of *rawanna*/transit pass through departmental web portal from November 2017 for dispatch of minerals with the aim to check evasion of royalty, to enhance transparency in the system and to facilitate paper less environment friendly work. A summary of illegal activities in mining before and after introduction of this system is shown in **Table 1.1 and Table 1.2**:

Table 1.1
Illegal mining activities identified by the Department before introduction of *e-rawanna* system

Period	Illegal mining cases	Illegal transportation cases	Illegal Stock cases	Total
2015-16	625	4,159	125	4,909
2016-17	452	4,426	105	4,983
4/2017 to 10/2017	242	2,667	40	2,949
Total cases	1,319	11,252	270	**12,841**
Total 12,841 cases of Illegal mining activities were identified in 2 years and 7 months.				

Table 1.2
Illegal mining activities identified by the Department after introduction of online *e-rawanna* system

Period	Illegal mining cases	Illegal transportation cases	Illegal Stock cases	Total
11/2017 to 3/2018	237	5,292	46	5,575
2018-19	631	15,977	245	16,853
2019-20	606	12,141	470	13,217
Total cases	1,474	33,410	761	**35,645**
Total 35,645 cases of Illegal mining activities were identified in 2 years and 5 months.				

The above tables indicate that there was significant increase in identification of illegal mining activities after introduction of *e-rawannas*. However, shortcomings were noticed during Compliance audits even after introduction of *e-rawannas*/transit passes.

Therefore, this topic was selected to check the effectiveness of the departmental monitoring system to identify illegal mining activities and use of modern technology *i.e.* remote sensing data[6] and Geographic Information System[7] (GIS) to check illegal excavation of minerals.

1.3 Organizational set-up

Director Mines and Geology (DMG) is overall responsible to prevent illegal mining activities in the State. Further, according to rule 33 (4) of RMMC Rules,

[6] Remote sensing is the science of obtaining information from a distance wherein it can be used to assess certain features of the Earth.

[7] A Geographic Information System is a conceptualized framework that provides the ability to capture and analyse spatial and geographic data.

2017 the forest officials shall take necessary action under forest laws against any illegal mining in forest land. The Mines and Geology Department has:

(i) 49 Mining Engineers/Assistant Mining Engineers (MEs/AMEs) offices at divisions level

- to keep proper watch and take suitable measures to check unauthorized mining/leakage of revenue and
- to inspect check posts as well as mineral stocks of processor, manufacturer, dealer or trader or any permit holder in their jurisdiction as per provisions of the MMDR Act 1957 and the Minor Mineral Concession Rules.

  MEs/AMEs are assisted by Mines Foremen and Surveyors.

(ii) There were nine Superintending Mining Engineers (SME) at Circle level for supervision of MEs/AMEs and to keep watch on the unauthorised removal of minerals.

(iii) Four Additional Directors of Mines (ADM) at zone level monitor the working of the SMEs and their subordinates.

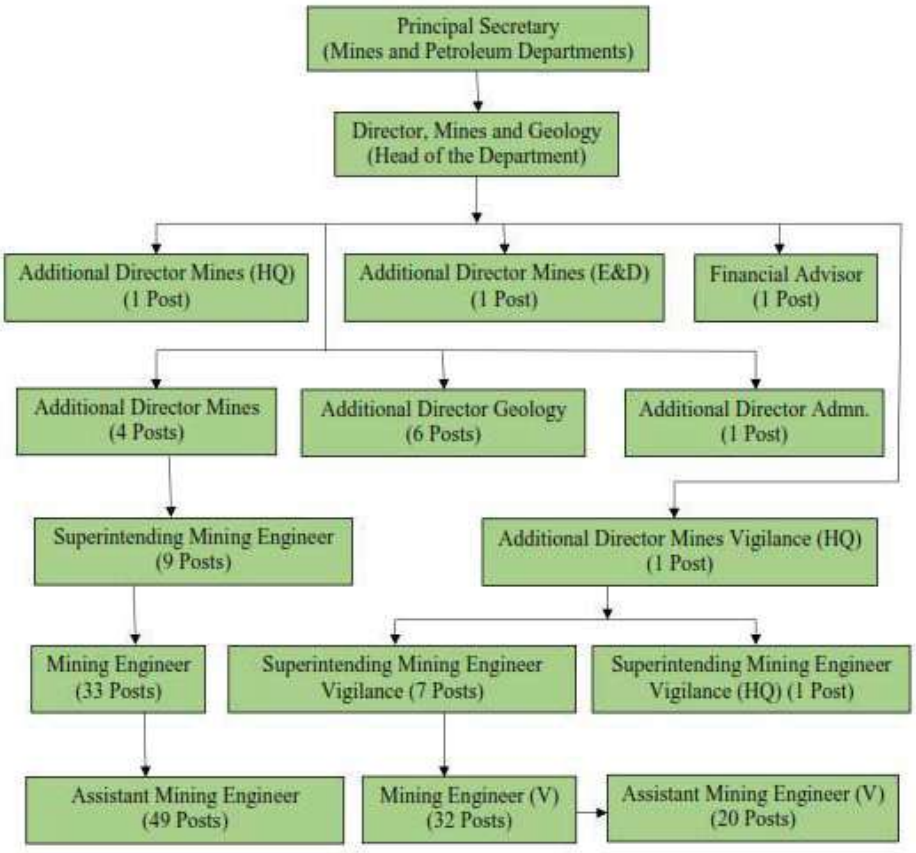
(iv) Further, the Department has a specialized Vigilance Wing comprising 32 MEs/ AMEs offices to

- carry out intensive checking against unauthorised mining or unauthorised excavation and removal of minerals,
- inspect the departmental check posts in his jurisdictions frequently to check leakage of Government revenue,
- ensure that proper records were maintained by the processors/manufacturers/stockists.

(v) MEs/AMEs of vigilance wing are supervised and monitored by seven SMEs (Vigilance) at circle level and one ADM (Vigilance) at Directorate.

At the Government level, the Principal Secretary, Mines and Petroleum is responsible for administration and implementation of the related Acts and Rules.

A chart showing overall organisational set up of the Department is given hereunder:


Principal Secretary
(Mines and Petroleum Departments)
Director, Mines and Geology
(Head of the Department)
Additional Director Mines (HQ)
(1 Post)
Additional Director Mines (E&D)
(1 Post)
Financial Advisor
(1 Post)
Additional Director Mines
(4 Posts)
Additional Director Geology
(6 Posts)
Additional Director Admn.
(1 Post)
Superintending Mining Engineer
(9 Posts)
Additional Director Mines Vigilance (HQ)
(1 Post)
Mining Engineer
(33 Posts)
Superintending Mining Engineer
Vigilance (7 Posts)
Superintending Mining Engineer
Vigilance (HQ) (1 Post)
Assistant Mining Engineer
(49 Posts)
Mining Engineer (V)
(32 Posts)
Assistant Mining Engineer (V)
(20 Posts)

CHAPTER-II

Audit Framework

Chapter II : Audit Framework

2.1 Audit objectives

Audit objectives are to ascertain whether:

(i) Department has adequate human resources, efficient IT system and utilised latest technology and know-how to check and prevent illegal mining;

(ii) Provisions of the Acts and Rules governing administration of mines and minerals were being implemented effectively to check and prevent illegal mining; and

(iii) Effective controls existed to monitor mining activities so that environmental and ecological concerns were addressed properly.

2.2 Audit criteria

- Mines and Minerals (Development and Regulation) Act, 1957;
- Mineral Conservation and Development Rules, 2017;
- Mineral Concession Rules, 1960;
- Mineral Other Than Atomic and Hydrocarbon Energy Minerals Concession Rules 2016;
- Rajasthan Minor Mineral Concession Rules, 1986;
- Rajasthan Minor Mineral Concession Rules, 2017;
- Rajasthan Mineral Policy;
- Environment Protection Act, 1986;
- Rajasthan Minerals (Prevention of Illegal Mining, Transportation and Storage) Rules, 2007;
- Consent for Establishment and Consent for operation issued by Pollution Control Board and
- Notifications and circulars *etc*. issued thereunder and directions issued by the Ministry of Mines.

2.3 Audit Scope and Methodology

The scope of this audit is to examine the mechanism in place to detect illegal mining activities of minor minerals except sand mining cases and remedial action initiated by the Department of Mining and Geology. Cases of illegal mining were identified through the use of Remote sensing data and Geographic Information System (GIS) technology using *Google Earth Pro*. Apart from collecting data on the inspections and identification of illegal mining done by the Department, a study of the mining areas as seen from the Satellite images *vis-a-vis* leases granted by the Government is attempted.

Out of 49 division offices, a sample of five divisional offices[1] was selected for scrutiny based on number of illegal mining cases and penalty imposed. Within the selected divisions, five *Tehsils,* were selected for spatial study through satellite images (one *Tehsil* from each selected division offices). Further Vigilance offices[2] and SME offices[3] were also selected to check working of the Department. Audit test-checked 514 leases out of total 1,762 leases of selected divisions *i.e.* 29 *per cent*.

A review of the data from the files/information relating to systems in place and the cases detected by the Department was carried out for the years 2015-16 to 2019-20. Further, improvement in the working of the Department was checked up to the month of October 2021 with the help of departmental online system and incorporated in this report. Satellite images were used to identify the area of illegal mining which are outside the area of the mining leases in the selected *Tehsil*s.

Further, Joint Physical Verification (JPV) of illegal mining points identified with the help of satellite images was conducted with the representatives of the Department. Audit also reviewed the system in place to prevent illegal mining, deployment of manpower for this purpose and related environmental issues.

An Entry Conference was held on 18 January 2021 with the Principal Secretary, Mines and Petroleum, wherein, objectives and methodology of performance audit were explained.

An Exit Conference was held on 28 October 2021 with the Deputy Secretary, Mines and Petroleum along with DMG and other officials of the Department wherein results of the performance audit and recommendations were discussed. The replies of the Department/Government received during the exit conference and subsequently in response to draft report (February 2022) have been appropriately included in the audit report.

2.4 Revenue from Minerals and Illegal Cases

The revenue collection during the years 2015-16 to 2019-20 is as discussed in **Table 2.1**:

Table 2.1
Trend of revenue and cases of illegal mining activities

(₹ in crore)

Year	#Total revenue raised by the State Government	#Total mining revenue of the State	Percentage of revenue to the total revenue raised	*Cases of illegal mining/transportation/storage
2015-16	53,640.79	3,782.13	7.05	4,909
2016-17	55,987.23	4,233.74	7.56	4,983
2017-18	66,339.13	4,521.52	6.81	8,524
2018-19	75,983.35	5,301.48	6.97	16,853
2019-20	74,959.14	4,579.09	6.11	13,217
Total	**3,26,909.64**	**22,417.96**	**6.86**	**48,486**

#Source: Finance Accounts of the respective years.
*Source: Web portal of Mines and Mineral Department (*DMGOMS*)

[1] Division Offices: Alwar, Kotputli, Makrana, Neem ka Thana and Sikar.
[2] Vigilance Offices: Alwar, Kotputli, Makrana, Neem ka Thana, Sikar and Tijara.
[3] Superintendent Mining Engineer Offices: Jaipur.

It can be seen from the above table that percentage of revenue to the total revenue raised was between 7.56 and 6.11 during the period of 2015-16 to 2019-20. The number of cases of illegal mining/transportation/storages has an increasing trend except the year 2019-20. This depicts that there are weaknesses in the system to prevent illegal mining activities and it needs proper attention of the Department and improvement in the system as discussed in the succeeding paragraphs.

2.5 Acknowledgement

The Indian Audit and Accounts Department acknowledges the co-operation extended by the Mines and Geology Department, its officers and staff in providing necessary information and records to Audit.

CHAPTER-III

Use of Technology

Chapter III : Use of Technology

Department had introduced a web-based application named Department of Mines and Geology Online Management System (*DMGOMS*) with effect from 10 October 2017, for:

- online submission of application for mineral concession,
- deposit all government dues,
- maintaining demand registers,
- lease information,
- data of permits issued,
- illegal mining cases and
- empanelment of weigh bridges, *etc*.

The *DMGOMS* provides facility to generate various reports for effective monitoring of the leases and others matters. Timely updating of information in the *DMGOMS* is essential for effective monitoring of the leases as well as working of the officials. Coordinates of leases were also uploaded on this application. Online generation of *rawanna/transit pass* through *DMGOMS* was made compulsory from November 2017 for dispatch of minerals with the aim to check evasion of royalty, to enhance transparency in the system and to facilitate paper less environment friendly work. The Government of India also initiated (October 2016) Mining Surveillance System (MSS) to identify illegal mining activities.

Use of the satellite-based technology *i.e.* remote sensing data and GIS technology has an immense importance to check and prevent illegal mining. It is a transparent system which has a deterrence effect as continued monitoring can be made from satellite data. It is bias-free and independent as the system is built on technology-based evidence. It has quicker response and action as the mining areas can be monitored regularly and the sensitive areas could be monitored more frequently.

Audit scrutinised records of the selected offices and information available on *DMGOMS*. Audit findings are discussed in the succeeding paragraphs.

3.1 Non-utilisation of satellite images to detect and prevent illegal mining activities

According to Paragraph 7.5.1 of Rajasthan Mineral Policy, 2015, the Department will encourage usage of high-resolution satellite data for detecting encroachments and illegal mining. As per the official website of the Department, the AME/MEs of division offices shall:

- keep proper watch and take suitable measures to check unauthorised mining and leakage of revenue and also inspect check posts as well as mineral stocks of processor, manufacturer, dealer and trader in his jurisdiction.
- keep a watch over all the mining and mineral activities in his area and shall keep higher officers well informed of the same.

Further, AME/MEs (Vigilance) were also assigned duties to:

- carry out intensive checking against unauthorised mining or unauthorised excavation;

- inspect the mining areas wherever there is any doubt about working outside the lease hold areas.
- conduct frequent checking of vehicles carrying mineral in their jurisdiction particularly, where there are possibilities of evasion of royalty.

AME/MEs are assisted by foremen and surveyors. They were assigned duties to keep watch on the mining activity in the area and whenever, any unauthorised work is detected they shall report the matter immediately to ME/AME concerned. They shall ensure that there is no leakage of revenue in their areas and shall inspect the check posts and mineral carrying vehicles. They shall also inspect mineral stocks of processor, manufacturer, dealer, trader within their jurisdiction as per provision of relevant Acts and Rules.

During review of records of selected five division offices, it was observed that the use of technology, viz. GIS technology was not being applied by the Department for keeping a watch over the mining activities in the State except in a few cases where the Government of India pointed out illegal mining sites with the help of satellite images. Audit used Google Earth Pro application[1] to detect illegal mining nearby the leases allotted by the Department. Audit identified 122 illegal mining points/areas (IMP) in selected area. All the nearby leases of these IMPs were of minor minerals *i.e.* masonry stone, soapstone, marble, felspar, quartz and silica sand. Review of records of these leases revealed that no inspection was carried out by three offices. Resultantly, the Department was unable to identify illegal mining activities either through remote sensing data/GIS technology or through physical inspections of leases. Details are given in the **Table 3.1**:

Table 3.1

Details of illegal mining points identified through *Google Earth Pro*

Sl. No.	Name of office and number of leases	Name of selected *Tehsil*	Total number of leases in the *Tehsil*	Number of leases selected (area of leases in hectare)	Number of IMPs identified	Areas of IMPs in hectare	Number of leases related to IMPs	Number of inspection by departmental officials in IMP related leases
1	**2**	**3**	**4**	**5**	**6**	**7**	**8**	**9**
1	ME Sikar (251)	Dantaramgarh	137	113 (123.44)	35	21.85	48	6
2	AME Kotputli (370)	Kotputli	249	100 (620.30)	29	32.76	44	1
3	AME Neem ka Thana (493)	Neem ka Thana	493	100 (146.41)	8	6.09	12	0
4	ME Alwar (451)	Rajgarh	147	100 (346.07)	15	7.68	21	0
5	ME Makrana (197)	Parbatsar	101	101 (112.43)	35	14.87	50	0
Total	**(1762)**		**1,127**	**514 (1,348.95)**	**122**	**83.25**	**175**	**7**

[1] *Google Earth Pro* is a computer program that renders a 3D representation of Earth, based primarily on satellite imagery. It is a free on-line application.

The above table depicts that illegal mining activities were being done nearby 34.04 *per cent* of selected leases *i.e.* 175 out of 514 selected leases. The identified area of illegal mining was 83.25 hectare. This indicates that illegal mining was being done nearby the allotted leases and remained largely undetected. Further, inspections were also not effective as illegal mining activities nearby the leases were not mentioned in any of the field inspections reports. This indicated inadequate and in-effective inspections by the officials.

Audit analysed the changes in the area over the years through remote sensing data. The images below are taken with a gap of few years and the visualisation of illegal mining was evident in the latest images. Some illustrative images are as follows:

- Green line depicts limits of Lease area.
- Yellow line depicts illegal mined area.



Figure 1: ***Comparison of Satellite Imagery taken on 17.06.2011 and 19.02.2019 showed the illegal mining in 0.44 hectare of land outside the lease area (lease number 53/2000 and 31/1998, ME Sikar).***



Figure 2: ***Analysis of Satellite Imagery taken on 11.04.2013, 26.11.2016 and 29.05.2020 revealed continuous illegal mining in 0.92 hectare adjoining the lease number 295/2005 (AME Neem ka Thana).***



Figure 3: Analysis of Satellite Imagery taken on 10.10.2007, 07.01.2014 and 04.12.2018 revealed illegal mining in 0.43 hectare area adjoining lease number 380/2005 (ME Makrana).



Figure 4: Analysis of Satellite Imagery taken on 25.11.2006, 15.05.2011 and 29.05.2020 revealed continuous illegal mining in an area of 1.13 hectare adjoining lease number 33/1997 and 34/1997 (AME Kotputli).

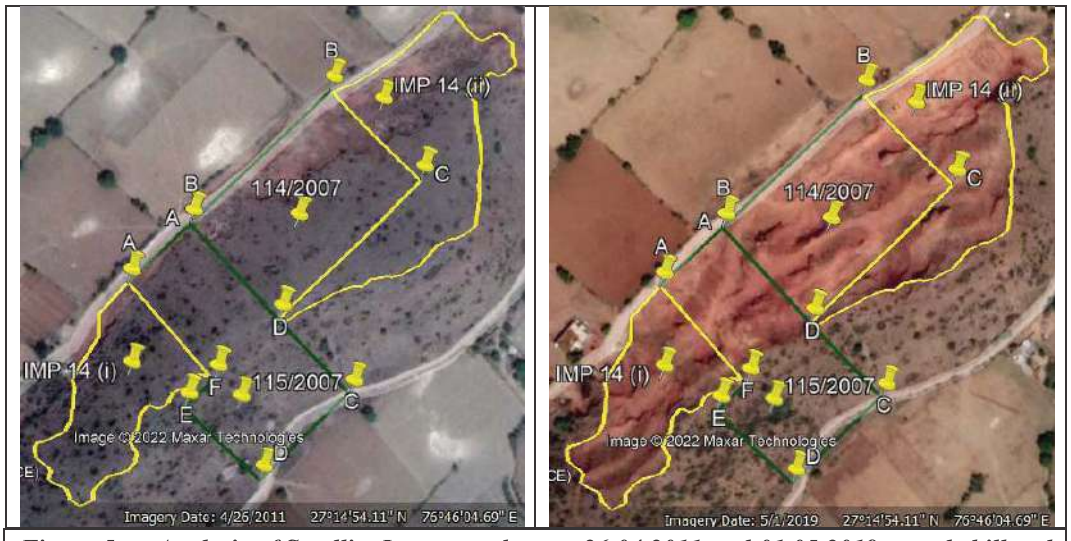


Figure 5: Analysis of Satellite Imagery taken on 26.04.2011 and 01.05.2019 revealed illegal mining in an area of 1.63 hectare adjoining lease number 114/2007 and 115/2007 (ME Alwar).

The above images illustrate how satellite imagery can be used as a powerful tool to identify illegal mining. However, no attempts were found to be made by the Department in this regard, despite a clear provision in the policy for the

same. Cases of IMPs nearby the leases revealed an alarming situation and the Department needs to tackle it on a priority basis.

Joint Physical Verification

To confirm the results of satellite images, audit carried out a Joint Physical Verification (JPV) at the sites, along with the officials of the Department. Audit selected five IMPs of each Division for JPV. Accordingly, JPV was carried out (between 22 March 2021 and 30 June 2021) at 25 IMPs in five division offices. Department used Global navigation satellite system (GNSS)[2] to verify the coordinates of the leases and IMPs. Depth/height of the pits of IMPs was measured with the help of Tape Measure (*Feeta*) as Division offices didn't have latest equipment to measure depth and height of the pit such as laser-based measuring technology and mapping tools. JPV confirmed illegal mining in all the IMPs checked. Results are given in the **Table 3.2**:

Table 3.2

Results of Joint Physical Verification

Sl. No.	Name of Division	Total number of IMPs identified through GIS technology	Total number of IMPs verified through JPV	Area of IMP according to Satellite images (In hectare)	Approximate depth of illegal mining pit[3]	Remarks
1.	Alwar	15	4	3.38	20 to 60 meter	-
			1	0.61	Not taken	Illegal mining was verified in JPV, however, GNSS equipment could not connect with the satellite, therefore, area and height were not ascertained.
2.	Kotputli	29	5	5.26	22 to 70 meter	-
3	Makrana	35	4	1.39	6 to 25 meter	-
			1	0.72		
4	Neem ka Thana	8	5	4.18	6 to 20 meter	-
5.	Sikar	35	4	1.19	5 to 25 meter	
			1	0.48	-	Illegal mining of ordinary earth was found in IMP area, therefore, co-ordinates and depth were not taken.
Total		**122**	**25**	**17.21**	**5 to 70 Meter**	

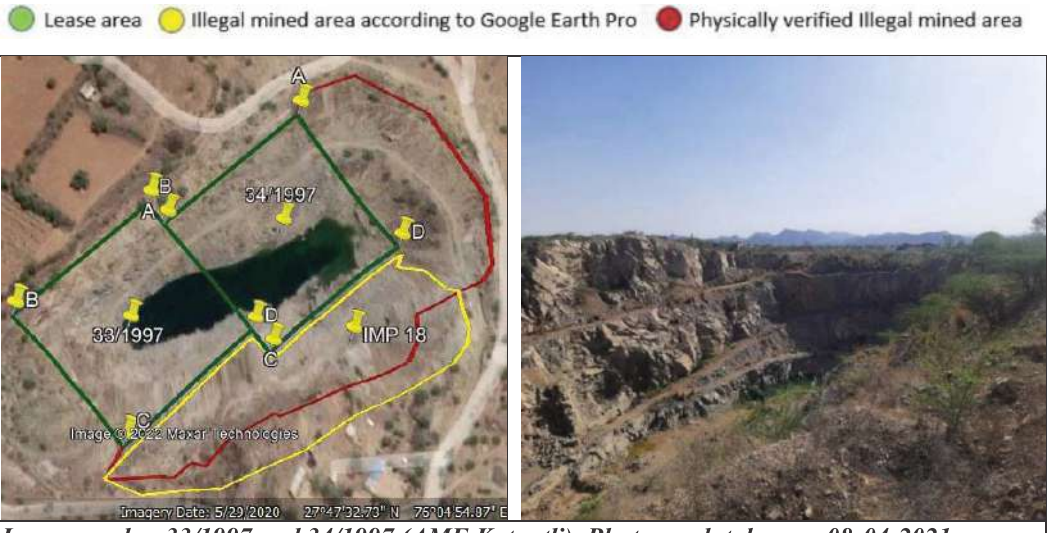
Following points were observed from the analysis of the **Table 3.2**:

[2] **Global navigation satellite system** (GNSS) is a general term describing any satellite constellation that provides positioning, navigation, and timing services on a global or regional basis.

[3] Maximum depth of the pit was noted during JPV.

- Illegal mining pits were found at similar locations as identified through *Google Earth Pro* images at all the places except in one case where GNSS could not be connected with satellite;
- Depth of excavation of minerals in these illegal mining pits was ranged between 5 and 70 meters.

A few images of area identified through satellite images and area verified during JPV are given below for illustration of each selected division office. The lease area is shown by green line, area identified by satellite images is by yellow line and area identified during JPV is marked by red line. Photographs taken are also given hereunder to prove the illegal mining.



Lease number 33/1997 and 34/1997 (AME Kotputli), Photograph taken on 08-04-2021.

Figure 6



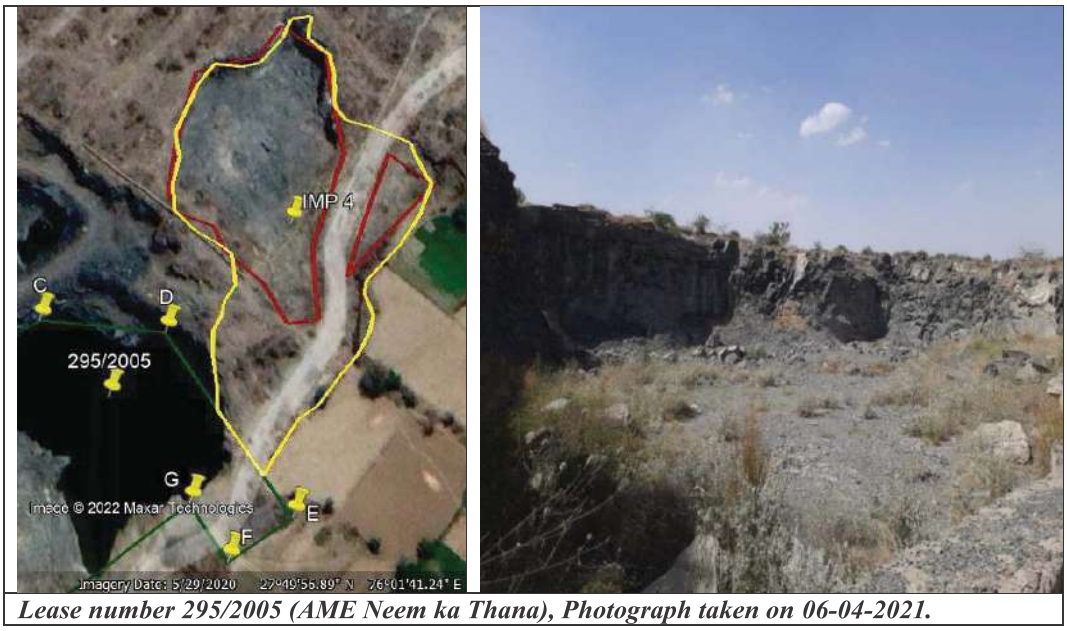
Lease number 66/1996 (ME Alwar), Photograph taken on 16-04-2021.

Figure 7



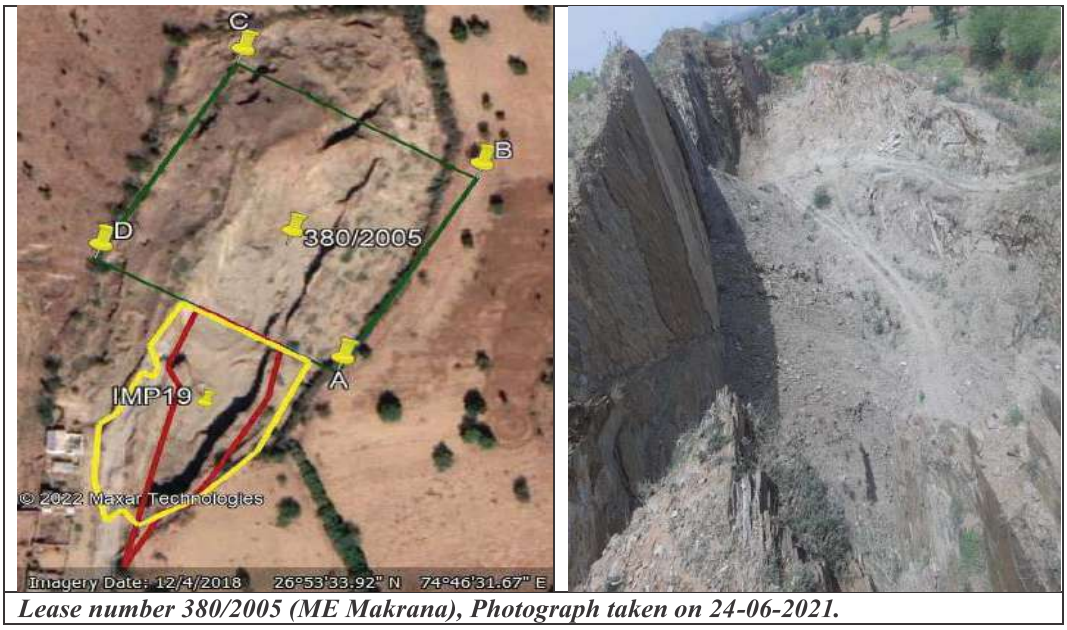
Lease number 53/2000 and 31/1998 (ME Sikar), Photograph taken on 24-03-2021.

Figure 8



Lease number 295/2005 (AME Neem ka Thana), Photograph taken on 06-04-2021.

Figure 9



Lease number 380/2005 (ME Makrana), Photograph taken on 24-06-2021.

Figure 10

From the above, it is evident that satellite images could be used to identify the illegal mining activities.

Back filling of illegal mining

During JPV, audit also noticed that at two IMPs (Sikar and Neem ka Thana), huge pits of illegal excavation were being back filled with the mix of sand, dust or overburden material.

Image of back filling of illegal mining pit





Lease number B/518/2005 (AME Neem Ka Thana), Photograph taken on 06-04-2021.

Figure 11

Thus, JPV established that use of technology is helpful in identifying illegal mining activities.

The Government replied (February 2022) that drone survey was done in 59 leases of ME Gotan and ME Nagaur. Further, directions were also issued to offices for inviting tender as per availability of budget for conducting drone survey of minimum 5 *per cent* of leases selected through random sampling method. Department also issued directions to offices to identify the illegal mining site through *Google Earth Pro* application on the basis of satellite images. After the matter was reported (February 2022) to the Government, the departmental officials[4] inspected (June and July 2022) 14 IMPs out of 25 jointly verified IMPs. Department confirmed that 13.37 lakh MT mineral masonry stone, marble, quartz, felspar and silica sand in these 14 IMPs was illegally excavated. Notices had been issued to the nearby lease holders. For the remaining IMPs it was intimated that action was being taken.

According to the royalty rates prescribed in the RMMC Rules, 2017 the cost of this illegally excavated mineral (13.37 lakh MT) was ₹111 crore. Out of this ₹ 0.50 crore was recovered by AME Neem Ka Thana. Further progress is awaited (August 2022).

The fact confirmed the audit contention that the use of technology can prove to be a powerful tool to identify illegal mining areas and can assist the Department in effective control over mining activities. However, except in few limited leases the Department did not use the technology to identify illegal

[4] ME/AME: Alwar (2 IMPs); Kotputli (1IMP); Makarana (5 IMP); Neem ka Thana (1 IMP) and Sikar (5 IMP).

mining. Delay in identification of illegal mining areas would lead to increase in illegal mining activities and loss of revenue to the State exchequer. Thus, there is a need to expedite use of technology.

3.2 Misuse of *Rawannas*

Rawanna is a legal document to authorise the movement of mineral. A lessee has to generate *e-rawanna* from the *DMGOMS* before each dispatch of mineral from the lease area.

According to rule 2(xliii) of RMMC Rules 2017, "*rawanna"* means the *rawanna* or *e-rawanna* duly issued by the Department or electronically generated from the departmental web portal and includes any other system notified by the Government for dispatch, consumption or processing of mineral or overburden from a specified area granted under any mineral concession or permit. Further, according to rule 54 of RMMC Rules, 2017, no person shall undertake any prospecting or mining operations in any area without holding any mineral concession, permit or any other permission granted or permitted under these rules, as the case may be and shall not dispatch mineral from the mines without valid *rawanna* or transit pass.

Dispatch of illegally mined minerals with the support of *e-rawannas* is not only a threat to revenue but also leads to illegal mining activities in the State. There were 22,242 leases of minor minerals in the State out of which audit analysed 514 leases of selected divisions[5] to observe this threat. It was observed that in 13 MLs no excavation was done by the lessees in the lease areas. However, 5.20 lakh metric ton (MT) of mineral involving cost of ₹ 16.64 crore was dispatched from these MLs using 22,854 *e-rawannas* till March 2020. It indicated that misuse of *e-rawannas* was being done on a large scale in the State and the department could not effectively prevent the illegal mining.

An illustrative satellite image is given hereunder:



Figure 12

The analysis of Satellite images revealed that there was no mining activity at ML number 121/2006 (ME Makrana) during the period July 2014 to June 2021. However, the lessee dispatched 57,568.43 MT mineral through 2,317 e-*rawanna* from this lease from 30 August 2018 to 25 November 2019.

[5] Audit selected five Divisions and 514 leases and noticed misuse of *e-rawannas* in four Divisions. No such case was noticed in any of the selected 100 leases of Division Alwar.

The fact indicates that *e-rawannas* were misused to transport minerals excavated from other than the allotted areas. The details of misuse of *e-rawannas* are given in the **Table 3.3**:

Table 3.3

Details of minerals dispatched by misuse of *rawannas*

S. No.	Name of Office	Selected *Tehsil*	No. of leases	Number of *e-rawannas*	Quantity of mineral dispatched (in MT)	Cost of mineral (₹ in crore)
1	ME Sikar	Dantaramgarh	2	172	5,035.26	0.18
2	AME Kotputli	Kotputli	3	2,331	52,680.63	1.84
3	AME Neem ka Thana	Neem ka Thana	5	17,459	3,26,188.76	11.45
4	ME Makrana	Parbatsar	2	2,381	58,663.41	1.64
5	ME Jaipur[6]	-	1	511	77,834.00	1.53
In ME Jaipur, the lessee dispatched 99,464 MT of masonry stone during April 2000 to March 2020, however, mineral excavated during this period was 21,630 MT as per site inspection report (25.06.2020) of Mines Foreman. Hence, the lessee dispatched 77,834 MT (99464-21630) of masonry stone by misusing *rawanna.*						
Total			**13**	**22,854**	**5,20,402.06**	**16.64**

The Government replied (February 2022) that a separate IT wing has been proposed for effective monitoring of such cases.

The fact remains that Department did not utilise the technology to check the misuse of *rawannas.* Had the Department used the satellite imagery they would be aware of the extent of mining and could correlate that with issue of *e-rawannas*.

3.3 Demarcation and Allocation of leases

Rule 7 of RMMC Rules, 1986 envisaged that the ML shall be granted after the area is first delineated and plots suitably numbered. Further, rule 12 of RMMC Rules, 2017 prescribed that the Government shall identify and demarcate the area where a mineral concession is proposed to be granted using global positioning system (GPS) or differential global positioning system (DGPS)[7], prior to issuance of 'the notice inviting bid' with respect to mineral concession auction.

Mines Foremen and Surveyor were responsible for preparing lease area plans and maps *etc*. according to the directions of AME/ME concerned. Maps were prepared with the help of Compass and *Feeta* prior to availability of DGPS/GNSS and thereafter, with the help of DGPS/GNSS.

Thus, planning, demarcation and allotment of leases was to be done with due diligence so that irregularities such as overlapping of leases and unnecessary gap areas between the leases could be avoided.

During scrutiny of satellite images of leases, Audit observed that the demarcation of leases was not done with due diligence, which resulted in

[6] A unit covered under Regular Audit.

[7] **Differential Global Positioning System** (DGPS) is an enhancement to Global Positioning System (GPS) that provides improved positional accuracy.

overlapping of leases and gap areas between the leases. Department did not use technology to overcome these issues as discussed in the ensuing paragraphs.

3.3.1 Overlapping of leases

Scrutiny of images of selected leases on *Google Earth Pro* revealed that lease areas of 43 leases overlapped with each other. This shows that these leases were not demarcated properly. Without clear demarcation of lease area, Department could not assess the mineral excavated by the individual lessee. Further, responsibility for non-compliance with the rules and instructions in the overlapped area could also not be fixed. Cases of overlapping of leases noticed in the test checked *Tehsils* are given in the **Table 3.4:**

Table 3.4

Details of overlapping of leases

S.N.	Name of office and (Name of *Tehsil* selected)	Number of leases in selected *Tehsil*	Number of leases selected	Number of leases overlapped (percentage to number of leases selected)	Overlapped area (in hectare)
1	ME Sikar (Dantaramgarh)	137	113	7 (6)	0.25
2	AME Kotputli (Kotputli)	249	100	10 (10)	52.16
3	AME Neem ka Thana (Neem Ka Thana)	493	100	-	-
4	ME Alwar (Rajgarh)	147	100	15 (15)	2.36
5	ME Makrana (Parbatsar)	101	101	11 (11)	2.59
Total		**1127**	**514**	**43 (8)**	**57.36**

The above table depicts that about eight *per cent* of leases were not demarcated correctly to avoid overlapping. The overlapped area of these leases (as shown in table 3.4) was 57.36 hectare. These leases were sanctioned between the years 1977 and 2017 and since then the problem has continued. An illustrative image is given below to show overlapping of leases.

Image of leases under the jurisdiction of ME Sikar

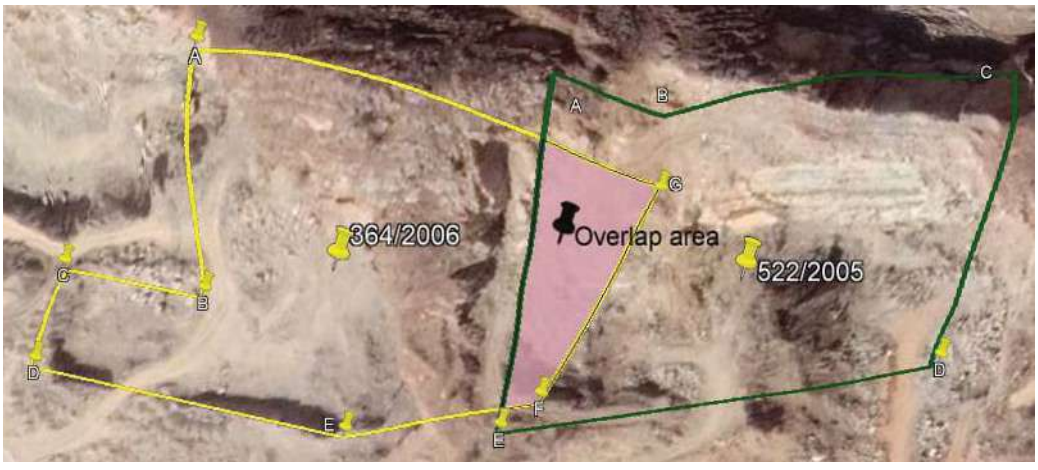


Figure 13

The Government replied (February 2022) that previously demarcation of leases was done with the help of Compass and *Feeta* (Tape measure) and maps were prepared manually by plotting lease area on master map. Use of GPS/DGPS (GNSS) equipment was made compulsory for the purposes after RMMC Rules, 2017, came into force, therefore, these errors occurred as accuracy of manual plotting differs from computerized GIS plotting.

3.3.2 Gap areas between the leases

Rule 7 of RMMC Rules, 2017 prescribes that the area surrounded by two or more mining leases or by forest boundary or any other reserved land shall be treated as gap area and such gap area shall be granted as a mining lease by way of e-auction. Further, where gap area is less than 0.5 hectare, such area shall be granted by way of e-auction among surrounding lessees and the same shall be added in the lease of successful bidder.

Scrutiny of satellite images of 514 selected leases revealed that departmental officials demarcated leases in such a way that there were 30 gap areas left between the leases. Audit noticed illegal mining in 14 gap areas as given in the **Table 3.5:**

Table 3.5

Details of gap areas

S. No.	Name of Office	Number of gap areas	Number of gap areas where illegal mining noticed	Area of illegal mining in gap area (In hectare)
1	ME Sikar	8	8	3.45
2	AME Kotputli	7	0	0.00
3	AME Neem Ka Thana	5	1	0.10
4	ME Alwar	7	2	0.76
5	ME Makrana	3	3	0.77
Total		**30**	**14**	**5.08**

The Department did not make efforts to allocate/auction of these gap areas. Audit is of the view that if the Department had allotted these gap areas this would have fetched additional revenue of royalty and illegal mining activities would have also got stopped. Thus, Department was deprived of the additional revenue as dead rent and royalty. Further, illegal mining also could not be prevented in these areas. An illustrative image of gap area where illegal mining was noticed is as follows:

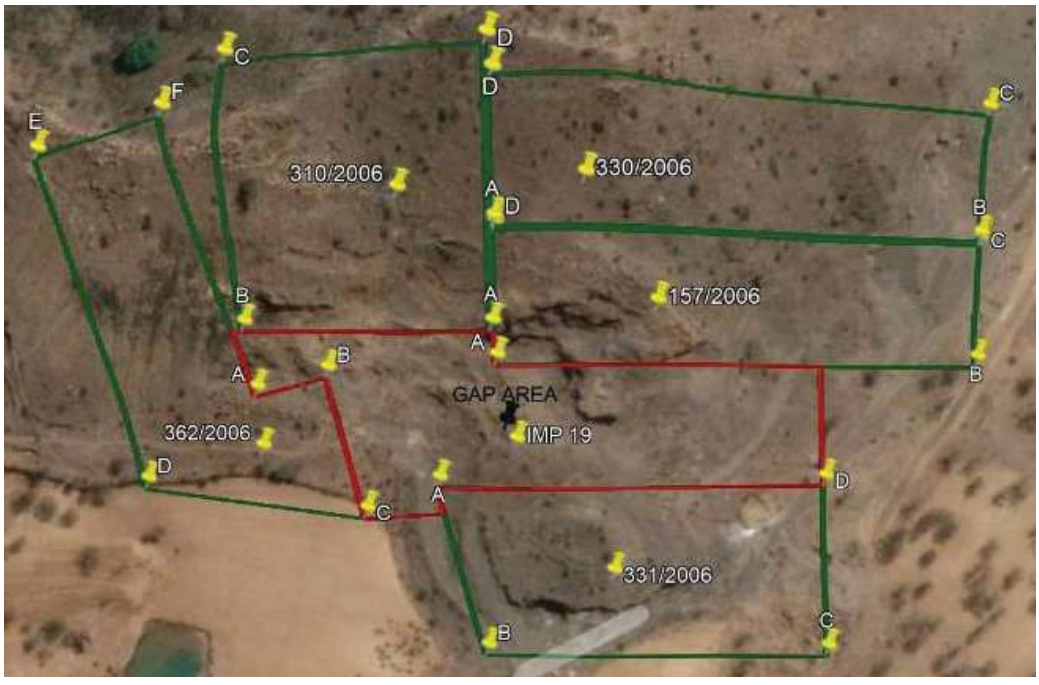


Figure 14

Image of illegal mining in gap area under the jurisdiction of ME Sikar

Green line depicts Lease area. Red line depicts Gap area.

The Government replied (February 2022) that suitable gap areas would be auctioned and intimated to Audit.

Thus, deliberate failure of the Department not only encouraged illegal mining but also deprived of the additional revenue as dead rent and royalty.

3.4 Deficient online system

The Department introduced a new online system *DMGOMS* (10 October 2017) for the stakeholders. It includes key functions *e.g.* e-payment, lease information system, online demand register, *e-rawanna* and e-transit pass *etc.*

Audit noticed that the Department did not utilise the system to its full extent. Deficiencies are discussed in the succeeding paragraphs.

3.4.1 Dispatch of mineral through *rawannas* over the quantity permitted in Consent to Operate/Environment Clearance

According to rule 28(2)(iv)(b) RMMC, Rules 2017 lessee shall keep production of all the minerals within the limits of mine plan or permitted under applicable laws. Provided that:

- if the lessee has excavated mineral to the extent of ten *per cent* over and above the quantity specified in the mine plan or permitted under applicable laws, only single time royalty shall be recovered;
- quantity more than ten *per cent* but upto twenty five *per cent*, two times of royalty on entire quantity over and above specified in the mine plan or permitted under applicable laws shall be recovered and

- any quantity more than twenty five *per cent*, entire quantity over and above specified in the mine plan or permitted under applicable laws shall be treated as unauthorized excavation and lessee shall be liable to pay cost of such excess mineral which shall be computed as ten times of the royalty payable at the prevalent rate, without affecting the powers of taking action by the other departments.

Further, rule 34 of RMMC Rules, 2017 provides for environmental safeguard. Accordingly, no mining lease or quarry licence shall be granted without obtaining prior consents, approvals, permits, no-objections and the like as may be required under applicable laws for commencement of mining operations.

During scrutiny of records of selected leases and information available on *DMGOMS,* it was observed that lessees had excavated excess minerals against the permitted quantity mentioned in Consent to Operate (CTO)/Environment Clearance (EC). Details are given in the **Table 3.6:**

Table 3.6

Details of excess excavated mineral beyond permitted quantity

S. No.	Name of Division	No. of leases	Quantity excavated in excess of CTO (in Metric Ton)	Quantity excavated in excess of EC (in Metric Ton)	Quantity excavated without CTO (in Metric Ton)	Quantity excavated without EC (in Metric Ton)	Amount Recover-able (₹ in crore)
1	AME Neem ka Thana	2	23,445	17,300	-	-	0.13
2	AME Kotputli	26	5,96,337	29,830	2,73,266	60,820	3.80
3	ME Alwar	2	5,619	-	-		0.07
4	ME Makrana	8	6,000	34,285	-	3,22,294	9.99
Total		**38**	**6,31,401**	**81,415**	**2,73,266**	**3,83,114**	**13.99**

Audit test checked 514 leases of selected five division offices out of which it was noticed that 38 lessees had excavated minerals in excess of the permitted quantity in CTO/EC or without obtaining CTO/EC. Due to violation of the provisions of RMMC Rules, 2017 an amount of ₹ 13.99 crore was leviable on the lessees. However, the Department did not notice the irregularity. The above table indicates that about seven *per cent* of the test checked lessees were violating the provisions, but the Department was not vigilant in checking these activities.

The Government replied (February 2022) that auto blocking of generation of *e-rawannas* in excess of the quantity permitted by CTO had been made effective since 27 October 2018 in *DMGOMS*. Similar module has also been developed for EC. It was added that, however, it would be made effective after decision at departmental level.

Reply is not tenable as due diligence was not followed by the departmental officials to prevent generation of e-*rawannas* in excess of the permitted quantity. Further, delay in module to auto block generation of *e-rawannas* in excess of the quantity permitted by EC also leads to leakage of revenue. Absence of due diligence and non-mapping of required checks in *DMGOMS* resulted in the dispatch of mineral over the quantity permitted in CTO/EC.

3.4.2 Incomplete/incorrect information of demand and recovery on *DMGOMS*

Information of pending demand of illegal mining activities was sought (between January and July 2021) from the selected five offices. Only three offices provided information. Scrutiny of demands of illegal mining activities related to mining leases revealed that the demand was not shown in the demand register maintained on *DMGOMS* in the case of 53 leases as detailed in **Table 3.7**:

Table 3.7

Details of penalty amount not shown in *DMGOMS*

(₹ in crore)

S. No.	Name of Office	Number of leases where demand of illegal mining activities not entered in *DMGOMS*	Demand raised	Demand recovered	Pending demand
1	AME Neem ka Thana	42	25.08	4.32	20.76
2	ME Alwar	4	15.89	0.79	15.10
3	AME Kotputli	7	30.23	2.99	27.24
Total		**53**	**71.20**	**8.10**	**63.10**

Audit noticed that the pending demand as shown in above table was not uploaded by the Department on *DMGOMS*. Thus, *DMGOMS* did not depict actual pendency of demand against the lessees in respect of illegal mining activities.

In the absence of information on pending demand by the remaining two offices, it could not be checked as to whether all pending demands of the lessees were shown in the *DMGOMS* by these Divisions.

The Government replied (February 2022) that action is being taken as per rules.

Reply is not tenable as the departmental officials did not raise the demand of penalty for illegal mining activities (as shown in the above table). Further, Department did not have a system to check that every demand is entered in the online system.

3.4.3 Co-ordinates of Short Term Permits not uploaded

According to rule 51 of RMMC Rules, 2017 Short Term Permit (STP) may be granted for excavation and use of mineral masonry stone, *murram*, (ordinary earth *etc.*) to a contractor for executing works of Government, Semi-Government, Local Body, *Panchayati Raj* Institution or Organizations aided or funded by the Government. Accordingly, the Department issued 22,445 STPs[8] for excavation of mineral or to consume royalty paid minerals.

Scrutiny of information available on *DMGOMS* disclosed that Department had not uploaded the coordinates of STPs on *DMGOMS*. In the absence of these coordinates, illegal mining nearby the STPs could not be identified by Audit.

The Government replied (February 2022) that provision for uploading the coordinates of STPs was available in the *DMGOMS* and concerned offices can upload the same.

[8] Position of issued STPs as on 1st April 2020.

The fact remained that concerned offices had not uploaded the coordinates of the STPs and Department also did not ensure that coordinates of STPs were got uploaded.

3.4.4 Absence of GIS Mapping

GIS Mapping is the process of inputting data layers into GIS software to produce a map. These Maps present users with legible information that raw data cannot display on its own. It helps in better decision making and better geographic information record keeping *etc.* Gap areas and overlapping of leases can be identified by GIS mapping. *DMGOMS* has a provision for GIS Mapping of each lease. Illustrative image of GIS Mapping is given hereunder:

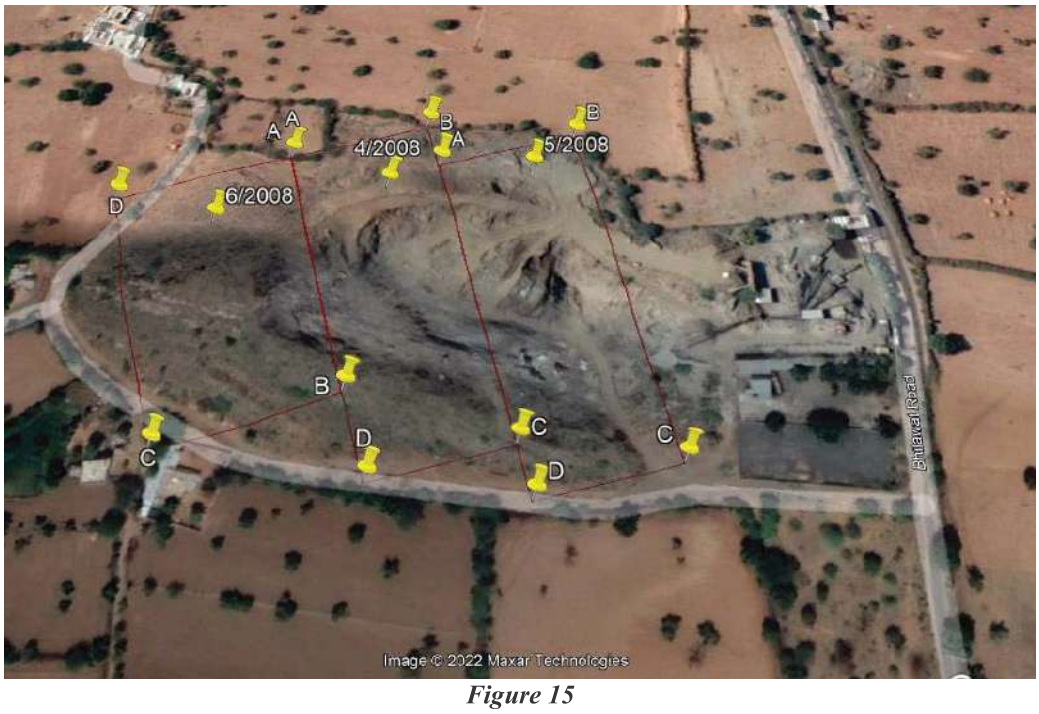


Figure 15

Illustrative image of GIS mapping of leases

Scrutiny of information available on *DMGOMS* disclosed that GIS Mapping had not been done for any of the leases of selected Division offices. In the absence of GIS Mapping, departmental officials were deprived of the necessary information to point out irregularities done by the lessees and others.

Further, it is noteworthy to mention here that the Government of India, Ministry of Mines had launched the Mining Surveillance System (MSS) in the country in October 2016 for major minerals to detect illegal mining. The Central Government had also asked the State Government to implement MSS for minor minerals by digitising all minor mineral leases by December 2016. However, Department had not digitised minor minerals leases (July 2021).

On being pointed out, AME Neem ka Thana replied (December 2020) that online software was not updated, therefore, mapping could not be done. ME Sikar and Alwar replied (December 2020) that there was no option in online software for GIS mapping. Thereafter, the Government replied (February 2022)

that *DMGOMS* had been integrated with the *Rajdharaa*[9] and sanctioned lease areas were super imposed on *Rajdharaa* GIS system.

Test check of GIS mapping of lease areas revealed that overlapping of lease areas and gap areas between the leases could not be identified through this module. Thus, the purpose of GIS mapping could not be achieved.

3.4.5 Generation of e-*rawannas*

DMG instructed (18 October 2017) that till the completion of the maximum time period mentioned in *e-rawanna* for reaching the destination for a vehicle, no other *e-rawanna* can be generated for that vehicle. Each dispatch of mineral by a vehicle includes loading of mineral, generation of *e-rawanna*, parking of vehicle on weigh bridge, confirmation of *e-rawanna* by weigh bridge, reaching the vehicle at the destination and unloading of mineral and return to the mining site.

Audit, however, noticed that *e-rawannas* were generated before the completion of maximum time period mentioned on previous *e-rawanna* for the same vehicle. This indicates that above instructions issued by DMG were not mapped in *DMGOMS*. Some illustrative cases noticed are given hereunder:

(i) Second *e-rawanna* was generated within five minutes after generation of first *e-rawanna* for the same vehicle despite the fact that the distance of destination in the first *e-rawanna* was 15 kilometres;

(ii) Second *e-rawanna* was generated within five minutes for the same vehicle despite the fact that the distance of destination in first *e-rawanna* was 10 kilometres;

(iii) Seven *e-rawannas* were generated within 80 minutes for the same vehicle and four *e-rawannas* generated within 15 minutes for the same vehicle. Illustrative images are given hereunder to show the irregularity.

[9] Integrated GIS Infrastructure of the State to enable good governance, sustainable development and citizen empowerment and to maintain standardized GIS assets of the State, developed by Department of Information, Technology & Communication.

Weigh bridge Registration Number: 201711080398



Figure 16: Two e-rawannas for vehicle number RJ32GC3664 were generated within five minutes as shown in figure 16 and 17.

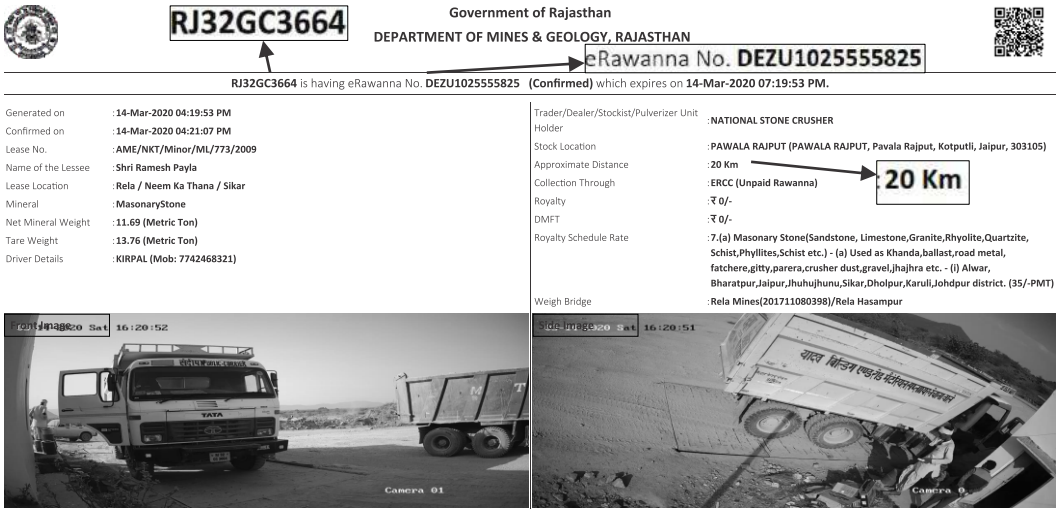


Figure 17: Two e-rawannas for vehicle number RJ32GC3664 were generated within five minutes as shown in figure 16 and 17.

- Distance of same areas within Sikar district was varied between 60 to 201 kilometres in different *e-rawannas*. This indicated that actual distances were not shown in the *e-rawannas.* Possibility of use of *e-rawannas* for multiple trips cannot be ruled out.

Illustrative images are given hereunder:

Weigh bridge Registration Number: 201711240616

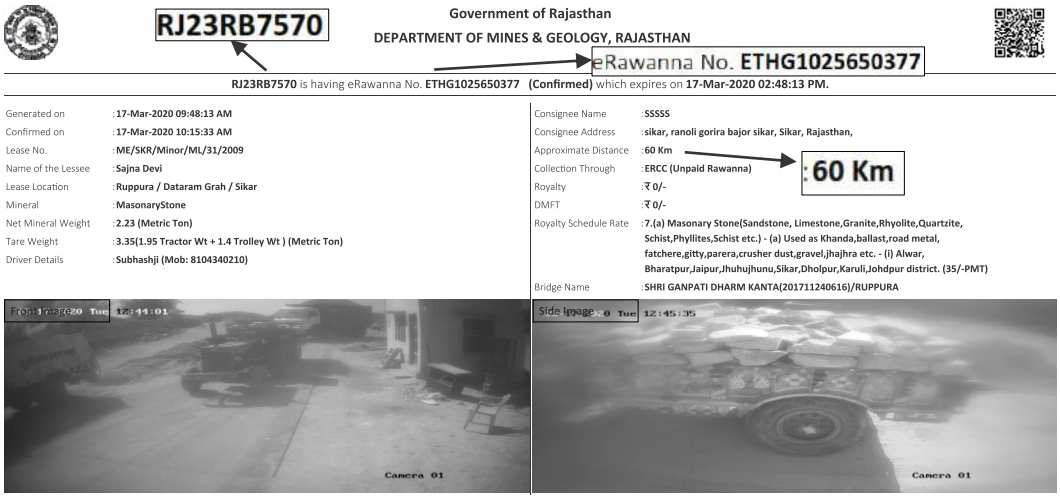


Figure 18: Distance from Ruppura to Ranoli was shown 60 kilometres (figure 18) whereas distance for the same places was shown 201 kilometres (figure 19).

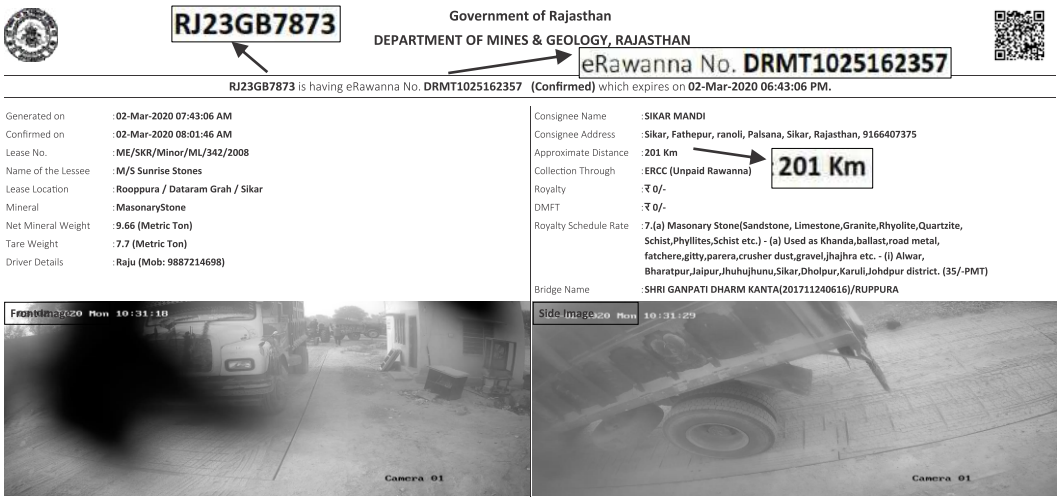


Figure 19: Distance from Ruppura to Ranoli was shown 60 kilometres (figure 18) whereas distance for the same places was shown 201 kilometres (figure 19).

Deficient online system resulted in these irregularities. Audit is of the view that if the distance in *e-rawanna* was mentioned using GIS technology, this irregularity could have been avoided.

The Government replied (February 2022) that such cases were checked by the ME/AME concerned and instructions were issued time to time in this regard.

Reply is not tenable as test check of *e-rawannas* revealed serious irregularities, which remained undetected by the concerned offices.

3.5 Installation of GPS devices in the vehicles

According to rule 44 (18) of RMMC Rules, 2017 the Government will explore the possibility of prescribing GPS tracking system in the vehicles involved in transportation of minerals.

It was observed that the State Government did not make effort to install GPS tracking system in these vehicles (July 2021). In the absence of these devices, monitoring of vehicles could not be done to check misuse of *rawannas i.e.* transportation of minerals excavated from other than the lease areas or more than one trip being done with the support of one *rawanna.*

Good Practices adopted by other States

- **Installation of GPS devices in the vehicles (Goa State)**

With the aim to stop illegal mining of minor minerals, proper collection of Government revenue, public safety and proper accounting of minor mineral extracted, State Government of Goa decided (29 January 2018) to regulate minor mineral transportation in Goa State. Therefore, owners of vehicles used for transportation of minor minerals within the State of Goa were directed to register their vehicles on DMG (Goa) platform upon payment of onetime registration fee of ₹ 5000 to qualify for carrying out transportation activities of mineral from 1 April 2018 after installation of GPS devices.

- **Radio-frequency identification (RFID) system TAGS on the vehicles (Karnataka State)**

Karnataka State introduced Integrated Lease Management System (ILMS) which involves less of manual intervention and more usage of electronic mode resulting in saving of time and hassle-free movement of mineral. To avoid manual mistake and malfunction DMG (Karnataka) introduced RFID system to be incorporated in lease premises, Check Posts and Buyer Premises to systematize mineral movement tracking and acknowledgement. In Check Posts, it facilitates fast vigilance and eliminates manual intervention to achieve transparency. Further, RFID system is tampered proof and eliminates chances of malfunction.

The Government replied (February 2022) that proposals for compulsory installation of GPS and RFID tag had been received from the Department.

3.6 Summary of findings

Department did not leverage technologies easily available in public domain to identify and curb illegal mining activities. Audit noticed irregularities *viz.* overlapping of leases and non-allotment/auction of gap areas lying between the leases, *etc*. Inadequate inspections of mines by the concerned officials resulted in non-identifications of these irregularities.

With the use of remote sensing data and GIS technology, Audit identified illegal mining activities in 122 cases (34 *per cent* of test-checked leases) nearby sanctioned mining leases in five selected *tehsils* under five selected divisions out of 49 divisions. The identified area of illegal mining was 83.25 hectare. Audit also noticed 13 mining leases where mineral was not excavated, however, 5.20 lakh MT of mineral was shown dispatched by misusing 22,854 *e-rawannas*. Departmental officials demarcated leases in such a way that there were gap areas between the leases. These gap areas encouraged illegal mining. Illegal mining was noticed in 14 gap areas out of 30

i.e. 46 *per cent.* Department introduced (10 October 2017) a web-based application '*DMGOMS'* for effective monitoring of the mining activities. However, the Department failed to utilise the system effectively. Demands related to illegal mining activities (₹ 71.20 crore) were not shown on the demand register maintained at *DMGOMS* in 53 cases. Dispatch of minerals from mining leases in excess of limits prescribed in Environment Clearance Certificate/Consent to Operate were found and there was no check in the system to prevent the dispatch of mineral in excess of permissible quantity. The State Government did not initiate any such system or use of satellite images to identify illegal mining activities except carry out drone survey of 43 leases in Nagaur district.

3.7 Recommendations

The Department may consider:

1. *utilising Remote Sensing/GIS technology such as Google Earth Pro application to identify illegal mining activities along with other modern technology such as drone survey to expedite identification of illegal mining activities;*
2. *mapping all the existing leases using Remote Sensing data and GIS technology to do away the overlapping of leases;*
3. *to fix accountability on the officials for leaving gap areas unauctioned and setting a time frame for auction of gap areas on priority basis;*
4. *providing a check in the DMGOMS to auto block the generation of e-rawannas whenever the quantity crosses the permitted limit by EC also and to expedite the recovery of the amount for the illegally mined minerals;*
5. *providing a system in the DMGOMS to generate demand notice only after uploading the demand in online demand and collection register;*
6. *mapping and uploading coordinates of all the STPs wherein mining was permitted;*
7. *using GIS technology for measuring distance between place of dispatch and destination in e-rawanna; and*
8. *adopting good practices of GPS installation in vehicles and use of RFID technology as initiated by other states and proposed by the Department of Mines and Geology, Rajasthan.*

CHAPTER-IV

Internal Control System

Chapter IV : Internal Control System

4.1 *E-rawannas* and weigh bridges

Weigh bridges play a vital role in the collection of royalty by the Mines Department. Correct weighment of the mineral not only ensures correct collection of royalty but also provides a check on illegally transported mineral. Improper working of weigh bridges can cause huge loss to the Department. Audit analysed the *e-rawannas,* confirmed by weigh bridges, available on *DMGOMS*; the results are discussed hereunder.

According to the rule 60 (8) of RMMC Rules, 2017 the Director may authorize any electronic weigh bridges established in the State by third parties for weighment of mineral, on such conditions as may be specified. Further, the sub-rule (9) provides that the mineral concession holder or registered weigh bridge owner shall allow authorities to examine and test every weighing machine to ascertain whether the same are correct and in good condition and order and if any ambiguity is found, the same shall be rectified by the weigh bridge owner.

DMG prescribed (18 October 2017) the process for weighment of the mineral to be dispatched, and for generation and confirmation of *e-rawanna*. The important points to be followed are as under:

(i) Lessee has to choose empaneled weigh bridges nearest to his lease and has to link these weigh bridges to lease on Departmental website. On any other weigh bridge that is not linked by the lessee, vehicles related to the lease shall not be weighed and *e-rawanna* shall not be confirmed.

(ii) A lessee can generate unconfirmed *e-rawanna* through departmental website or mobile app, and in any circumstance, vehicle cannot transport the mineral outside the lease area without unconfirmed *e-rawanna* and message of unconfirmed *e-rawanna* on driver's mobile.

(iii) Confirmed *e-rawanna* shall only be generated on weigh bridge when there is balance in the account of lessee for royalty of mineral.

(iv) Till the completion of the maximum time period, mentioned in *e-rawanna* for reaching the destination for a vehicle, no other *e-rawanna* can be generated for that vehicle.

DMG further issued (5 October and 15 October 2018) direction for compulsory installation of cameras on empaneled weigh bridges by October 2018. The main directions were as follows:

- Minimum two cameras shall be installed on weigh bridge.
- Cameras shall be installed in such a way that vehicle and weigh bridge platform shall be clearly visible in picture.
- One camera shall be on the front side for capturing the image of the vehicle from front side showing the number plate of vehicle and weigh bridge platform and the other camera shall be put on long side of vehicle in such a way that vehicle's upper body, long body and weigh bridge platform shall be clearly visible.

- Photo shall be captured by both the cameras while taking the weight from the terminal by software[1] and no separate provision shall be given in software for photo capturing.

These instructions were also applicable on the transit passes which were generated by dealers/stockiest of minerals and manufacturers of grit, marble slab *etc*. for dispatch of goods procured on valid *rawannas*.

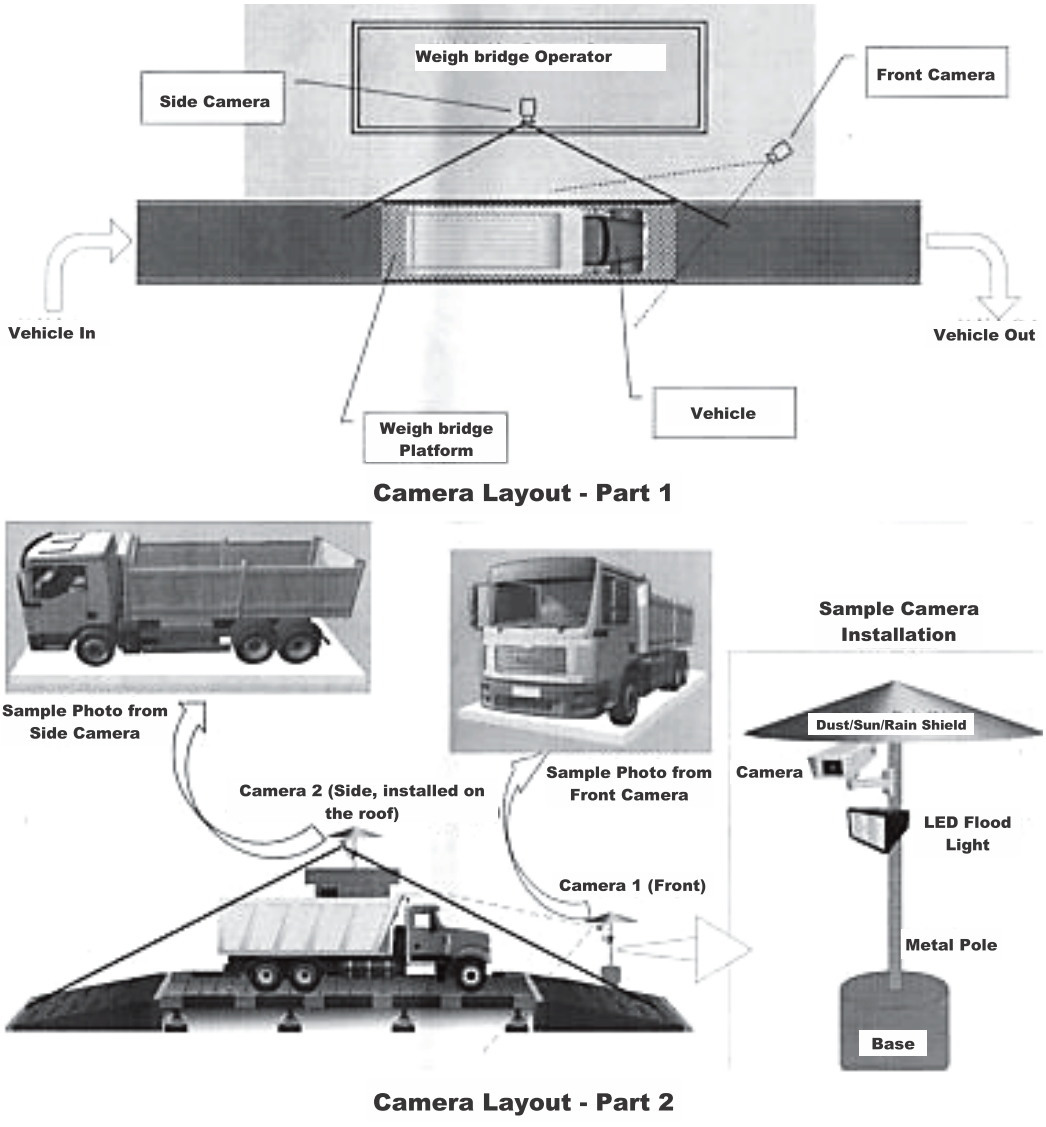


Figure 1: Correct position of CCTV cameras to capture image of vehicle

During the audit period, there were 2,781 active empanelled weigh bridges in the State, out of which 365 weigh bridges were active in the selected divisions. It was observed that 32 weigh bridges were engaged in confirming transit passes used for movement of royalty paid minerals. Audit test checked ten *e-rawannas*[2] confirmed by each weigh bridge during last month of working of weigh bridges upto March 2020 from the 333 (365 – 32) weigh bridges. Audit

[1] The weigh bridge owner had to purchase the Software from the firms approved by the Department.

[2] Audit selected ten *e-rawannas* of each weigh bridge, confirmed during the month of March 2020, however, if any weigh bridge did not confirm any *e-rawanna* during March 2020 then Audit selected *e-rawannas* from the previous working month of March 2020 of that weigh bridge.

scrutinised 2,966 *e-rawannas*[3] in *DMGOMS* and noticed serious irregularities as discussed below:

4.1.1 Audit noticed that at 215 weigh bridges out of selected 333 weigh bridges, CCTV cameras were installed in such a way that the photographs of vehicles were not clear or did not provide the complete picture of the vehicle as per the guidelines. In the absence of a complete and clear picture of the vehicle, audit could not ascertain the actual vehicle on the weigh bridge. Further, mineral mentioned in the *e-rawanna* and its quantity as shown in confirmed *e-rawanna* could not be ascertained.
To illustrate the observation, two images are given hereunder:

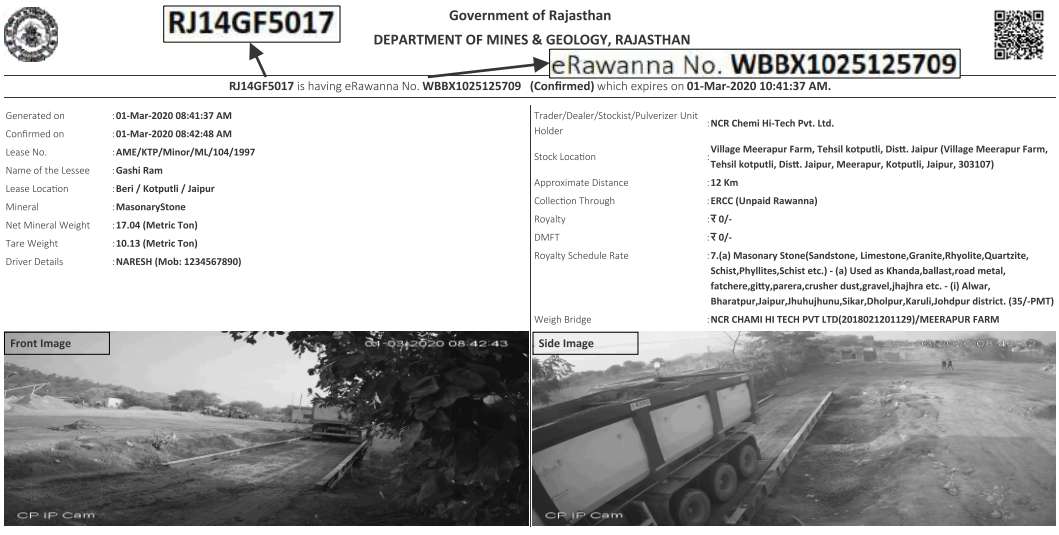


Figure 2: CCTV cameras installed in such a way that vehicle number and mineral was not visible at Weigh bridge Registration Number: 2018021201129

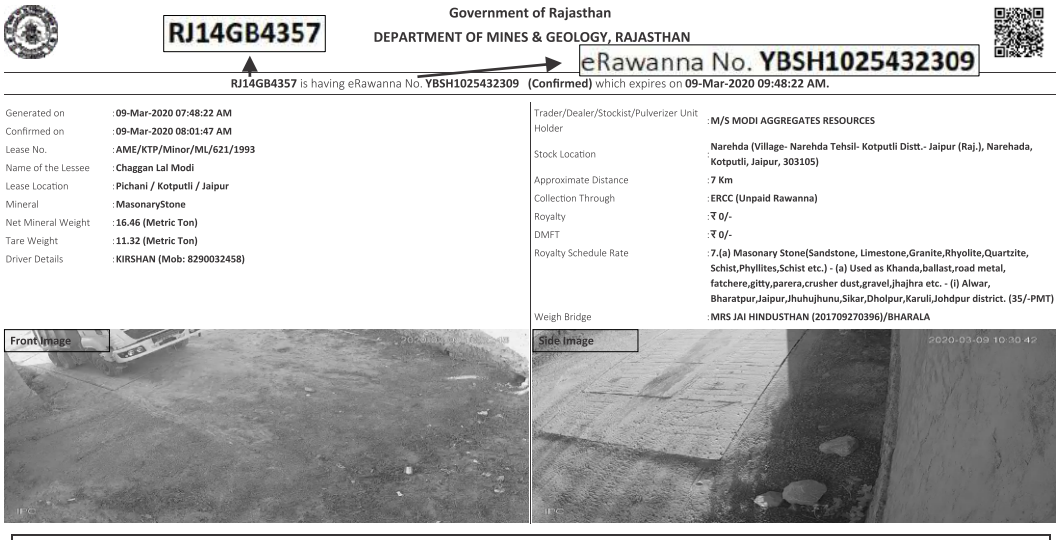


Figure 3 : CCTV cameras installed in such a way that vehicle number and mineral was not visible at Weigh bridge Registration Number: 201709270396

[3] Only 196 *e-rawannas* were confirmed by the 56 selected weigh bridges, therefore, total 2,966 (2,770 of 277 weigh bridges + 196 of 56 weigh bridges) *e-rawannas* were selected for scrutiny.

4.1.2 In 987 *e-rawannas* (33.28 *per cent* of test checked), Audit noticed that photograph of the same vehicle was used two to ten times for confirmation of different *e-rawannas for* different vehicles *i.e.* the same photograph was used to confirm *e-rawannas* of other vehicles. This shows that vehicles for which *e-rawannas* were generated actually did not get weighed at the weigh bridges. It also indicates that dummy vehicles were used for generation of *e-rawannas* for those vehicles which were not weighed at all. Thus, weigh bridges owners were in collusion with other stake holders *i.e.* lessees, transporter, *etc.* to manipulate the process of confirmation of *e-rawannas.*

It is evident that *e-rawannas* were confirmed by manipulating the process of confirmation of *e-rawannas.* A few instances are given hereunder:

(A) Weigh bridge Registration No.: 201712210804 (Same Picture along with Vehicle number RJ37GA2405 for different *rawannas*/vehicles)

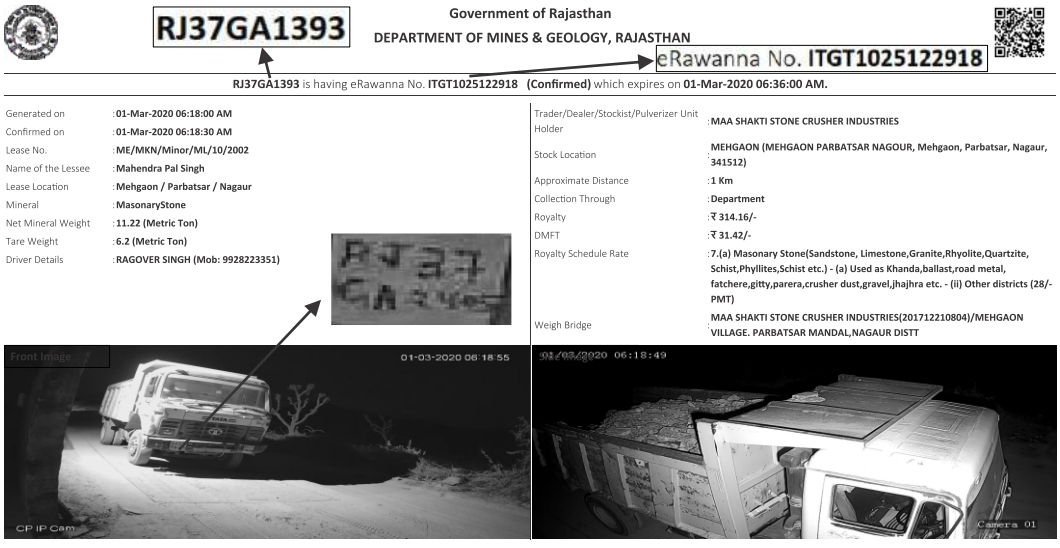


Figure 4: Vehicle Number RJ37GA2405 was used for generating e- rawanna of vehicle number RJ37GA1393

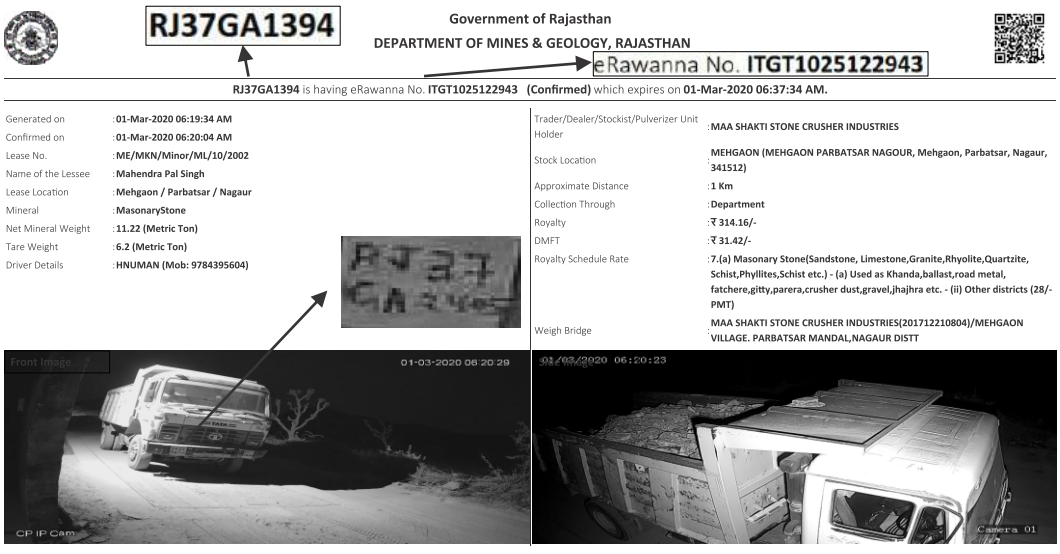


Figure 5: Vehicle number RJ37GA2405 was again used for generating e-rawanna of another vehicle number RJ37GA1394



Figure 6: Correct e-rawanna generated for actual Vehicle Number RJ37GA2405 with actual Vehicle.

(B) Weigh bridge Registration Number: 201710310248 (Vehicle number tampered)

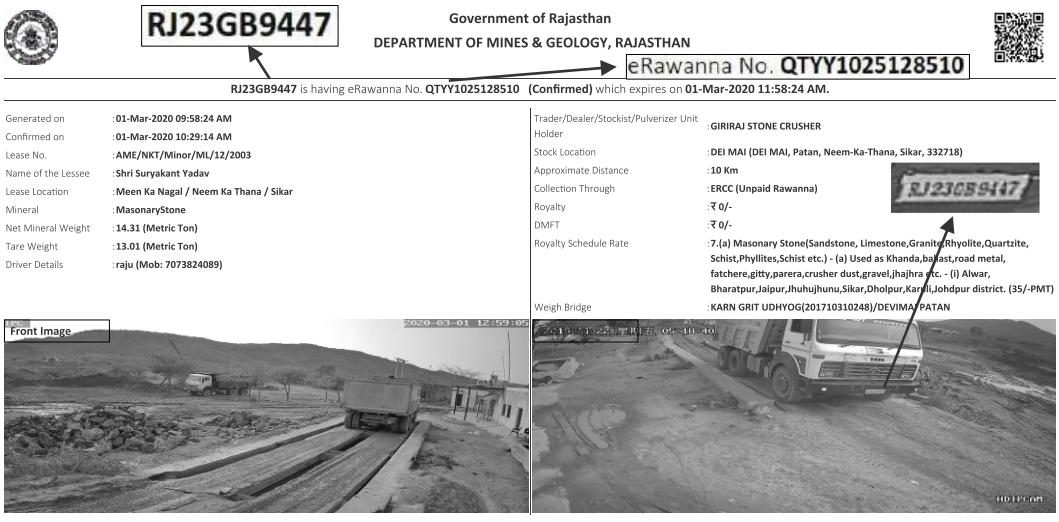


Figure 7: Vehicle shown in figure 7 and 8 is same, however, number was tampered to generate e-rawanna.

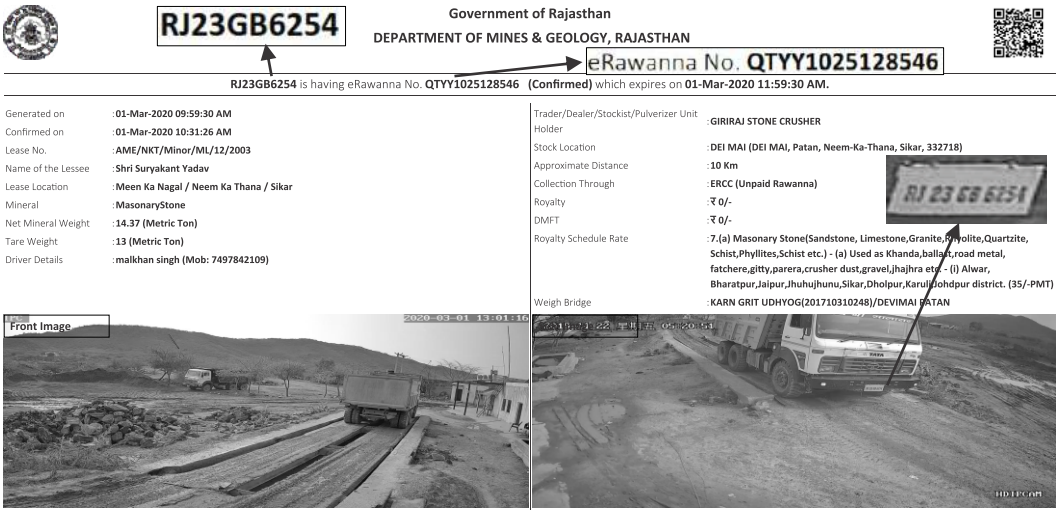


Figure 8: Vehicle shown in figure 7 and 8 is same, however, number was tampered to generate e-rawanna.

(C) Weigh bridge Registration number : 2020022602593 (Number plate of vehicle intentionally covered by a man)

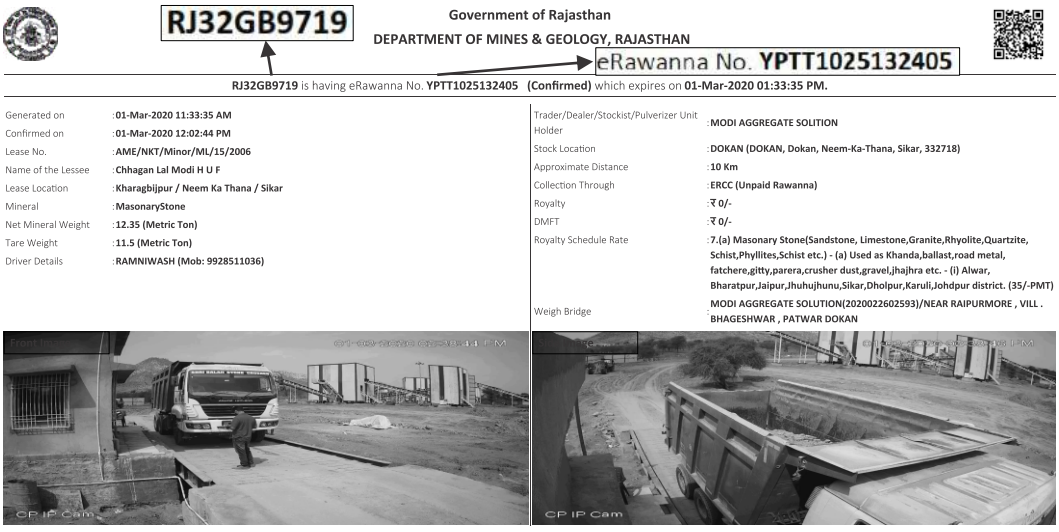


Figure 9 : Cases where number plate was intentionally covered (Figure 9 and 10)

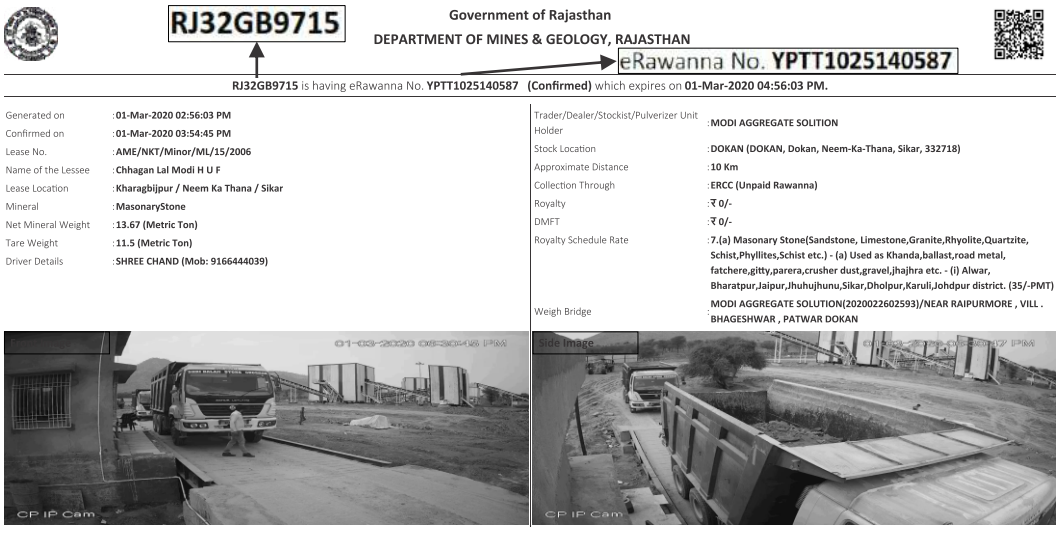


Figure 10: Cases where number plate was intentionally covered (Figure 9 and 10)

(D) Weigh bridge Registration Number: 2019031402099 (Number plate intentionally omitted after first *rawanna*)

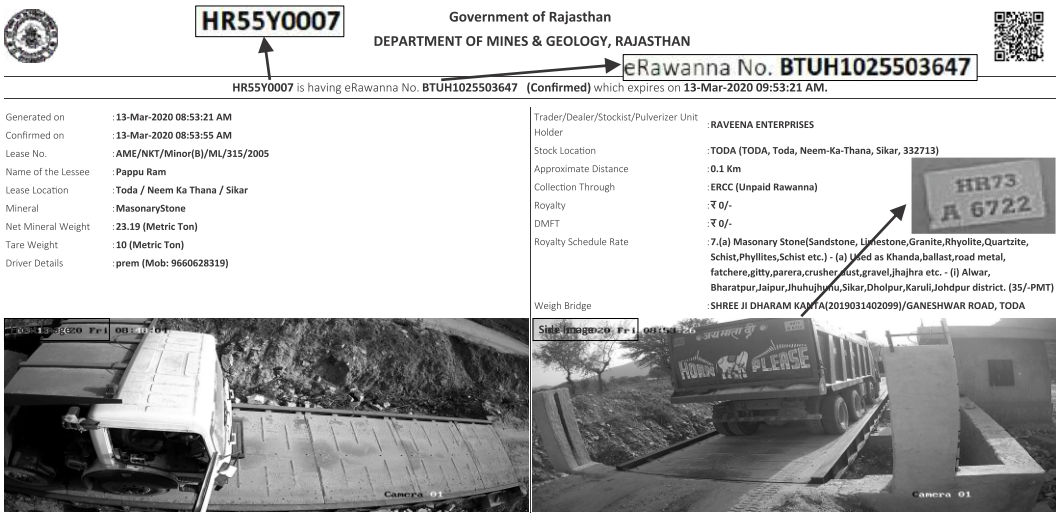


Figure 11: Vehicle Number HR73A6722 was used for generating e-rawanna of vehicle number HR55Y0007 as shown in figure 11, thereafter, number of vehicle was omitted to generate e-rawannas of vehicle number HR55V0007 and HR55Y0007 as shown in figure 12 and 13.

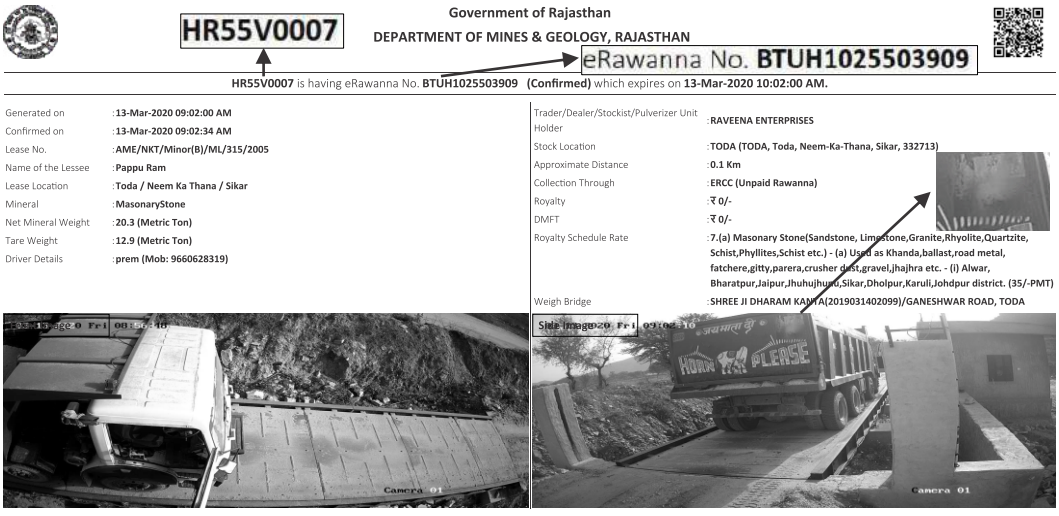


***Figure 12:** Vehicle Number HR73A6722 was used for generating e-rawanna of vehicle number HR55Y0007 as shown in figure 11, thereafter, number of vehicle was omitted to generate e-rawannas of vehicle number HR55V0007 and HR55Y0007 as shown in figure 12 and 13.*

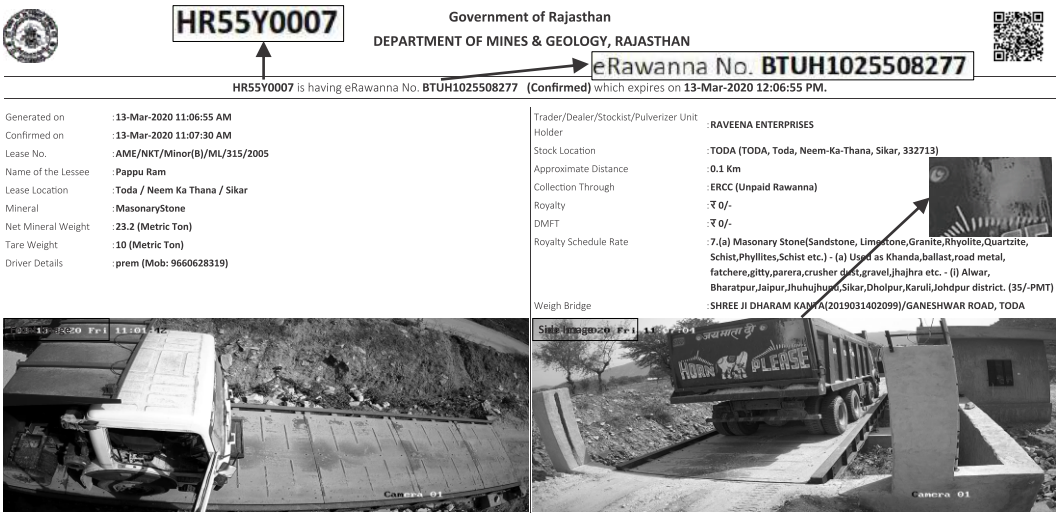


***Figure 13:** Vehicle Number HR73A6722 was used for generating e-rawanna of vehicle number HR55Y0007 as shown in figure 11, thereafter, number of vehicle was omitted to generate e-rawannas of vehicle number HR55V0007 and HR55Y0007 as shown in figure 12 and 13.*

4.1.3 Audit further noticed that in 1,571 *e-rawannas* (52.97 *per cent* of selected *e-rawannas*) number plates of vehicles were not visible. Therefore, it could not be ensured that the vehicle for which *e-rawanna* was generated was actually on the weigh bridge. An illustrative image is given hereunder:

Weigh bridge Registration Number: 2019010801993

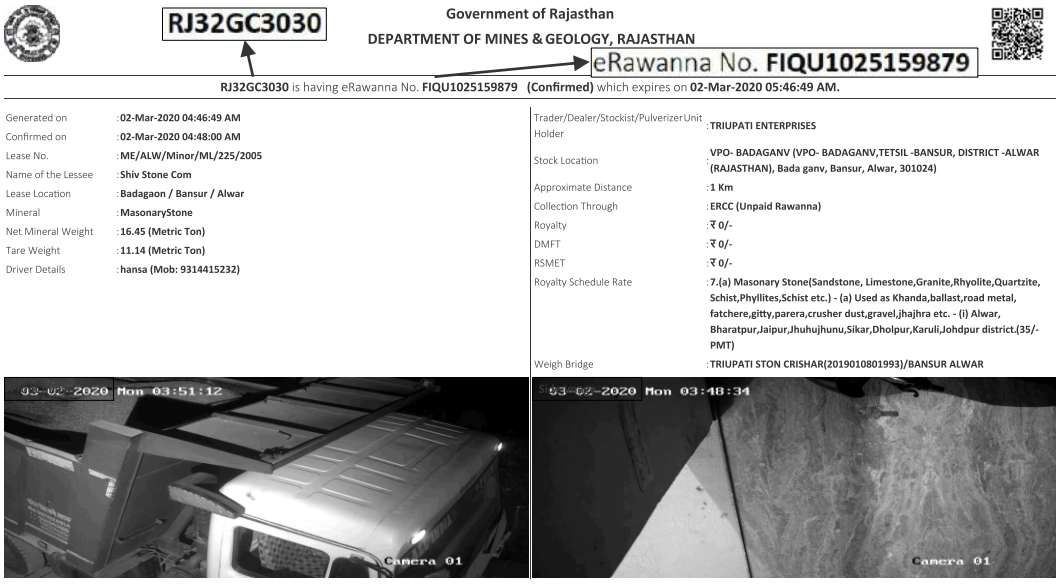


Figure 14: Photo of vehicle was taken in such a way that vehicle number cannot be seen.

4.1.4 Audit further noticed that in 154 *e-rawannas* (5.19 *per cent* of selected *e-rawannas*), vehicle numbers for which the *e-rawannas* were confirmed, were different from the registration number shown on the number plate of the vehicles in the photograph captured by the CCTV cameras installed at the weigh bridges. This indicated that the *e-rawannas* were confirmed by violating guidelines issued by the Department. In such cases possibility of illegal transportation of mineral could not be ruled out.

The above findings indicated that though manipulation of *e-rawannas* could have been checked from the available data with the Department, no effective action was taken to curb such malpractices.

Weigh bridge Registration Number: 2018051801532

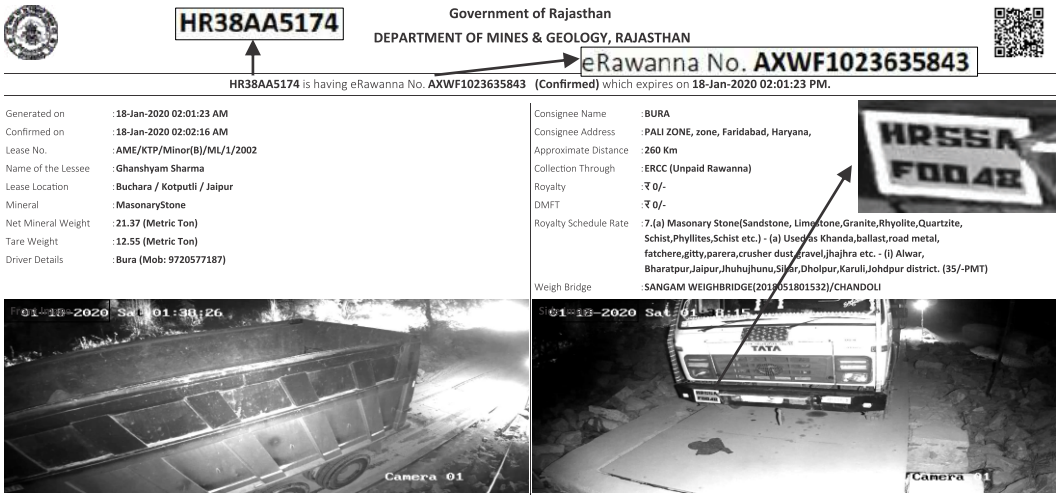


Figure 15: Vehicle number HR55AF0048 was used to confirm e-rawanna for Vehicle number HR38AA5174.

4.1.5 Audit further noticed that in 42 *e-rawannas* (1.42 *per cent* of selected *e-rawannas*), different vehicles were seen in the photographs having the same vehicle registration number mentioned in the *e-rawannas*. These *e-rawannas* were generated for 14 vehicles (one vehicle number for two or more than two *e-rawannas*). At the time of confirmation of *e-rawannas* at weigh bridges, images captured by CCTV cameras depict that vehicles were not the same for the same vehicle number every time. This indicated that either lessee or the transporter or both indulged in the malpractice.

Thus, the process put in place for confirmation of *e-rawanna* to check the evasion of royalty was ineffective.

Weigh bridge Registration Number: 2018102001828



Figure 16: Figure 16 and 17 showed that vehicle number was not visible in e-rawanna, however, it can be seen that different vehicles were used to confirm e-rawanna for the same vehicle number RJ32GB9705.

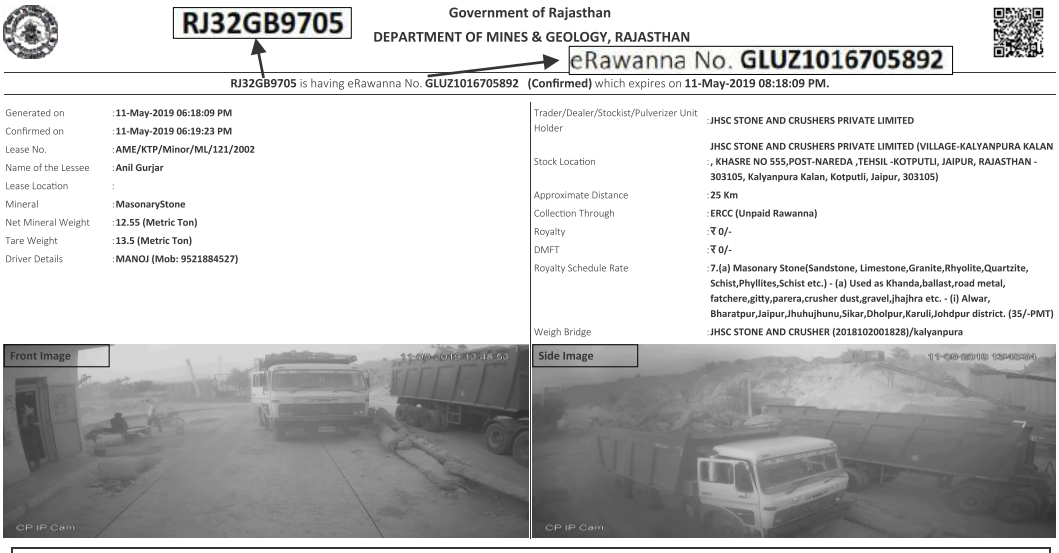


Figure 17: Figure 16 and 17 showed that vehicle number was not visible in e-rawanna, however, it can be seen that different vehicles were used to confirm e-rawanna for the same vehicle number RJ32GB9705.

4.1.6 At one weigh bridge under jurisdiction of AME Kotputli, Audit noticed that *e-rawanna* was confirmed without parking of vehicle at weigh bridge. This indicated that software used in weigh bridge was not foolproof in preventing manipulation by weigh bridge operator. Illustrative image is given hereunder:

Weigh bridge Registration No.: 2019102302421

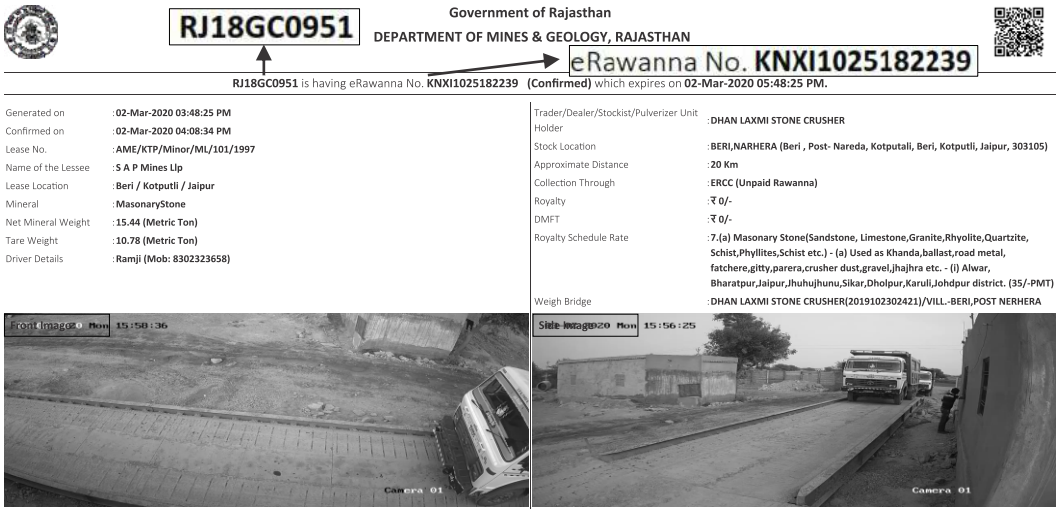


***Figure 18: E-rawanna was confirmed without parking of* vehicle on weigh bridge.**

- In another case in the jurisdiction of ME Makrana, it was noticed that images of two vehicles, different for front image and side image, were shown in one *e-rawanna*. It indicated that application software was not properly mapped with cameras installed at weigh bridges. Thus, *e-rawannas* were confirmed by manipulating the vehicle images. Illustrative image is given hereunder:

Weigh bridge Registration No.: 2018022701247

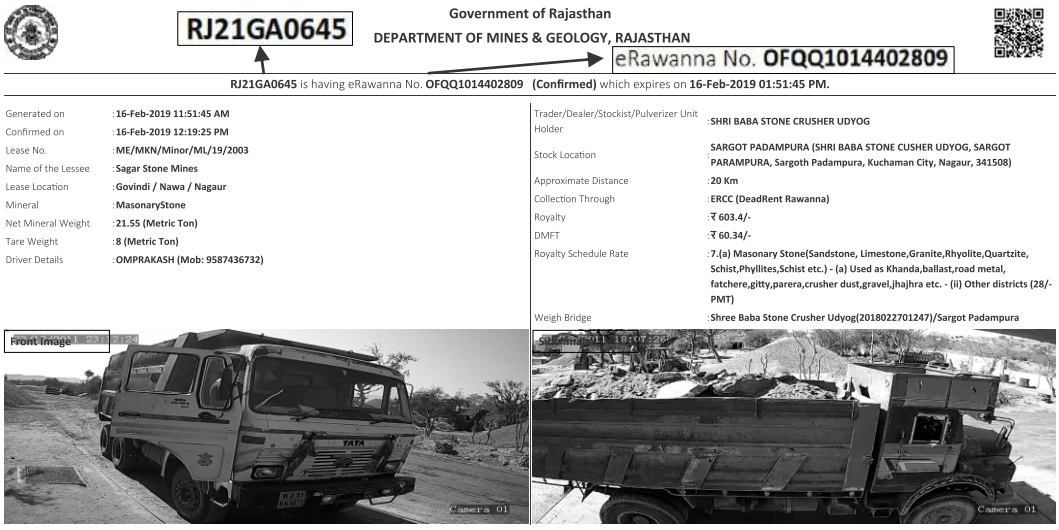


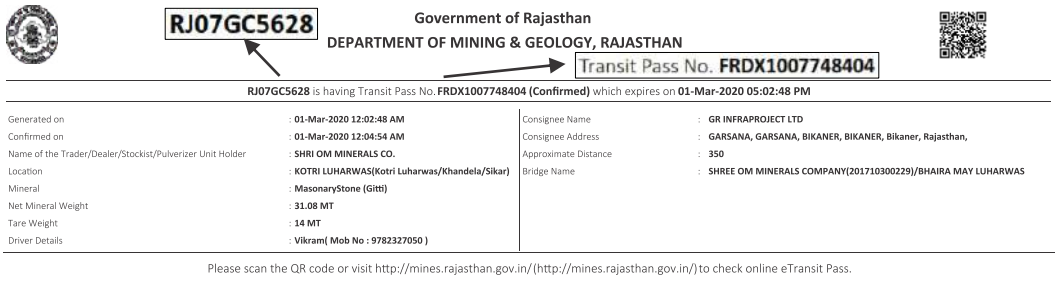
Figure 19: Different vehicles were shown for the front and side image.

Regarding Paragraph 4.1.1 to 4.1.6 the Government replied (February 2022) that a new module named 'weigh bridge e-rawanna viewer' has been made in online system for the checking of weigh bridges. Further, online system of the Department is being upgraded so that latest technologies can be used for effective

monitoring. Department also intimated that concerned ME/AME offices are taking actions as per rules in the objected cases.

4.1.7 Information available on *DMGOMS* revealed that in selected five division offices 8.27 lakh transit passes[4] were generated for dispatch of 3.08 crore MT of mineral. Audit analysed the confirmed transit passes on *DMGOMS* and noticed that photographs of vehicles were not attached with the transit passes. Therefore, Audit could not analyse the confirmation process of transit passes. The process of confirmation of transit passes was the same as for the *e-rawannas*. Audit is of the view that, therefore, manipulation in confirmation of transit passes could not be ruled out.

Weigh bridge Registration No. 201710300229 (Picture of vehicle was not shown in Transit Pass)


RJ07GC5628

Government of Rajasthan
DEPARTMENT OF MINING & GEOLOGY, RAJASTHAN

Transit Pass No. FRDX1007748404

RJ07GC5628 is having Transit Pass No. FRDX1007748404 (Confirmed) which expires on 01-Mar-2020 05:02:48 PM

Generated on	: 01-Mar-2020 12:02:48 AM	Consignee Name	: GR INFRAPROJECT LTD
Confirmed on	: 01-Mar-2020 12:04:54 AM	Consignee Address	: GARSANA, GARSANA, BIKANER, BIKANER, Bikaner, Rajasthan,
Name of the Trader/Dealer/Stockist/Pulverizer Unit Holder	: SHRI OM MINERALS CO.	Approximate Distance	: 350
Location	: KOTRI LUHARWAS(Kotri Luharwas/Khandela/Sikar)	Bridge Name	: SHREE OM MINERALS COMPANY(201710300229)/BHAIRA MAY LUHARWAS
Mineral	: MasonaryStone (Gitti)		
Net Mineral Weight	: 31.08 MT		
Tare Weight	: 14 MT		
Driver Details	: Vikram(Mob No : 9782327050)		

Please scan the QR code or visit http://mines.rajasthan.gov.in/(http://mines.rajasthan.gov.in/) to check online eTransit Pass.

Figure 20: Picture of vehicle was not shown in TP

The Government replied (February 2022) that due to problem of space in *e-Vault*[5], images of vehicles were not depicted in the transit passes, however, the same are now depicted.

The reply of the Government is not tenable as the very purpose of installation of CCTV cameras was defeated and irregularities in confirmation of *e-Transit passes* could not be checked.

4.1.8 Control of the Department on the software used by weigh bridges

According to the information available on *DMGOMS*, empaneled weigh bridge owners of selected division offices installed software provided by 11 firms approved by the Department for confirmation of *e-rawannas*/Transit passes. DMG allowed the empaneled weigh bridge owners to use software of any of the approved firms.

Scrutiny of information/reports available on *DMGOMS* and records of selected Division offices disclosed that Department did not have any control over the software used by the empanelled weigh bridges, thus making the software prone to manipulation. Therefore, the Department through preventive measures could not control irregularities noticed during the review as discussed in paragraphs number 4.1.1 to 4.1.7.

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[4] According to Rule 2(lvii) of RMMC Rules, 2017, Transit Pass means a pass including e-transit pass duly issued by the Department or generated online, to the lessee, stockiest, trader, dealer *etc.* for lawful transportation of royalty paid mineral.

[5] *e-Vault*: The term is used to describe the transfer of data by electronic means to a backup site, as opposed to the physical shipment of backup tapes or disks.

Best practice adopted by Government of Goa

Mines and Geology Department, Goa developed a software[6] and made it compulsory for the weigh bridges to install the system. Further, calibration of weigh bridge before every year was also made compulsory. Thus, the Department had overall control over the software to prevent any malfunctioning or manipulation.

4.1.9 Certification of weigh bridges by Metrology (Weight & Measure) Division

Certification of weigh bridges by Metrology (Weight & Measure) Division, Department of Consumer affairs is essential and mandatory for all the weigh bridges. Department belatedly issued (5 August 2020) instructions to all the weigh bridge owners to get their weigh bridges certified by the Metrology Division. However, compliance with the instructions was not monitored. Audit also observed that *DMGOMS* did not provide a column for showing the status of certification by the Metrology Department.

The matter was brought to the notice of SME, Jaipur. In reply it was stated (5 April 2021) that the time for compliance had been extended till April 2021 by DMG. Reply of SME is not tenable since it was mandatory for all weigh bridges owners to get their weigh bridges certified by Metrology Division and hence needs to be done within the stipulated time. Further, delay in certification may lead to manipulation in weighment, which could cause loss to exchequer.

Deliberate inaction against persons involved in illegal mining activities

Scrutiny of records of selected division offices and SME Jaipur revealed that the Department deliberately took no action against defaulting weigh bridges, transporters and lessee. Two case studies are given as under:

Case Study 1

AME Kotputli intimated (31 January 2020) SME Jaipur that during checking (30 January 2020), one vehicle (RJ40GA2612) loaded with masonry stone was checked. On weighment it was found that actual weight of mineral was 35.09 MT whereas weight mentioned in the confirmed *e-rawanna* was 21.06 MT. The mineral was loaded from lease number 123/2002. Thus, 14.03 MT mineral was found in excess of quantity mentioned in *e-rawanna.* It was also intimated that there was a collusion between lessee, weigh bridge owner and vehicle driver. AME requested SME Jaipur to deactivate *e-rawanna* generation of the lessee, deactivate the weigh bridge and black-list the vehicle.

Simultaneously, AME issued notices to the lessee and the weigh bridge owner in this regard. In their reply, both informed that they were not involved in the matter

[6] Source: Brief presentation on steps taken by Government for curbing Illegal Mining in the State of Goa presented by Shri Pawan Kumar Sain (I.A.S.) Secretary (Mines) Government of Goa.

as the mineral was not overloaded by the lessee and at the time of confirmation of the *e-rawanna* the vehicle was not overloaded. Mining Foreman inquired about the matter and submitted his report wherein it was concluded that the vehicle driver was responsible for this violation as he loaded extra mineral without bringing this to the knowledge of lessee. It was also suggested in the report that instructions should be issued to the lessee to instruct the driver not to load mineral from elsewhere as otherwise it would be the responsibility of the lessee. Acting upon the report AME recommended (20 July 2020) to SME Jaipur for activation of weigh bridge. The weigh bridge was activated accordingly on the same day.

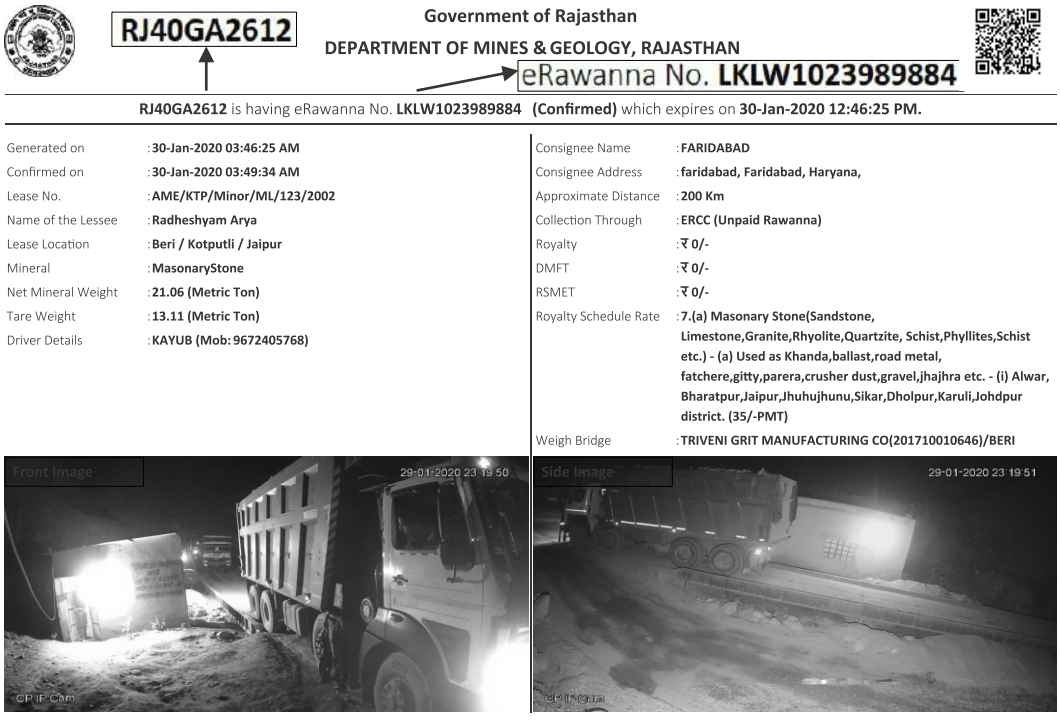


Figure 21: Vehicle was not parked at Platform of weigh bridge at the time of confirmation of e-rawanna, therefore, correct weight cannot be taken.



Figure 22: Images in figure 21 and close up image of vehicle in figure 22 showed that minerals were loaded upto the top of the vehicle. Further, loading of 14.5 MT of mineral was not possible.

Audit noticed that the investigation report was prepared overlooking the *e-rawanna* images with an intent to provide undue benefit to lessee and weigh bridge owner.

To corroborate the above audit finding, Audit further analysed all 33 *rawannas* confirmed by this weigh bridge on 30 January 2020. Following violations were noticed:

- CCTV cameras were not installed according to the instructions issued by DMG.
- Vehicles were partly parked on the platform of the weigh bridge so that vehicles were under-weighed.
- *E-rawannas* were confirmed for those vehicles which did not reach the weigh bridge for weighment.

These facts indicated inaction on the part of the Department against these defaulters by overlooking the facts available on *DMGOMS.*

Case Study 2

AME Kotputli intimated (23 January 2020) SME Jaipur that during checking (21 January 2020), one vehicle (RJ32GB4236) loaded with masonry stone was checked. On weighment it was found that actual weight of mineral was 25 MT whereas weight mentioned in the confirmed *e-rawanna* was 14.60 MT. The mineral was loaded from lease number 1/2002. Thus, 10.40 MT mineral was found in excess of quantity mentioned in *e-rawanna.* It was also intimated that there was a collusion between vehicle lessee, weigh bridge owner and vehicle driver. AME requested SME Jaipur to deactivate *e-rawanna* generation of the lessee, deactivate the weigh bridge and black-list the vehicle.

Simultaneously, AME issued notices to the lessee and the weigh bridge owner in this regard. In their reply, both told that they were not involved in the matter as the mineral was not overloaded by the lessee and at the time of confirmation of the *e-rawanna* the vehicle was not overloaded. Mining Foreman inquired the matter and submitted his report wherein it was concluded that the vehicle driver was responsible for this violation as he loaded extra mineral without bringing this action to the knowledge of lessee. It was also suggested in the report that instructions should be issued to the lessee to instruct the driver not to load mineral from elsewhere as otherwise it would be the responsibility of the lessee. Acting upon the report AME recommended (20 March 2020) to SME Jaipur for activation of weigh bridge. The weigh bridge was reactivated on 20 May 2020.

Scrutiny of the *e-rawanna* confirmed by weigh bridge during 21 January 2020 to 23 January 2020 revealed that CCTV cameras were not installed properly at the weigh bridge and mineral loaded in the vehicle could not be seen in the photographs of *e- rawanna*. Therefore, it could not be concluded that vehicle was empty or under loaded. Even after reactivation of weight bridge CCTVs were not installed properly and mineral could not be seen in the vehicle. Illustrative images are given hereunder:



Figure 23: Above image (21 January 2020) showed that CCTV cameras of weigh bridge were not installed according to the direction of the DMG on the date of Panchnama.

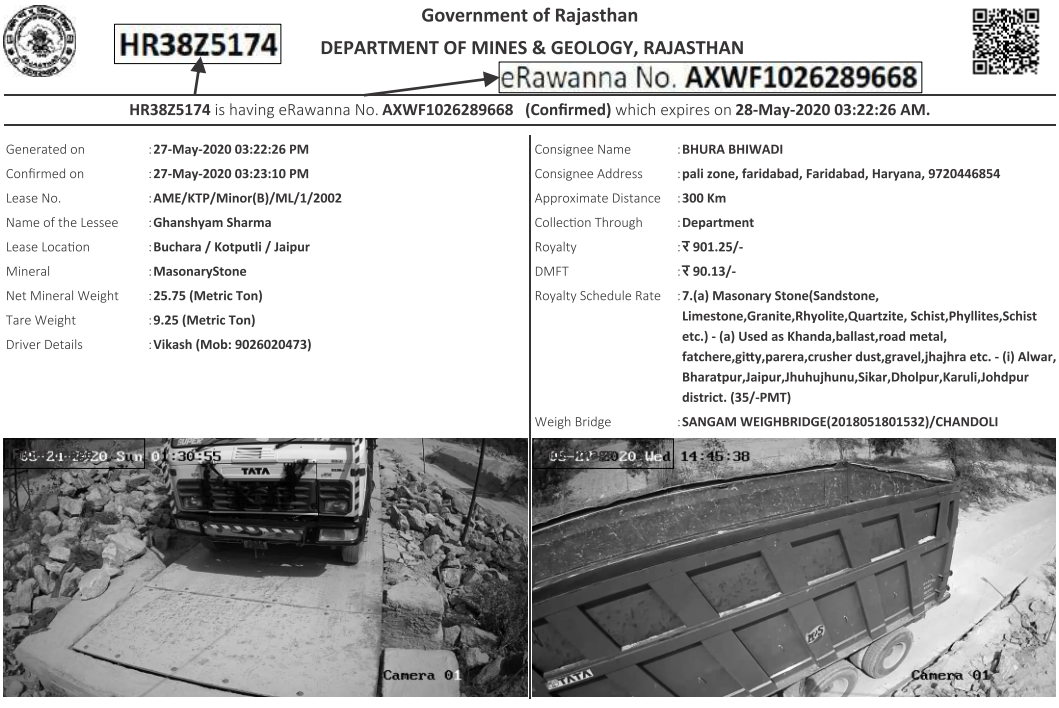


Figure 24: Above image (27 May 2020) showed that Department did not ensure installation of CCTV cameras according to the directions of the DMG before activation of the weigh bridge.

It is evident from the available facts that the weigh bridge had not worked according to the instructions. However, Department did not take stringent action against the weigh bridge owners involved in the malpractices. Further, action was also not taken against the government officials who were responsible for monitoring and supervision of these empanelled weigh bridges. Thus, rampant illegal mining activities continued which resulted in loss to the State exchequer.

The Government replied (February 2022) regarding paragraph 4.1.8 and 4.1.9 that online application were invited to make software, integrated with the departmental online system, for weighment of mineral carrying vehicles. Further, software were prepared under the directions of the Department and Rajcomp. Rajcomp has also checked these softwares.

The reply of the Government is not tenable as the irregularities discussed in the preceding paragraphs could not have occurred without shortcomings in the softwares. Thus, there is a need for departmental control for sanctity and foolproof working of the software.

4.2 *Panchnamas*

DMG *vide* circular dated 24 November 2017 issued instructions for preparation of *Panchnama*[7] as and when illegal mining activity was noticed. Following instructions were issued thereunder:

- *Panchnama* should be uploaded on the *DMGOMS* within 24 hours of inspection and progress of the case should be updated online continuously. Thereafter, the time limit was extended to 72 hours.
- Source of illegal mining was to be identified in the cases of illegal transportation of minerals;
- Actions against the involved persons *i.e.* transporter, person involved in illegal mining, weigh bridge owner, lessee were to be taken simultaneously.
- Photograph of illegal mining pit was to be taken and uploaded on *DMGOMS*.
- Photograph of vehicle involved in illegal transport was to be uploaded on *DMGOMS*.
- *Panchnama* should be prepared in the prescribed format.

Information available on *DMGOMS* disclosed that 3,390 cases of illegal mining activities *i.e.* illegal mining, transportation and stock of minerals were identified by the departmental officials[8] of selected offices during the period 2015-16 to 2019-20. Details are given in the **Table 4.1:**

Table 4.1

Cases of illegal mining activity in selected offices

Year	Illegal Mining	Illegal Transportation	Illegal Stock	Total
2015-16	90	543	17	650
2016-17	30	542	9	581
2017-18	34	443	0	477
2018-19	49	766	8	823
2019-20	60	787	12	859
Total	**263**	**3,081**	**46**	**3,390**

To check the compliance with the above instructions Audit test checked all the *Panchnamas* related to illegal mining and 100 *Panchnamas* related to illegal transportation and stock of minerals for the period 2015-16 to 2019-20. Scrutiny of these *Panchnamas* and other related records revealed following deficiencies:

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[7] *Panchnama:* This is an inspection report made by the official who checked the illegal mining activity.

[8] Division offices: ME Sikar, AME Neem ka Thana, AME Kotputli, ME Alwar and ME Makrana.
Vigilance offices: ME (Vigilance) Sikar, AME (Vigilance) Neem ka Thana, AME (Vigilance) Kotputli, ME (Vigilance) Alwar, AME (Vigilance) Tijara and AME (Vigilance) Makrana.

4.2.1 Non-uploading of Panchnamas on *DMGOMS*

Scrutiny of records of SME Jaipur revealed that 4,457 *Panchnamas* were prepared during the period April 2018 to December 2018 under the jurisdiction of SME Jaipur. Only 3,897 *Panchnamas* were uploaded on the *DMGOMS*. Thus, 560 *Panchnamas* were not uploaded on *DMGOMS* up to 4 January 2019. DMG issued (January 2019) instructions to upload the pending *Panchnamas* on *DMGOMS* within two days and asked explanation for non-compliance with the instructions.

Audit checked (5 April 2021) updated position of *Panchnamas* and found that 3,946 *Panchnamas* were uploaded on *DMGOMS* for the above referenced period. Thus, 511 *Panchnamas* were not uploaded despite directions given by the DMG even after lapse of a period of 28 months. However, no further action was taken against the defaulting officials.

The Government replied (February 2022) that remaining *Panchnamas* would be uploaded. Disciplinary action would be initiated against the concerned officials if discrepancy persisted.

4.2.2 Deficiency in preparation of *Panchnamas*

Scrutiny of *Panchnama* records revealed that *Panchnamas* were prepared on photo copy/printed copy of the proforma prescribed by DMG. It was further noticed that *Panchnamas* did not have serial numbers printed on it. In the absence of such a system, it could not be assessed as to how many *Panchnamas* were actually prepared by the officials of the Department and how many were reported to higher authorities/uploaded on *DMGOMS*.

The instances shown in paragraph 4.2.1 showed that lack of system leads to non-accounting of all the *Panchnamas* which may lead to leakage of revenue.

Good practice adopted by Transport Department, Rajasthan

In Transport Department, Rajasthan books of *Panchnama*/challan proformas with machine printed numbers are being issued to the concerned offices by the head office. Each proforma have triplicate copies; one for the defaulter, second for office record and third to be returned to the store on completion of the book. The authorised officials get issued the book from store. Thereafter, on completion of the book the official returned back the book to the store with third copy of the *Panchnamas*/challans. Further, handheld online devices are the key features of this system. This system ensures that each and every *Panchnama* prepared is accounted to the Government account.

DMG may consider adopting a similar system to ensure transparency and to check the leakage of revenue if any.

The Government replied (February 2022) that issue of numbered *Panchnamas* would be reconsidered after discussion with the departmental officers.

4.2.3 Non-investigation of source of illegal mining

It was noticed that out of 1,122 cases[9] of illegal transportations in selected divisions, sources/sites of illegal mining were not investigated except in one case.

Scrutiny of *Panchnamas* further revealed that 26 lessees[10] were involved in the illegal dispatch of minerals according to the statement of vehicle drivers. However, the concerned authorities did not investigate the matter to find out the source of transported mineral.

The Government replied (February 2022) that generally wrong information about source of illegal mining was given by the accused, therefore, investigation could not be initiated at illegal mining point. It was also, replied that instruction would be issued to investigate the source as far as possible.

The reply of the Government is not tenable as the concerned officials did not investigate the matter even in those cases where illegal mining was reported from the lease areas.

The facts remained that illegal mining activities could not be prevented as the directions of DMG were not adhered by the Departmental officials.

4.2.4 Lack of coordination with Transport Department

Scrutiny of records revealed that 112 vehicles[11] without registration number plate were seized by the Department due to involvement in illegal transportation of minerals. However, Department did not inform Transport Department to take penal action against these defaulting vehicles.

The Government replied (October 2021 and February 2022) that involvement of the Transport Department would lead to a long process and it would be a time-consuming task. Due to shortage of staff and resources, Department gave priority to checking other illegal transportation cases instead of spending time by involving Transport Department. It was also intimated that letters had been written to Transport Department for taking action against the vehicles transporting minerals without registration number plate.

Reply is not tenable as no legal action can be taken against the owner of the vehicle without registration number plate, therefore, sharing of information with the Transport Department is necessary.

4.2.5 Deficiencies in *Panchnamas*

As per instruction issued (November 2017) by DMG, photographs of illegal mining pits and vehicles involved in illegal transportation were to be captured and uploaded on *DMGOMS*.

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[9] AME Kotputli (98), AME (Vigilance) Kotputli (99), AME (Vigilance) Makrana (87), AME Neem ka Thana (102), AME (Vigilance) Neem ka Thana (85), AME (Vigilance) Tijara (102), ME Alwar (95), ME (Vigilance) Alwar (101), ME Makrana (198), ME Sikar (95) and ME (Vigilance) Sikar (59).

[10] Lessees (26): AME Neem ka Thana (3), AME Kotputli (9) and ME Alwar (14).

[11] Vehicles without registration number 112: AME Kotputli (26), ME Alwar (35), ME (Vigilance) Alwar (34) and AME (Vigilance) Tijara (17).

Test check of 1,351 out of 3,390 *Panchnama* files of selected offices and information available on *DMGOMS* revealed that photographs of the pits of illegal mining and vehicles involved in illegal transportation of mineral were not taken in any case by the concerned officers at the time of inspection/checking.

Photographs of illegal mining pits/vehicles were not even available in the files in physical form. In the absence of pictures, actual situation could not be assessed by an independent authority and it lacks transparency. Further, these photographs could be used as significant evidence of illegal mining activities.

The Government replied (October 2021) that suitable provisions would be made in *DMGOMS*. Thereafter, it was also intimated (February 2022) that it would be considered to issue numbered *panchanamas* to subordinate offices.

4.2.6 Non-auction of illegal mining prone areas

Administrative Report (2018-19) envisaged that auction of those plots which were illegal mining prone would be done on priority basis by the Department.

Scrutiny of records of selected divisions revealed that in the selected offices the Department identified 263 cases of illegal mining during the period 2015-16 to 2019-20. However, the Department did not initiate process of identifying illegal mining prone areas which could be auctioned. In the absence of this, activities of illegal mining continued, which adversely impacted the environment, employment and revenue to the State exchequer.

The Government replied (February 2022) that directions were issued to delineate plots in illegal mining prone areas for auction and where such areas falls under forest and *charagah,* process would be initiated for diversion or no-objection certificate.

Deficient process for preparation of *Panchnamas*, resulted in non-accounting of *Panchnamas* on departmental online system which leads to non-monitoring of penal action on the accused, if taken. Further, sources/sites of illegal mining were not investigated. Cases of illegal transportation, were not pursued with the Transport Department and therefore, action could not be taken by the departmental officials against the illegal miners. Thus, not only were the directions of DMG not followed, but no action was taken against the illegal miners which could have a deterrent effect on illegal mining.

4.3 Assessment of illegally excavated mineral

Rule 54(1) of RMMC Rules, 2017 stipulates that no person shall undertake any mining operations in any area without holding any mineral concession, permit or any other permission granted or permitted under these rules and shall not despatch mineral from the mine without valid *rawanna*. Rule 54(5) of the *ibid* Rules further provides that whenever any person without a lawful authority, raises any mineral from any land other than under any mineral concession or any other permission and where mineral so raised has already been despatched or consumed, the authorities shall recover cost of mineral along with the compound fee. A mining plan of a lease provides the recovery factor of mineral from ore.

During compliance audit of seven division offices[12], Audit noticed short raising of demand of ₹ 14.20 crore being cost of mineral in 28 cases of illegal mining activities. Concerned authorities while raising the demand of cost of illegally excavated mineral ignored the bulk density factor, recovery factor given in the mining plan and other irregularities. Details are given in **Table 4.2**:

Table 4.2

Details showing deficiencies in assessments

(₹ in crore)

Sl. No.	Name of Division	Number of mining leases	Site inspection date	As per final assessment		As per Audit		Demand short raised
				Quantity assessed in MT	Royalty amount	Quantity assessed in MT	Royalty amount	
1	Udaipur	1[13]	August 2018	10,327.50	0.63	13,260	0.81	0.18
The Government replied (February 2022) that demand was raised against the lessee. However, the lessee had appealed against the demand. Further, progress is awaited (March 2022).								
2	Sikar	4[14]	February 2019	22,998.00	0.81	28,278.91	0.99	0.18
Government replied (February 2022) that entire amount in three cases had been recovered and in one case cancellation of lease was under progress.								
3	Churu	7[15]	July 2017 and September 2017	52,540.00	1.21	97,569.29	2.24	1.04
Government replied that demand of ₹ 2.24 crore has been raised (October 2019) of which an amount of ₹ 0.72 crore has been recovered in three cases and recovery in remaining four cases has been stayed by Hon'ble Rajasthan High Court, Jodhpur Bench. (November 2020).								
4	Jhunjhunu	10[16]	March 2019	98,606.17[17]	No amount shown in notices	1,01,205.19	2.91	2.91
The Department did not initiate the process of raising of the demand for the cost of illegally excavated mineral after lapse of notice period of 30 days in all the 10 cases. Further, in six cases out of 10 cases, competent authority applied incorrect bulk density and recovery factor which resulted in short quantification of 2,599.01 MT mineral. Government replied (February 2022) that demand was raised in 10 cases. In one case, the demand amount was deposited by the lessee. However, in nine cases the lessees appealed against the demand. The Appellate Authority ordered to re-examine the cases and the same were under progress in eight cases. Regarding one case it was intimated that the matter was re-examined and it was reported by the foreman that the mining was done during the period of STP issued previously, therefore, it could not be considered as illegal mining. Reply of the Government regarding later case is not acceptable as no supporting evidence was made available.							

[12] Division offices (7): Churu, Dholpur, Jaipur, Jodhpur, Jhunjhunu, Sikar and Udaipur.
[13] 296/2008.
[14] 44/1998, 605/2003, 195/1997 and 291/2007.
[15] 41/2001, 41/1978, 06/1997, 47/2001, 98/1996, 40/2001 and 74/1978.
[16] 423/2006, 12/1995, 198/1996, 63/1995, 23/1999, 41/2001, 80/2000, 164/2003, 167/2003 and 166/2003.
[17] Masonry Stone and *murram.*

Sl. No.	Name of Division	Number of mining leases	Site inspection date	As per final assessment		As per Audit		Demand short raised
				Quantity assessed in MT	Royalty amount	Quantity assessed in MT	Royalty amount	
5.	Jaipur	3 MLs and one housing project[18]	June 2018 to December 2019	-------	0.18	1,42,919.7	4.45	4.27
The Government replied (February 2022) that notices were issued in three cases and amount of ₹ 17.80 lakh was recovered. Reply regarding one case was not made available.								
Department did not diligently examine the issue of illegal excavation and misuse of *rawannas* by the lessees at the time of assessment which resulted in non-raising of demand of cost of illegally excavated mineral as discussed below in Serial number 6 and 7:								
6	Dholpur	1[19]	September 2017	-------	0.01	1,504	-------	4.56
A site inspection (September 2017) revealed misuse of *rawanna* by the lessee. However, departmental officials did not investigate other *rawannas* used by the lease. Assessment was finalised in August 2018 but the Assessing Authority failed to make a reference to illegal mining in the assessment order. Audit pointed out non-recovery of ₹ 36.09 lakh being cost of 1,504 MT mineral despatched by misusing *rawannas*. Thereafter, the Department carried out site inspection (July 2020) of the leased area and concluded that the lessee illegally excavated and despatched 19,015.29 MT mineral sandstone valuing ₹ 4.56 crore by misusing the *rawannas.* Demand of ₹ 4.56 crore was raised. The lessee did not deposit it, therefore, action for cancellation of lease was initiated. The Government replied (February 2022) a demand of ₹ 4.56 crore was raised and recovery under Land Revenue Act was being done.								
7	Jodhpur	1[20]	January 2017 and February 2018	14,700	-----	23,625	1.06 [21]	1.06
Department, despite being aware that lessee indulged in illegal mining and despatching minerals by either misusing *rawanna* or without *rawanna*, failed to mention these facts in royalty assessment and ignored the bulk density factor of mineral while raising the demand, which resulted in short raising of demand of ₹ 1.06 crore. The Government replied (July 2020 and October 2020) that demand notice has been issued (February 2020) and cancellation of mining lease is under consideration. The demand, however, was set aside by the Hon'ble Rajasthan High Court, Jodhpur (July 2020) which ordered that a fresh speaking order, after providing opportunity of being heard to the lessee, may be passed. Thereafter, it was also intimated (February 2022) that a demand was raised against the lessee, however, the Hon'ble Rajasthan High Court, Jodhpur had stayed it. Further, progress is awaited (March 2022).								
	Total	**27 MLs and one housing project**						**14.20**

[18] 217/2000, 14/1995, 105/2003 and Sun City Project Private Limited.
[19] 67/1988.
[20] 36/2002.
[21] Cost of 19,650 MT mineral masonry stone: 19,650 MT X ₹ 23 (Royalty rate) X 10 = ₹ 45,19,500 + cost of 22,593 MT mineral masonry stone : 22,593 MT X ₹ 28 (Royalty rate) X 10 = ₹ 63,26,040. Total ₹ 1,08,45,540.
Short demand = ₹ 106.36 lakh (₹ 108.46 lakh –₹ 2.10 lakh)

4.4 Summary of findings

Weigh bridges plays a vital role in collection of royalty. Correct weighment of the mineral not only ensures correct collection of royalty but also provide enhancing a check on illegally transported mineral. Imprudent working of weigh bridges can cause huge loss to the Department. The Department got installed CCTV cameras at each weigh bridge for enhancing transparency and to check leakage of royalty.

However, scrutiny of the *e-rawannas* confirmed by weigh bridges revealed serious irregularities in the working of 81.68 *per cent* of selected weigh bridges. In 33.28 *per cent e-rawannas*, photograph of one vehicle was used many times for confirmation of *e-rawannas*. It showed that vehicles for which *e-rawannas* were generated either did not reach at the weigh bridges or passed without weighing. These cases indicate that *e-rawannas* were confirmed without actual weighment of the vehicle. Department failed to monitor the working of the weigh bridges, which had a direct impact on royalty collection. There was laxity in the system for effective monitoring on the functioning of the weigh bridges. The Department did not have a mechanism to use printed serial numbered *Panchnamas*. These were prepared by the Departmental officials by putting numbers manually. In the absence of such a system, it could not be assessed as to how many *Panchnamas* were prepared by the officials and how many were reported. Audit noticed that 511 *Panchnamas* were not uploaded on *DMGOMS* and higher authorities also remained uninformed of illegal mining activities due to this deficient process of numbering. Further, sources/sites of illegal mining were not investigated in respect of 1,121 cases of illegal transportation of minerals.

Audit also found that the assessments of royalty were not finalized with due diligence which resulted in incorrect assessment of royalty, cost of mineral and compounding fee of ₹ 14.20 crore in 28 cases.

4.5 Recommendations

The Department may consider:

1. *developing or approving a single software to be used by weigh bridges across the State under overall control of the Department to check the malpractices;*
2. *strengthening its monitoring of weigh bridges through IT system at a centralized centre;*
3. *pursuing cases of vehicles used in illegal transportation with the Transport Department so that stringent action can be taken against vehicles owners.*
4. *optimally using the date and photos available in DMGOMS to investigate complaints on illegal mining and take stringent action against those involved in the malpractices so that is acts as a deterrent and*
5. *to adopt the good practice of processing Panchnama with printed serial numbers which is being implemented by the Transport Department of Rajasthan for transparency and accountability.*

CHAPTER-V

Monitoring and Evaluation

Chapter V: Monitoring and Evaluation

Monitoring and evaluation are an essential activity of the Department to ensure compliance of the rules and regulations by adhering to the procedure in place. Without continuous monitoring, the Department cannot detect the illegal mining activities well in time to safeguard the revenue as well as adverse impact on environment. In Mines and Geology Department, various tools for monitoring have been prescribed *i.e.* returns, *e-rawannas*, assessment, regular inspection of leases, *etc*. Audit scrutinised the monitoring and evaluation system to review its effectiveness. Some weaknesses noticed in the monitoring system are discussed hereunder:

5.1 Returns

As per rules 28(2) (iv)(d) of RMMC Rules, 2017, the lessee shall furnish online monthly return in Form -15 by the 15th day of the following month and annual return in Form -16 within three months from the date of expiry of the financial year regarding excavation and dispatch of mineral from the lease area. Further, information regarding plantation in lease area and workers employed in lease area will also be furnished in these returns.

Further, if the lessee fails to submit online monthly returns or annual return within the specified time, same may be submitted on payment of late fee at the rate of ₹ 500 per day of delay, subject to maximum of ₹ 50,000.

An analysis of data of a sample of 50 MLs[1] of selected offices regarding returns submitted on *DMGOMS* revealed the following deficiencies:

5.1.1 Non-submission/delayed submission of returns by the lessees

- Out of the test checked 50 MLs, 14 lessees (28 *per cent*) had not submitted any return during the period April 2018 to March 2020. Further, three lessees failed to submit 12 returns for the same period. Thus, total 348 returns were not submitted by the selected lessees.
- Out of the test checked 50 MLs, 36 lessees (72 *per cent*) had submitted 599 returns with a delay ranging between 1 day and 1,177 days. As per provision, late fee of ₹ 2.39 crore was to be collected from these defaulting lessees. However, the same was not recovered.

No efforts were found during Audit from the concerned ME/AMEs to get online returns from these defaulting lessees. Further, alerts were given neither to lessees nor to the concerned officers regarding non-submission of returns by *DMGOMS* to take corrective action. Thus, status of filing of returns was not monitored either through online application or by the concerned officers.

In the absence of these monthly returns, the Department had no official record of lessee's activities from the lessee himself during the month *i.e.* production of mineral, use of mineral for captive purposes, dispatch of mineral, closing balance, quantity of overburden removed from the lease area, plantation done and number of workers employed *etc*.

[1] Ten MLs have been selected from each division.

The Government replied (October 2021) that suitable provisions would be made in the *DMGOMS* in this regard. It was also intimated that blocking of generation of *e-rawannas* on non-submission of returns upto 20th of the following month would be considered. Thereafter, it was also intimated (February 2022) that instructions were issued to take action against the defaulters.

5.1.2 Dealers return

Rule 2(1)(lvii) of RMMC Rules, 2017 defines transit pass as a pass including *e-transit pass* duly issued by the Department or generated online, to the lessee, stockiest, trader, dealer *etc.* for lawful transportation of royalty paid mineral. This system was introduced to check the movement of illegally excavated minerals. To monitor this movement effectively by the Department, a periodic return was to be prescribed. However, no return was prescribed by the Department. In the absence of a mechanism monitoring of the Department was ineffective as discussed here under:

The Director of Mines and Geology issued directions (31 January 2018) for issuance of *e-transit pass*. As per these directions, all the dealers have to register themselves on departmental website for getting *e-transit* pass. After registration, dealers shall declare their opening stock and enter this stock in the online system. Dealers shall keep all the records related to royalty documents of these opening stocks for three years *i.e.* up to 31 January 2021 and shall submit this record to Department whenever sought so. Further, if any discrepancies are found in documents related to royalty paid mineral as mentioned in opening stock, dealer shall be responsible for this and action shall be taken against him.

During scrutiny of the five ME/AME offices, it was observed that 649 registered dealers[2] declared opening stock of 71.66 lakh MT of minerals. However, only 27 dealers (four *per cent*) of three division offices[3] were verified and the departmental officials found irregularities in the stock of seven dealers. In these cases demand of ₹ 3.14 crore was created and 7.61 lakh had been recovered. It indicated that 25 *per cent* dealers had irregularities in their stock

Thus, stock of 622 dealers was not verified which resulted in non-identification of irregularities if any in the declaration of the opening stock by the dealers and non-levy of penalty thereof. These are the results of only five test checked Division offices; overall picture of the State could be very huge.

The Government replied (October 2021 and February 2022) that instructions were being issued for verification of the stock of the dealers.

Thus, the fact remains that the MEs/AMEs did not adhere to the timeline fixed for stock verification and irregularities in stock was not identified. In this scenario, loss to the State exchequer could not be ignored.

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[2] AME Kotputli (118), AME Neem ka Thana (194), ME Alwar (119), ME Makrana (33) and ME Sikar (185).

[3] AME Kotputli (15), AME Neem ka Thana (8) and ME Alwar (4).

5.1.3 Non-monitoring of quarry licences

RMMC Rules 2017 prescribes grant of Mineral concessions *i.e.* mining leases (ML), quarry licences (QL) or any other permission by competent authority. Minimum area for ML is one hectare, whereas minimum area for QL is 0.18 hectare. Minimum area of QL was revised from 0.18 to one hectare *vide* order dated 27.08.2018. It was also prescribed that MLs shall keep accurate and faithful accounts of all minerals excavated from the mines, the quantity lying in stock at the mines, the quantity dispatched and utilised. The MLs shall not remove, dispatch or utilize the mineral from the mines without valid *rawanna* generated by the system. DMG *vide* order dated 27 October 2017 prohibited manual *rawannas* and made *e-rawannas* compulsory for all the MLs.

Scrutiny of the information available on *DMGOMS* revealed that there was no information regarding excavation and dispatch of minerals from each QL area except royalty receipts issued by royalty collection contractors or departmental check posts. At the check posts, it could not be ascertained as to whether mineral was excavated from QL area or anywhere else.

Thus, there is a need to prescribe a periodic return to monitor the production and dispatch of minerals from QLs. Further, every movement of mineral should be accompanied by a valid document such as transit pass, challan, *e-rawanna, etc.* to check the source of mineral.

The Government replied (October 2021 and February 2022) that provision for issuance of e-receipt for QL holders and Contractors was being made in proposed new Policy 2021.

5.2 Inspections

Director, Mines and Geology issued (April 2013) instructions, to conduct inspections of leases by competent authorities. Following norms were prescribed for the inspections:

Table 5.1

Statement showing norms for inspections of MLs

Level of officials	Number of inspections per year
DMG	36
Add. Dir. (Mines), Zone	60
SME (H.Q.) I/II/III	72
SME	72
ME	120
AME	120

Further, DMG issued (24 November 2017) a circular for inspection of leases to ascertain that the lessees were doing mining according to the rules and regulations.

In selected division offices, Audit noticed that register of inspections of leases were not maintained. AME Neem ka Thana provided a list of inspections for the period 2017-18 to 2019-20. Test check of inspection reports of concerned lease files revealed that these inspections were conducted only for verification of mining plan of the leases. The inspection report did not contain any comment on

the compliance with the rules and regulations. On being pointed out, AME Neem ka Thana replied that in future, inspections would be done according to the instructions.

For the remaining division offices, Audit could not ascertain as to whether the inspection targets were achieved or not and mining was being done as per rules and regulations as no information regarding inspections conducted was made available to audit.

In scrutiny of selected 455 MLs, Audit noticed that only 31 inspections were carried out during the years 2015-16 to 2019-20 but illegal mining nearby the MLs was not mentioned in any inspection report of the Department. However, with the use of technology, Audit noticed illegal mining in nearby area of allotted MLs as discussed in paragraph 3.1. Further, the methodology followed for the selection of leases for inspection, was not on record.

Above fact indicates that norms for inspection of MLs were not adhered to and even when inspections were carried out, the reports were deficient. Audit considers that shortfall in inspection might have been a reason for illegal mining in large scale.

The Government replied (February 2022) that instructions were being issued to conduct the inspections as per departmental norms and for maintenance of inspection register. During exit conference, the DMG intimated that instructions have been issued to conduct 10 to 20 detailed inspections by each division office and about 1200 inspections were conducted during the last few months.

5.3 Pending Assessments

According to Rule 46 of RMMC Rules, 2017:

1. Every lessee who has filed monthly and annual return within the prescribed time and not involved in illegal mining or transportation of mineral and where there is no dispute regarding rate or amount of royalty or dead rent of the area concerned, shall, subject to provisions of sub-rule (2), be deemed to have been assessed for that year on the basis of annual return.
2. Every year, a minimum of ten *per cent* returns shall be thoroughly scrutinized and assessed manually. Such returns shall be selected through online system on randomly basis.
3. The online acknowledgement receipt of annual return in Form -17 shall be treated as prima-facie evidence of self-assessment and no separate order shall be required to be passed except where, - (i) the return came under scrutiny; and (ii) the assessing authority has sufficient reasons to believe that the online returns are incorrect.

Audit analysed the information provided by the Department and found that 8,799 assessments (51.14 *per cent* of total due) were pending as on 31 March 2020.

Department did not make efforts to expedite the finalisation of assessments. Due to non-completion of assessments in time, the Department was not in a position to verify the correctness of extraction and dispatches of minerals. As a result, possibility of leakage of revenue cannot be ruled out.

The Government replied (February 2022) that instructions were being issued to finalise the assessments within three months after completion of financial year.

5.4 Summary of findings

Monitoring and evaluation are an essential activity of the Department to ensure compliance of the rules and regulations by adhering to the procedure in place. In the Department, various tools for monitoring have been prescribed *i.e.* returns, *e-rawannas*, assessment, regular inspection of leases, *etc*.

Test check of returns disclosed that 28 *per cent* of lessees had not submitted any return during the period April 2018 to March 2020 and 72 *per cent* lessees submitted their returns with a delay up to 1,177 days. No return was prescribed to check the dispatch of royalty paid minerals from the stock of dealers. Further, no mechanism was found in place to check the dispatch of minerals by Quarry Licence holders.

Director, Mines and Geology issued instructions, to conduct inspections of leases by competent authorities. Scrutiny of records of selected leases revealed that norms for inspection of MLs were not adhered and even when inspections were carried out, the reports were deficient. Audit considers that shortfall in inspection might have been a reason for illegal mining in large scale.

Rules provide for annual assessments of leases, it was noticed that 51 *per cent* assessments were pending as on 31 March 2020 in the State. Department did not make efforts to expedite the finalisation of assessments. As a result, possibility of leakage of revenue cannot be ruled out.

5.5 Recommendations

The Department may consider:

1. *making suitable change in the system to generate report of non-filers/delayed filers of returns and for issuing automatic reminders/ notices to them;*
2. *prescribing periodic returns for dealers to monitor movement of royalty paid minerals effectively;*
3. *prescribing a test check of returns by the ME/AME in a month to get a holistic view of mining activities in their jurisdiction area;*
4. *prescribing a mandatory valid document accompanying the mineral to ascertain the source of mineral for each despatch from QL and*
5. *prescribing online detail of inspection on DMGOMS regarding inspections of leases having details of inspections with photograph of leases taken at the time of inspections. Further, selection of leases for inspection shall be done through a scientific process so as to cover all the leases of a Division within a certain period.*

CHAPTER-VI

Environmental Issues

Chapter VI : Environmental Issues

6.1 Plantation in lease area

Rule 34 of RMMC Rules, 2017 envisaged environmental safeguards to be followed. Accordingly, no mining lease or quarry licence shall be granted without obtaining prior consents, approvals, permits, no-objections and the like as may be required under applicable laws for commencement of mining operations. Every mining lease or licence holder shall carry out the mining operations in such a manner so as to ensure systematic development of the mine or quarry, conserve mineral, protect the environment and ensure safety of the man and machinery.

Environmental Clearance issued in reference to the above provisions envisaged that plantation shall be raised in an area of 33 *per cent* of total area including green belt in the safety zone around the mining lease by planting native species around lease area, overburden, dumps, backfilled and reclaimed area around water body, roads, *etc.* or outside lease area in consultation with the Gram Panchayat or Forest Department.

Scrutiny of *Google Earth Pro* images of selected leases disclosed that plantation was not done according to norms prescribed in Environmental Clearance. These facts were confirmed during JPV. It was observed that out of 25 leases, plantation was done only in one lease. In that lease, only five plants survived.

On being pointed out AME Kotputli replied (February 2021) that in case of availability of mineral in the leases, plantation was done by the lessees on the land other than the lease area. However, no document in support of the reply was enclosed. ME Alwar replied that plantation was done by the lessees but due to lack of rain and water, plants did not survive. Plantation was also done outside the lease area.

The above responses were not convincing and Audit is of the view that compliance with environmental laws was not closely monitored.

The Government replied (October 2021) that letter has been written to the concerned offices to furnish compliance. During exit conference the DMG intimated that lessees of some divisions (Bikaner, Jodhpur, Rajsamand and Udaipur *etc.*) were well aware about the importance of plantation and they are doing good work in plantation. Awareness would be encouraged in other divisions also. Thereafter, the Government replied (February 2022) that instructions were issued time to time to achieve the targets of plantation.

Good Practice adopted by Division Neem ka Thana

AME Neem ka Thana replied that since mining areas were hilly and infertile, an area of 60 hectares was got allotted by the State Government in the name of *Neem ka Thana Mining and Crusher Sewa Samiti* of Neem ka Thana. About 30,000 plants were planted in the year 2016. Thereafter, plantation was being done in the area every year. There are 40,000 survived plants in the area. The *Samiti* engaged a team of 20 labourers to take care of these plants.

The review team also visited the plantation site at the time of JPV of illegal mining points and found that it is a good practice to save the environment. This good practice can be adopted by other Division offices.



Figure 6.1: ***Images of plantation work of Neem ka Thana Mining and Crusher Sewa Samiti.***

6.2 Assessment of damage to the land

According to rule 68 of RMMC Rules, 2017, after the termination of a mining lease, the Government shall assess the damage, if any, done to the land by the prospecting or mining operations and shall determine the amount of compensation payable by the licensee or the lessee as the case may be to the occupier of the surface land. Further, every such assessment shall be made within a period of one year from the date of termination of the mining lease by an officer appointed by the Government in this behalf. However, such provisions were not made for the land which was illegally excavated and person engaged were identified.

Audit noticed that environmental impact assessment for illegally mined areas was not done in any of the selected divisions. On being asked it was replied that there was no provision in rules. ME Sikar however, replied that identification of illegal sites would be done and letter would be written to State Level Environment Impact Assessment Authority/District Level Environment Impact Assessment Authority for environmental assessment.

It is evident that illegal mining causes severe damages to the land and environment, therefore, damages to such land and environment were to be assessed by the Department for reclamation of the affected area.

The Government replied that letter has been written to the concerned offices to furnish compliance.

6.3 Non-compliance with the orders of Court/Tribunal

Hon'ble High Court of Judicature for Rajasthan, Jodhpur issued (3 September 2019) an order in D.B. Civil Writ Petition No.4239/2019. According to the order in case of illegal transportation of mineral *Bajri* or Sand:

- *Bajri* should not be permitted to be taken away since it is procured on account of illegal mining, which continues to be vested in the State and
- *Bajri* is to be appropriately restored to the position from where it was mined or from where such illegal mining/extraction took place.

DMG issued order for compliance with the above order on 20 September 2019.

During scrutiny of *Panchnama* files of selected Divisions, it was noticed that in 40 cases[1], the orders of the Hon'ble High Court of Rajasthan were not complied with. In two cases, AME Kotputli wrote to the concerned Police Station to release the vehicles after unloading the *Bajri*. In 38 cases *Bajri* was handed over to the offenders after taking an undertaking to the effect that the offender would unload the *Bajri* at the place where it was excavated. In these cases, it was not ensured that *Bajri* was unloaded by the offender and therefore, misuse of illegal mineral could not be ruled out.

The intention of the order of the court that the *Bajri* should be appropriately restored to the position from where it was mined, was however, not fulfilled by the action of the concerned authorities. Thus, the loss to the environment could not be compensated due to non-compliance with the orders.

On being pointed out, no reason was furnished regarding non-compliance with the Hon'ble High Court's order.

The Government replied (October 2021) that instructions were being issued to the subordinate offices to comply with the orders of Court in letter and spirit.

6.4 Summary of findings

Scrutiny of satellite images of selected leases disclosed that plantation was not done according to norms prescribed in Environmental clearance. Environmental impact assessment for illegally mined areas was not done in any of the selected divisions. During scrutiny of *Panchnama* files of selected Divisions, it was noticed that in 40 cases, the orders of the Hon'ble High Court of Rajasthan were not complied with.

[1] AME Kotputli (12), AME (Vigilance) Makrana (4), AME Neem ka Thana (5), AME (Vigilance) Neem ka Thana (12), ME (Vigilance) Alwar (2) and ME Makrana (5).

6.5 Recommendations

The Department may:

1. *adopt the good practice of successful plantation initiated by lease holders of Neem ka Thana to safeguard the environment and*
2. *evolve a system to ensure strict compliance with the orders of Hon'ble Courts.*

CHAPTER-VII

Management of Manpower Resources

Chapter VII : Management of Manpower Resources

7.1 Shortage of Manpower

MEs/AMEs and Foremen are the key officials of the Department to check illegal mining and prevent revenue leakage. According to the information available on departmental web-site, duties of ME/AME and Foreman are given here under:

***Duties of ME/AME*:** He is responsible to check that the lease/license conditions are implemented properly; mineral properties are worked properly by the lessee from the point of view of eco-friendly mining, mineral conservation, safety and productivity *etc*. and shall see that mineral properties are prospected properly in case of licensed areas. Further, he shall carry out inspection of mines as per norms. He shall keep proper watch and take suitable measures to check unauthorised mining and leakage of revenue and also inspect *nakas* and check posts as well as mineral stocks of processor, manufacturer, dealer or and trader or any permit holder in his jurisdiction as per provisions.

Duties of Foreman: He shall carry out inspection of mines and quarries and shall see whether the terms of agreement are being fulfilled and shall make report of inspection to the concerned ME/AME. He shall keep watch on the mining activity in the area and whenever, any unauthorised work is detected he shall report the matter immediately to ME/AME concerned. He shall prepare lease area plans and maps *etc.* He shall check that there is no leakage of revenue in his area and shall inspect the *nakas* and check posts and mineral carrying vehicles as required. He shall also inspect mineral stocks of processor, manufacturer, dealer, trader within his jurisdiction. He shall also suggest the sites of new check posts/*nakas* which may be additionally required to check leakage of revenue. He shall carry out demarcation work of the lease hold area, granted, renewed or disputed areas. He shall inspect the areas and make report to the ME/AME as directed by him.

Scrutiny of information provided by the selected offices disclosed that there was shortage of manpower in the cadre which were necessary to check illegal mining and prevent revenue leakage *i.e.* ME/AME and Foreman. The position of sanctioned and working strength of concerned officials is as given in **Table 7.1**:

Table 7.1

Details of working and sanctioned strength of key officials

Year	ME/AME			Foreman		
	Sanctioned	Working	Vacant (Percentage)	Sanctioned	Working	Vacant (Percentage)
2015-16	13	11	2 (15)	17	13	4 (24)
2016-17	13	9	4 (31)	17	10	7 (41)
2017-18	13	8	5 (38)	17	10	7 (41)
2018-19	13	7	6 (46)	17	8	9 (53)
2019-20	13	10	3 (23)	17	8	9 (53)

The above table depicts that there was acute shortage of officials ranging between 15 to 53 *per cent*.

Shortage of manpower had an adverse effect on control of illegal mining activities as discussed in Paragraph 2.4 wherein it was mentioned that percentage of revenue to the total revenue raised has a decreasing trend while number of cases of illegal mining/transportation/storage showed a significantly increasing trend.

The Government replied (February 2022) that restructuring process of the Department was under progress and after completion of the process, action for adjustment/creation of posts would be taken up.

7.2 Working of Vigilance wing

Department has an exclusive Vigilance wing to check and control illegal mining activities. There are 32 divisions since August 2013 for the purpose of vigilance. These divisions were headed by MEs/AMEs. According to information available on departmental web-site, following duties were assigned to these ME/AMEs:

- He shall carry out intensive checking against unauthorised mining or unauthorised excavation and removal of mineral/minerals.
- Inspect the Departmental check posts in his jurisdictions frequently to check leakage of Government revenue.
- Check stocks of minor minerals and ensure that proper records are maintained by the Processor/Manufacturer/stockiest as per the provisions of the Mines & Minerals (Development & Regulation) Act 1957 of Rajasthan Minor Mineral Concession Rules, 1986.
- Inspect the mining areas wherever there is any doubt about working outside the lease hold areas.
- Check demarcations, enquire into the boundary disputes between the adjoining lessees, as and when such work is assigned to him.
- Conduct frequent checking of vehicles carrying mineral in his jurisdiction particularly where there are possibilities of evasion of royalty.
- Perform any other work assigned by the competent authorities.

All these duties besides the administrative duties were also assigned to division offices having jurisdiction over the same area. Audit compared the working of MEs/AMEs of Vigilance offices and MEs/AMEs of selected Division offices having jurisdiction over same area. Results of comparison revealed that Vigilance offices registered 956 cases of illegal mining activities during the period 2015-16 to 2019-20, whereas division offices registered 2,434 cases in the same period. These are given in the table below:

Table 7.2: Comparative statement of working between division and vigilance offices

Name of Office	Number of *Panchanamas* made by division offices and vigilance offices												*Per cent* (13/12 * 100)
	2015-16		2016-17		2017-18		2018-19		2019-20		Total		
	Div*	Vig#	Div	Vig	Div	Vig	Div	Vig	Div	Vig	Div	Vig	
1	**2**	**3**	**4**	**5**	**6**	**7**	**8**	**9**	**10**	**11**	**12**	**13**	**14**
Neem Ka Thana	46	5	18	6	20	5	35	6	58	64	177	86	48.58
Sikar	88	17	63	3	55	0	75	34	110	99	391	153	39.13
Kotputli	113	23	188	48	70	24	249	96	212	28	832	219	26.32
Alwar	150	166	159	74	164	64	178	41	146	62	797	407	51.06
Makrana	1	41	0	22	62	13	99	10	75	5	237	91	38.39
Total	**398**	**252**	**428**	**153**	**371**	**106**	**636**	**187**	**601**	**258**	**2434**	**956**	**39.27**

*** Div :** Division Office **# Vig** : Vigilance office

Analysis of the above table disclosed that ME/AMEs of Vigilance wing had performed their assigned duties far behind the regular Division offices except in few cases as the overall *Panchnamas* made by vigilance offices is only 39.27 *per cent* of the *Panchnamas* made by division offices.

Further, it is also pertinent to mention here that despite having an exclusive vigilance wing in the Department; trend of illegal mining activities was increasing during the same period. The creation of offices with same duties/functions without any significant difference shows that the available manpower was not utilised to its full extent.

The Government replied (February 2022) that restructuring process of the Department (including Vigilance Wing) was under progress.

7.3 Training and use of latest technology

It is a fact that training is important because it represents a good opportunity for employees to grow their knowledge base and to improve their skills to become more effective in the workplace.

7.3.1 Lack of training

Scrutiny of information provided by the selected offices revealed that training on latest technology to check illegal mining activities was given to a few officials of the Department. Position of training to the officials of the selected units is given in the **Table 7.3**:

Table 7.3

Details showing lack of training

Year	Number of training organised for latest know-how *i.e.* remote sensing data, GIS technology, drone survey *etc.*	Number of persons trained
2015-16	0	0
2016-17	1	2
2017-18	0	0
2018-19	1	1
2019-20	0	0

Out of selected 11 offices, officials of two offices only had been provided training regarding the latest technology. Further, it was noticed that the training of use of latest technology *i.e* remote sensing data, GIS technology, drone surveys was not given to any of the officials posted in the remaining selected offices.

Thus, lack of training in the latest technology resulted in non-identification of illegal mining activities in the selected Division offices with the help of technology.

The Government replied (February 2022) that action would be taken for imparting training of the departmental officials.

7.3.2 Laser-based measuring technology and mapping tools

Laser technology has an array of laser-based measurement tools that make mining tasks easier and safer. A laser-based profiling system can take accurate measurements and calculate bench heights as well as minimum and optimum burdens.

A document regarding comprehensive computerisation of mineral administration of Department of Mines and Geology, Karnataka envisaged use of LiDAR Technology (light detection and ranging technology). According to the document,

LiDAR scanning is far safer than conventional surveying methods and takes only a fraction of the time. The speed at which data is collected minimizes delays to the mining schedules and processes. The LiDAR solution is ideal for finding differences between two time periods to accurately monitor the changes in the terrain. Data from the LiDAR solution dovetails cleanly into existing data workflows to produce deliverables including engineering drawings, as-built, contours and volumes.

However, such instruments were not procured by the Department to use in field offices. During JPV it was observed that Department used manual *Feeta* (Tape measure) for measurement of length, width and height. Measurement of mineral excavated in hilly areas where benches were also not made is a difficult task and it takes a lot of time besides incorrect measurement leads to avoidable litigations.

The Government replied (October 2021) that equipment for use of modern technology *i.e.* drone, laser and GIS would be procured/outsourced. Thereafter, it was replied (February 2022) that drone survey was done to identify illegal mining in one district *i.e.* Nagaur.

7.4 Summary of findings

The Department has a vigilance wing to curb illegal mining activities and to check leakage of revenue. During the period 2015-16 to 2019-20, vigilance offices identified 956 cases whereas division offices having jurisdiction on the same area, identified 2,434 cases of illegal mining activities besides their regular work. It indicated that performance of vigilance wing was not up to the mark and purpose of establishment of specialized wing for identification of illegal mining activities was also defeated to that extent. Training of latest technology to check illegal mining activities was given to a few officials of the Department. Latest instruments were not procured by the Department for use in field offices.

7.5 Recommendations

The Department may:

1. *review the assignment of duties to the officers of division offices and vigilance offices to avoid duplication and ensure optimum utilisation of their abilities and take measures to strengthen functioning of the Vigilance wing and*
2. *adopt the latest technology to measure volume of minerals excavated.*

CHAPTER-VIII

Conclusions and Recommendations

Chapter VIII : Conclusions and Recommendations

Audit Objective I

Whether the Department has adequate human resources and efficient IT system and utilised latest technology and know-how to check and prevent illegal mining.

Use of Technology: Department did not leverage technologies easily available in public domain, to identify and curb illegal mining activities despite a clear provision in the Rajasthan Mineral Policy, 2015. Irregularities *viz.* overlapping of leases and non-allotment/auction of gap areas lying between the leases, misuse of *e-rawannas* (where mineral was not excavated but lessees dispatched the mineral by using *e-rawannas*) could not be identified by the Department. Further, the Department failed to utilise the IT system effectively. Demands related to illegal mining activities were not shown on the demand register maintained at *DMGOMS*. There was no check in the system to prevent the dispatch of mineral automatically in excess of quantity permissible in EC/CTO.

The Department may consider:

1. *utilising Remote Sensing/GIS technology such as Google Earth Pro application to identify illegal mining activities along with other modern technology such as drone survey to expedite identification of illegal mining activities;*
2. *mapping all the existing leases using Remote Sensing data and GIS technology to do away the overlapping of leases;*
3. *to fix accountability on the officials for leaving gap areas unauctioned and setting a time frame for auction of gap areas on priority basis;*
4. *providing a check in the DMGOMS to auto block the generation of e-rawannas whenever the quantity crosses the permitted limit by EC also and to expedite the recovery of the amount for the illegally mined minerals;*
5. *providing a system in the DMGOMS to generate demand notice only after uploading the demand in online demand and collection register;*
6. *mapping and uploading coordinates of all the STPs wherein mining was permitted;*
7. *using GIS technology for measuring distance between place of dispatch and destination in e-rawanna; and*
8. *adopting good practices of GPS installation in vehicles and use of RFID technology as initiated by other states and proposed by the Department of Mines and Geology, Rajasthan.*

E-rawannas and weigh bridges: Working of weigh bridges revealed serious irregularities *viz.* the photograph of one vehicle was used many times for confirmation of various *e-rawannas* which indicates that *e-rawannas* were confirmed without actual weighment of the vehicles. There was laxity in the system for effective monitoring on the functioning of the weigh bridges. The Department did not have a mechanism to use printed serial numbered *Panchnamas* which resulted in non-reporting of illegal mining activities to higher authorities. Further, sources/sites of illegal mining were not investigated in cases of illegal transportation of minerals. Government revenue from mining royalty can be multiplied if loopholes are plugged and violations of rules prevented.

The Department may consider:

1. *developing or approving a single software to be used by weigh bridges across the State under overall control of the Department to check the malpractices;*

2. *strengthening its monitoring of weigh bridges through IT system at a centralized centre;*

3. *pursuing cases of vehicles used in illegal transportation with the Transport Department so that stringent action can be taken against vehicles owners.*

4. *optimally using the date and photos available in DMGOMS to investigate complaints on illegal mining and take stringent action against those involved in the malpractices so that is acts as a deterrent and*

5. *to adopt the good practice of processing Panchnama with printed serial numbers which is being implemented by the Transport Department of Rajasthan for transparency and accountability.*

Management of Manpower Resources: There was shortage of technical manpower which were necessary to check illegal mining and prevent revenue leakage *i.e.* ME/AME and Foreman. Training of latest technology to check illegal mining activities was given only to a few officials of the Department. Latest instruments were not procured by the Department to use in field offices.

The Department had a vigilance wing to curb illegal mining activities and to check leakage of Government revenue. During the period 2015-16 to 2019-20, Vigilance offices identified 956 cases whereas division offices having jurisdiction on the same area, identified 2,434 cases of illegal mining activities besides their regular work. It indicated that performance of Vigilance wing was not up to the mark and purpose of establishment of specialized wing for identification of illegal mining activities was also defeated to that extent.

The Department may consider:

1. *review the assignment of duties to the officers of division offices and vigilance offices to avoid duplication and ensure optimum utilisation of their abilities and take measures to strengthen functioning of the Vigilance wing*

2. *adopt the latest technology to measure volume of minerals excavated.*

Audit Objective II

Whether provisions of the Acts and Rules governing administration of mines and minerals were being implemented effectively to check and prevent illegal mining.

Monitoring and Evaluation: Monitoring and evaluation are an essential activity of the Departmnet to ensure compliance with the rules and regulations by adhering to the procedure in place. In the Department, various tools for monitoring have been prescribed *i.e.* returns, *e-rawannas,* assessment, regular inspection of leases, *etc*.

Test check of returns disclosed that 28 *per cent* of lessees had not submitted any return during the period April 2018 to March 2020 and 72 *per cent* lessees submitted their returns with a delay up to 1,177 days. No return was prescribed to check the dispatch of royalty paid minerals from the stock of dealers. Further, no mechanism was found in place to check the dispatch of minerals by Quarry Licence holders.

Director, Mines & Geology issued instructions to conduct inspection of leases by competent authorities. Scrutiny of records of selected leases revealed that norms for inspection of MLs were also not adhered to and even when inspections were carried out, the reports were deficient. Audit considers that shortfall in inspection might have been a reason for illegal mining in large scale. Rules provide for annual assessments of leases. However, 51 *per cent* assessments were pending as on 31 March 2020 in the State. Department did not make efforts to expedite the finalisation of assessments. As a result, possibility of leakage of revenue cannot be ruled out.

The Department may consider:

1. *making suitable change in the system to generate report of non-filers/delayed filers of returns and for issuing automatic reminders/ notices to them;*

2. *prescribing periodic returns for dealers to monitor movement of royalty paid minerals effectively;*

3. *prescribing a test check of returns by the ME/AME in a month to get a holistic view of mining activities in their jurisdiction area;*

4. *prescribing a mandatory valid document accompanying the mineral to ascertain the source of mineral for each despatch from QL and*

5. *prescribing online detail of inspection on DMGOMS regarding inspections of leases having details of inspections with photograph of leases taken at the time of inspections. Further, selection of leases for inspection shall be done through a scientific process so as to cover all the leases of a Division within a certain period.*

Audit Objective III

Effective controls existed to monitor mining activities so that environmental and ecological concerns were addressed properly.

Scrutiny of satellite images of selected leases disclosed that plantation was not done according to norms prescribed in Environmental clearance. Environmental impact assessment for illegally mined areas was not done in any of the selected divisions.

Hon'ble High Court of Rajasthan ordered restoration of *Bajri* to the position from where it was illegally excavated. Scrutiny of *Panchnama* files of selected divisions revealed that in 40 cases, the orders of the Hon'ble High Court of Rajasthan were not complied.

The Department may consider:

1. *adopt the good practice of successful plantation initiated by lease holders of Neem ka Thana to safeguard the environment and*

2. *evolve a system to ensure strict compliance with the orders of Hon'ble Courts.*

To conclude, we found that Department was unable to utilize the technology to curb illegal mining effectively. The resources deployed for this purpose remained at sub optimal level and the effectiveness of monitoring was found deficient. Therefore, the Department requires to review its monitoring processes and use of technologies in it.

JAIPUR
The 25th October 2022

(ATOORVA SINHA)
Accountant General
(Audit-II), Rajasthan

Countersigned

NEW DELHI
The 27th October 2022

(GIRISH CHANDRA MURMU)
Comptroller and Auditor General of India

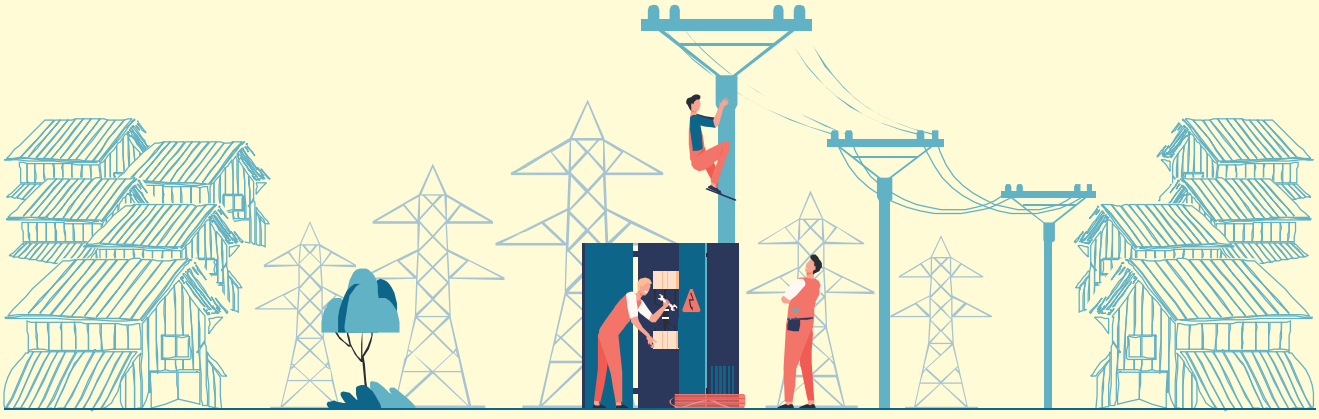
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सत्यमेव जयते

Report of the Comptroller and Auditor General of India on Performance Audit on Implementation of Deendayal Upadhyaya Gram Jyoti Yojana in Rajasthan for the year ended 31 March 2020



लोकहितार्थ सत्यनिष्ठा

Dedicated to Truth in Public Interest

Government of Rajasthan

Report No. 7 of the year 2022

Report of the
Comptroller and Auditor General of India

on
Performance Audit on Implementation of
Deendayal Upadhyaya Gram Jyoti Yojana in Rajasthan

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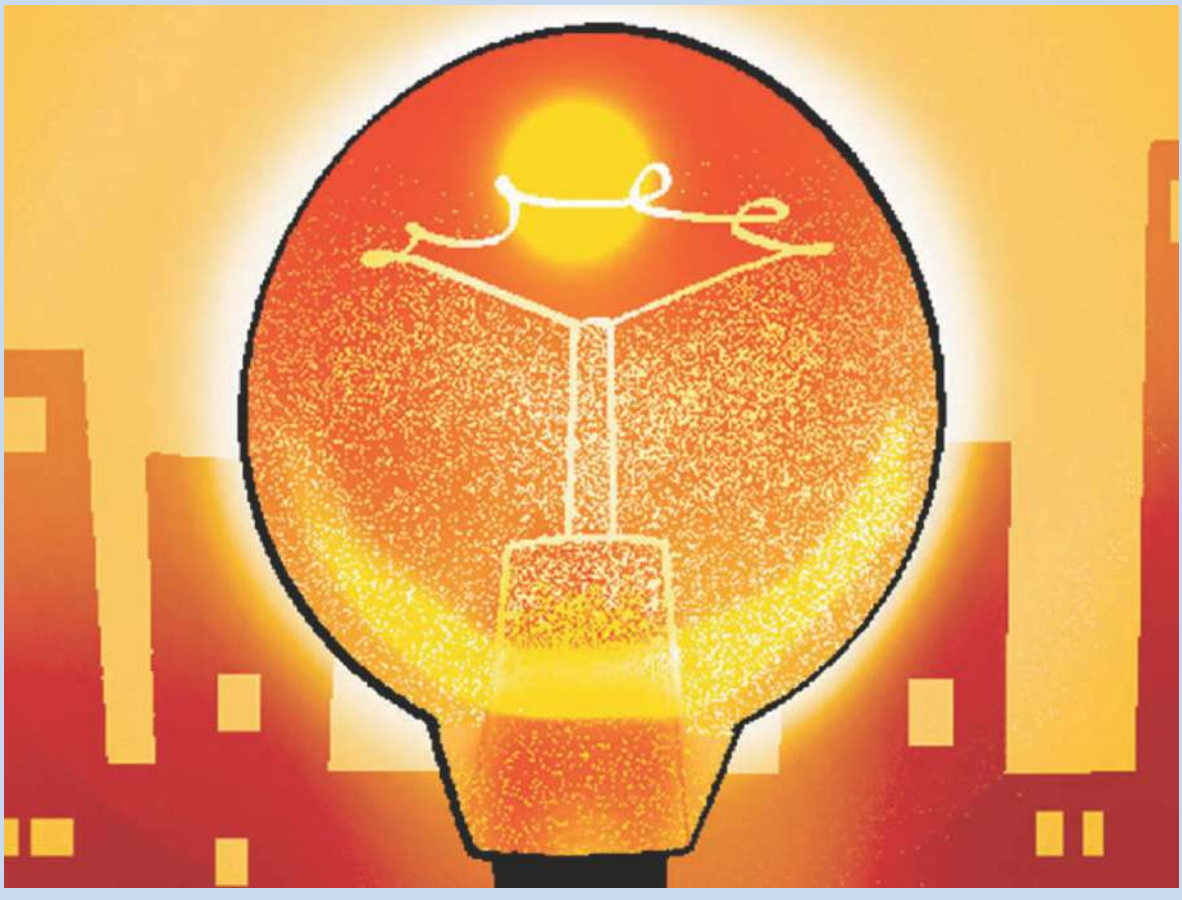
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Preface

This Report of the Comptroller and Auditor General (CAG) of India for the year ended 31 March 2020 has been prepared for submission to the Governor of Rajasthan under Article 151 of the Constitution of India and Section 19A of the CAG's (Duties, Powers and Conditions of Services) Act, 1971, as amended from time to time.

The Report contains the results of the Performance Audit on 'Implementation of Deendayal Upadhyaya Gram Jyoti Yojana in Rajasthan', covering the period 2015-20.

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



Executive Summary

Executive Summary

About this Report

Rural Electrification has been identified as a critical programme for the development of rural areas by policy makers at regional and national levels. In order to strengthen the sub-transmission and distribution infrastructure (ST&D) and to ensure reliable and quality power supply in rural areas, the Ministry of Power, Government of India launched (December 2014) Deendayal Upadhyaya Gram Jyoti Yojana (DDUGJY). The prime objectives of DDUGJY were:

- segregation of agriculture and non-agriculture feeders facilitating judicious rostering of supply to agricultural and non-agricultural consumers in the rural areas;
- strengthening and augmentation of sub-transmission & distribution infrastructure in rural areas, including metering at distribution transformers, feeders and consumer's end; and
- rural electrification, as per the targets laid down (August 2013) under Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY).

This Audit Report presents significant audit findings arising out of the performance audit undertaken by the Comptroller and Auditor General of India on implementation of this scheme by the DISCOMs in the State of Rajasthan.

Purpose for undertaking the audit

As per 2011 Census data, 56.67 *per cent* of rural households in Rajasthan had access to electricity. Further, as on 31 March 2015, there were 110.47 lakh rural households in Rajasthan, of which, 43.64 lakh rural households (39.50 *per cent*) were un-electrified. Keeping in view the prime objectives of DDUGJY and rural electrification being identified as a critical programme for development of rural areas, evaluation of implementation of the scheme has become vital.

The performance audit on Implementation of DDUGJY in Rajasthan has been carried out during 2020-21, coving the period 2015-20. Audit evaluated adequacy of requirement of infrastructural works and formulation of Detailed Project Reports (DPRs), efficiency in execution of the projects economically, adequacy of monitoring mechanism and fulfilment of the scheme objectives in an efficient and effective manner.

Audit coverage

Ministry of Power, Government of India has also issued separate guidelines for implementation, quality control mechanism and project management agency (PMA) under DDUGJY. As provided in DDUGJY guidelines, DISCOMs formulated 33 DPRs *i.e.* one for each district/circle of the State/ DISCOMs. The total sanctioned cost of these 33 projects was ₹ 2,819.41 crore.

Nine districts/circle offices (three circle offices from each DISCOM representing 27.27 *per cent* of total 33 districts), having sanctioned cost of

₹ 1,026.53 crore (36.41 *per cent* of total sanctioned cost), were selected for detailed evaluation of implementation of the scheme in the State.

What have we found and what do we recommend?

The audit findings are broadly covered in five chapters *viz*; project formulation and execution; contract management; monitoring & quality assurance mechanism; funding mechanism; and beneficiary survey. Major findings are highlighted below:

Project Formulation and Execution

- Need Assessment Document (NAD) was not prepared and hence DISCOMs failed in identifying the need of feeder separation and critical gaps in sub-transmission and distribution network.

(Para 2.3, Page 7)

- Supplementary DPRs, prepared by the DISCOMs as per sanctioned amount, were not placed before the State Level Standing Committee (SLSC) for its approval before uploading on the web portal.

(Para 2.5, Page 9)

- Despite having provision under DDUGJY, DISCOMs did not take initiative to connect their Grid Sub-Stations (GSSs) and Billing/ other offices with optical fibre network under National Optical Fibre Network.

(Para 2.6, Page 10)

- There was significant delay ranging between 164 to 276 days, 276 to 331 days and 185 to 352 days in award of projects {issue of LOA after six months from approval of the Monitoring Committee (MC)} by Jaipur, Ajmer and Jodhpur DISCOM respectively.

(Para 2.8, Page 11)

- None of the 33 projects awarded under DDUGJY were completed within the originally stipulated time period and there was considerable delay ranging between 367 to 857 days, 697 to 752 days and 19 to 604 days in Jaipur, Ajmer and Jodhpur DISCOM respectively.

(Para 2.9, Page 11)

- There was significant curtailment in the feeder segregation work than what was envisaged and approved in the DPRs. In the selected projects, only 271 feeders against 541 feeders envisaged for segregation in DPRs, were segregated. Further analysis of segregated feeders disclosed that 182 feeders were segregated virtually by diverting the load on new feeder without separation.
- Even after taking up feeder segregation work long back in the year 2008 and incurring an expenditure of ₹ 2,083.95 crore and ₹ 329.29 crore in XIth & XIIth plan and under DDUGJY respectively, DISCOMs could not complete the work of separation of agriculture and non-agriculture feeders.

(Para 2.12, Page 16)

- Load flow studies for new Sub-Stations (SSs)/augmentation of 33/11 Kilo Volt (KV) or 66/11 KV SSs were not conducted to identify critical gaps in sub-transmission and distribution network. Rural Electrification Corporation (REC) sought (September 2016) the load flow studies from DISCOMs, but the same were not provided.

(Para 2.13.1, Page 18)

- Non-adherence with the prescribed norms coupled with non-involvement of Planning wing while formulating DPRs and lack of coordination among various wings of DISCOMs resulted in inclusion of unviable SS in DPRs which led to change in location of 91 SS (43.75 *per cent* of the total 208 envisaged SS).

(Para 2.13.2, Page 18)

- The DISCOMs did not follow the diversity factor determined by the DISCOMs Coordination Forum (DCF) for installation of DTs and incurred an extra expenditure of ₹ 53.15 crore towards transformer capacity in excess of requirement.

(Para 2.13.4, Page 21)

- DISCOMs, instead of creating separate feeder for agriculture and non-agriculture load, kept mix load on 182 newly constructed feeders under selected projects.

(Para 2.13.6, Page 23)

- None of the three DISCOMs made provision for installation of meters on distribution transformers. Further, 3,626 defective feeder meters were not replaced despite sanction of fund under DDUGJY.
- Jaipur and Ajmer DISCOMs did not replace any defective consumer meter despite sanction of fund worth ₹ 97.10 crore under DDUGJY. Further, Jodhpur DISCOM did not make any provision for replacement of 2.08 lakh defective meters.
- DISCOMs also passed a rebate of ₹ 50.37 crore during 2016-20 on account of non-replacement of defective meters within stipulated time period.

(Para 2.13.7, Page 24)

- All the 104 UEVs envisaged for electrification under DDUGJY were already electrified/ electrified through other means which indicated that electrification of UEVs considered under DDUGJY was not realistic.

(Para 2.14, Page 25)

- DISCOMs envisaged providing electricity connection to 20.58 lakh rural households (13.36 lakh under 12th Plan and 7.22 lakh under DDUGJY), of which 15.20 lakh electricity connections (9.35 lakh under 12th Plan and 5.89 lakh under DDUGJY) were provided upto 31 March 2021.

(Para 2.15, Page 27)

- DISCOMs could not ensure power to all till March 2018 as they could release only 19.74 *per cent* of the targeted connections. The DISCOMs could provide connections only to 81.65 *per cent* un-electrified rural

households by March 2021. Further, DISCOMs could provide only 15.90 *per cent* and 85.52 *per cent* of Below Poverty Line (BPL) connections till March 2018 and March 2021 respectively.

(Para 2.15.1, Page 28)

- DISCOMs incorrectly declared the un-electrified villages as electrified as parameters prescribed under new definition were not completely accomplished because 10,320 schools situated in rural areas were un-electrified till November 2020. Thus, even after implementation of DDUGJY, DISCOMs failed to achieve the target of 100 *per cent* village electrification in the State.

(Para 2.15.4, Page 30)

- There was an increase in the number of Permanently Disconnected Consumers (PDCs) in BPL category in rural areas of DISCOMs.

(Para 2.18, Page 32)

- DISCOMs could not achieve the targeted reduction of AT&C losses. The major reasons attributable to non-achievement of targets were declining trend in collection efficiency and theft of power.

(Para 2.20, Page 33)

Contract Management

- The DISCOMs did not comply with the provisions of Rajasthan Transparency in Public Procurement (RTPP) Act/ Rules and directions/ guidelines issued by the Central Vigilance Commission (CVC) while procuring services of consultants/ PMA and awarding turnkey contracts for implementation of DDUGJY projects.

(Para 3.6, Page 40)

- Ajmer DISCOM irregularly allowed ₹ 8.45 crore on Price Variation (PV) despite non-existence of provision for allowing PV on copper wound DTs in the Standard Bidding Document issued by REC and approved by SLSC.

(Para 3.11, Page 45)

Monitoring & Quality Assurance Mechanism

- DISCOMs did not submit progress of executed works to SLSC after October 2018.

(Para 4.3, Page 50)

- Ajmer and Jodhpur DISCOMs failed in ensuring timely compliance of non-conformities observed by PMA of these DISCOMs, as 86.70 *per cent* and 47.00 *per cent* of the non-conformities were pending rectification for a period ranging between five months and 35 months.

(Para 4.10, Page 55)

- The performance of DISCOMs/PMAs was not satisfactory as REC Quality Monitors (RQM) detected large number of critical/major defects in each type of executed works.

(Para 4.11, Page 57)

Funding Mechanism

- DISCOMs have taken significant time ranging between 532 days and 939 days in furnishing the claims for release of first instalment of grant from the date of approval of the projects by the MC.

(Para 5.2, Page 64)

- As the parameters were not found completed, the MoP, while releasing the third instalment of grant, deducted ₹ 181.61 crore on account of non-rectification of quality defects, non-utilising 90 *per cent* of grant released under initial two instalments and towards State Goods & Service Tax (SGST) claimed by the DISCOMs.

(Para 5.3, Page 65)

- System of calculating/claiming of grant was deficient as claims were lodged inclusive of SGST (₹ 214.91 crore) despite its inadmissibility and thus, deprived of grant worth ₹ 128.95 crore.

(Para 5.4, Page 65)

- Jaipur DISCOM executed ineligible work of underground cable worth ₹ 48.22 crore without prior approval of the SLSC and the MC.

(Para 5.5, Page 66)

- Financial closure of completed projects was not undertaken which led to delay in receipt of the final tranche of grant to that extent.

(Para 5.6, Page 67)

- DISCOMs failed to achieve the prescribed milestones to become eligible for an additional grant *i.e.* 50 *per cent* of loan component.

(Para 5.8, Page 68)

- DISCOMs management was not vigilant in avoiding the cost overrun as a result 19 projects could not be completed within the awarded cost.

(Para 5.9, Page 69)

Beneficiary Survey

Results of the beneficiary survey in the surveyed sample revealed (i) absence of detailed survey prior to formulation of DPRs; (ii) Lack of adequate awareness program; (iii) providing broken kit items; and (iv) instances of incorrect billing and non-redressal of beneficiaries' grievances.

(Para 6.3, 6.4, 6.5, 6.7 and 6.8, Page 73 to 81)

Recommendations

In order to implement public centric scheme more effectively/efficiently and to utilise the available resources more optimally, the State Government/ DISCOMs may consider the following recommendations:

- ***Evolve a mechanism to identify system strengthening requirements in regular manner;***
- ***Formulate strategic and operational planning as per the Scheme based on duly updated system strengthening requirements;***

- ***Evolve a mechanism to conduct detailed field survey before formulating Scheme specific DPRs to identify the beneficiaries so that benefits of scheme reach intended and targeted beneficiaries;***
- ***Develop a system to avoid delay in award and execution of projects;***
- ***Ensure completion of the works in future projects within the stipulated time frame to achieve the intended benefits;***
- ***Build up a mechanism for proper energy accounting by ensuring metering arrangement at each level;***
- ***Take effective steps to reduce the AT&C losses by focussing on energy audit to curb the theft with a targeted approach;***
- ***Strengthen its procurement process to ensure compliance of provisions laid down under the RTPP Act/Rules, CVC's directions/guidelines, GoI Scheme and other mandatory norms;***
- ***Ensure disciplinary action against the officers responsible for violating tendering norms and releasing extra payment towards price variation;***
- ***Critically examine the existing monitoring mechanism and take suitable steps to strengthen it;***
- ***Ensure that there is sufficient deterrence, by fixing accountability and responsibility at each level, more specifically for grave lapses like use of CTL failed material;***
- ***Evolve a mechanism to ensure rectification of deficiencies in executed works in time;***
- ***DISCOMs may institute a mechanism to ensure completion of all formalities in a real time manner to avail the schemes benefits and receipt of funds timely;***
- ***Evolve a mechanism to identify the beneficiaries prior to implementation of schemes;***
- ***Institutionalise and strengthen the system to avoid incorrect billing and non-redressal of grievances; and***
- ***Take immediate steps to rectify the deficiencies of works executed.***



Chapter-I
Introduction

Chapter-I

Introduction

1.1 Access to energy is a basic prerequisite, unavailability or poor supply of which has adverse impact on all aspects of life and livelihood. Thus, Rural Electrification has aptly been identified as a critical programme for rural development by policymakers at regional and national levels.

Rural Electrification is not just about transporting electricity between two points but also about developing the right complementarity and providing electrification which is accessible, available and affordable. The focus on rural electrification and the associated public initiatives have also undergone changes over the years. The initial approach of providing electrification for agriculture in 1990s, gave way to a more holistic approach *i.e.* electricity for each rural household.

The demand of electricity in rural areas is increasing day by day due to increase in the customer base, changes in the lifestyle and consumption patterns which require continuous strengthening and augmentation of the distribution network. Further, inadequate and unreliable availability of power, frequent load shedding and the gap between supply and demand affects power supply to agricultural consumers as well as non-agricultural consumers owing to a common distribution network in rural areas. Supply of electricity through dedicated feeders to agricultural and non-agricultural consumers allows the distribution company to regulate power supply to agricultural consumers as and when needed for effective Demand Side Management (DSM). The separation of feeders helps in flattening of the load curve by shifting the agricultural load to off-peak hours and thus facilitates peak load management. Besides, for sustainable commercial operations of electricity distribution, metering at consumer end and at distribution transformers and feeders is essential to build a mechanism for proper energy accounting and to identify high loss pockets.

State Plan for Rural Electrification

1.2 Pursuant to Rural Electricity Policy of Government of India (GoI) and provisions of the Electricity Act 2003, Government of Rajasthan (GoR) notified (September 2008) Rural Electrification (RE) plan for the State to achieve the national goal of providing access to electricity to all rural households by the year 2009. Thereafter, separate RE plan was not prepared in the State.

RE plan of 2008 envisaged the following:

- strengthening of existing infrastructure;
- providing quality power supply in rural areas which required segregation of agriculture and rural feeders;
- conversion of LT network to High Voltage Distribution System (HVDS); and
- augmentation of transformers *etc*.

Subsequently, under 'Power for All' programme, GoR prepared (December 2014) Generation, Transmission and Distribution Plan to be implemented during 2014-19. The Distribution Plan included existing distribution system, schemes under implementation and fund requirement for connecting the un-electrified households/villages. It also proposed schemes including GoI intervention, renewable energy initiatives of GoR at consumer level and action plan of the State for both conventional and renewable energy.

Proposed schemes and fund requirements

1.3 To eliminate the frequent occurrence of shutdowns and in order to reduce the number of load shedding occurrences; feeder and substation improvement programs were proposed to be implemented in the State. In these programmes, the requirement of feeder improvement, three phase supply to villages near to 33/11kV sub-stations, sub-stations improvement programme, additional 33/11kV sub-stations for 24X7 power supply, reduction of Aggregate Technical and Commercial (AT&C) losses *etc.* was assessed. The details of investment plan to meet out these programmes were assessed as under:

Table No. 1.1
Details of Investment Plan of DISCOMs

(₹ in crore)

Particulars	2014-15	2015-16	2016-17	2017-18	2018-19	Total	Remarks
State Plan	1513.00	1437.00	1372.00	1549.74	1595.17	7466.91	
Centrally sponsored schemes	885.00	1516.83	1150.00	1103.19	739.00	5394.02	RGGVY[1] and RAPDRP[2]
Other distribution schemes	2532.00	754.23	417.00	372.00	394.94	4470.17	IPDS[3] and DDUGJY[4]

Source: Rajasthan 24 X 7 Power for all document

Total investment (₹ 7,466.91 crore) envisaged under State Plan provided for sub-transmission & distribution programme (₹ 3,263 crore) and rural electrification works (₹ 4,203.91 crore).

Deendayal Upadhyaya Gram Jyoti Yojana (DDUGJY)

1.4 Ministry of Power, Government of India (MoP, GoI) launched (December 2014) DDUGJY to strengthen the sub-transmission & distribution infrastructure and to ensure reliable and quality power supply in rural areas.

The objectives of the DDUGJY were:

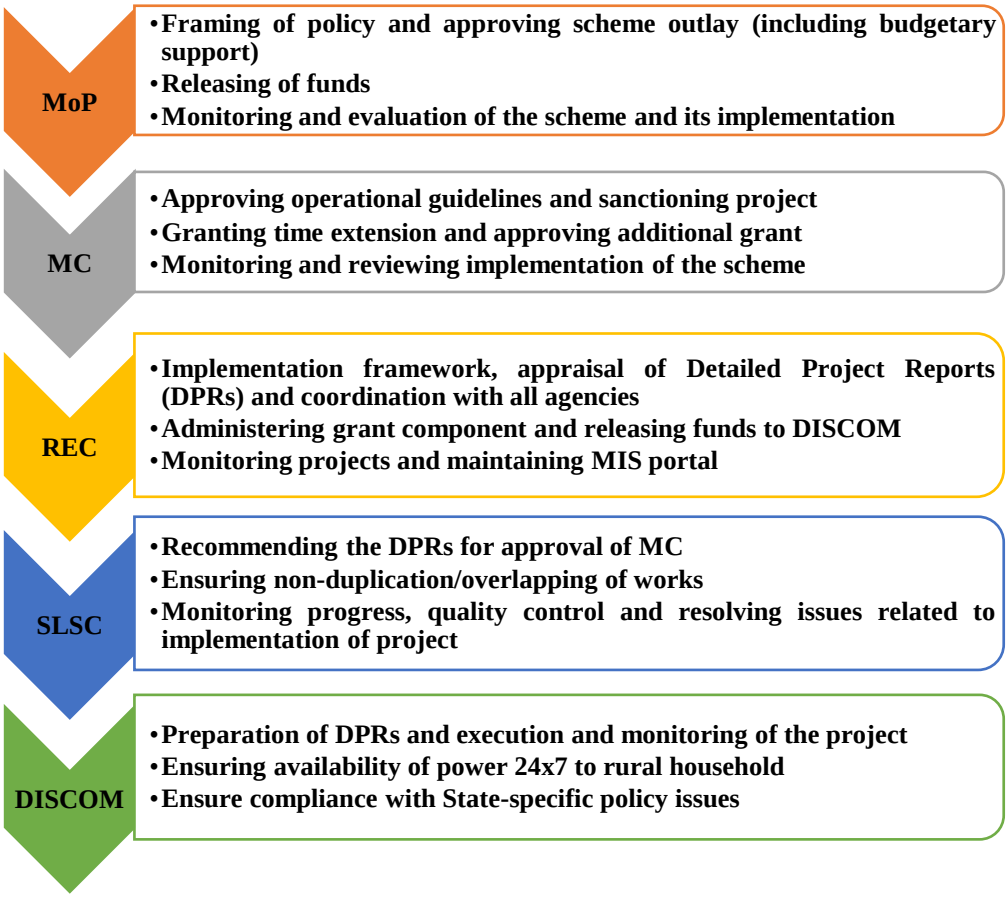
- Separation of agriculture and non-agriculture feeders facilitating judicious rostering of supply to agricultural & non-agricultural consumers in the rural areas;
- Strengthening and augmentation of sub-transmission & distribution (ST&D) infrastructure in rural areas, including metering at distribution transformers, feeders and consumers end; and
- Rural electrification, as per the targets laid down (August 2013) under Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY).

1 Rajiv Gandhi Gramin Vidyutikaran Yojana.
2 Restructured Accelerated Power Development and Reforms Programme.
3 Integrated Power Development Scheme.
4 Deendayal Upadhyaya Gram Jyoti Yojana

DDUGJY provided for financial assistance to all Distribution Companies (DISCOMs). Further, DDUGJY was to be implemented through a five-tier system *i.e.* MoP, GoI, Monitoring Committee[5] (MC), Rural Electrification Corporation Limited (REC) *i.e.* nodal agency for implementing the Scheme, State Level Standing Committee[6] (SLSC) and concerned DISCOM. The Scheme also provided for a tripartite agreement between REC, the State Government and the utility (DISCOM) and a Project Management Agency (PMA) to be appointed by the DISCOMs. Implementation of the Scheme was to be completed by March 2019. The MoP, GoI, however, extended (August 2019) the Scheme upto March 2020 and further extended (24 July 2020) the Scheme upto March 2021.

Role and Responsibilities of Stakeholders

1.5 Role of the five stakeholders in implementing the Scheme is detailed under:



5 Chaired by Secretary (Power), MoP, GoI and consist of representatives from MoP and other ministries *viz*. Finance, Rural Development, Agriculture, New and Renewable Energy, Central Electricity Authority (CEA) and Planning Commission as members and REC as member secretary and convener.

6 Headed by the Chief Secretary, GoR and consisted of Secretaries of the departments of the GoR {*i.e.* Energy, Urban Development and Housing, Agriculture, Local Self Governance, PHED, Panchayati Raj, Finance (Expenditure) and Forest}, representatives of six electricity companies (RRVPNL, RRVUNL, RRECL and three DISCOMs), REC *etc.*

As per provisions of the Scheme, the DISCOMs were required to prioritise strengthening of rural infrastructure works considering specific network requirement of the area and to formulate Detailed Project Reports (DPRs) for coverage under the Scheme. The DPRs so prepared were to be recommended by the SLSC to REC. REC had to appraise and recommend the DPRs to the MC and the same were to be approved by the MC. The MC (constituted in December 2014) was also empowered to approve/amend operational guidelines prepared by REC and to monitor implementation of the Scheme.

Status of rural electrification

1.6 The status of rural electrification in Rajasthan State as on 31 March 2015 is shown in the table below:

Table No. 1.2
DISCOM wise detail of Rural electrification in Rajasthan

Particulars	Jaipur DISCOM		Ajmer DISCOM		Jodhpur DISCOM		Total	
	As per 2011 Census	Total HHs as on 31 March 2015	As per 2011 Census	Total HHs as on 31 March 2015	As per 2011 Census	Total HHs as on 31 March 2015	As per 2011 Census	Total HHs as on 31 March 2015
Total House Holds	4528936	5213675	4244536	4642192	4200329	4829999	12973801	14685866
Rural HH	3232212	3640884	3370121	3689892	3245352	3715817	9847685	11046593
Total Energised HH	2898754	3665789	2729916	3457567	2434662	2859197	8063332	9982553
Rural HH electrified	1948928	2235640	2035998	2649366	1595883	1797310	5580809	6682316
Un-electrified Rural HH	1283284	1405244	1334123	1040526	1649469	1918507	4266876	4364277

Source: Census data of 2011 and DPRs

Note: DISCOMs, while preparing the project wise DPRs, derived the figures of total HHs as on 31 March 2015 by extrapolating the figures of census 2011. The extrapolation was done by reckoning Compound Annual Growth Rate (CAGR) of population from 2001 to 2011.

As per 2011 Census data, there were 98.48 lakh rural households in Rajasthan, of which, 55.81 lakh rural households (56.67 *per cent*) had access to electricity.

Scope of Audit

1.7 The performance audit covered the implementation of DDUGJY by all the three DISCOMs in the State during the period 2015-20. Audit scrutiny covered detailed review of records relating to formulation and approval of DPRs; award and execution of project works; arrangement and utilisation of funds (including GoI grant); quality of works/material and monitoring of the Scheme maintained at head office of each of the three DISCOMs as well as nine selected Circle offices (*i.e.* three Circle offices from each DISCOM). The Circle offices/projects were selected for detailed scrutiny by adopting stratified random sampling without replacement (SRSWOR) method. Details relating to sample selection are given in **Annexure-1**. During the Performance Audit, nine[7] districts (27.27 *per cent* of the total 33 districts) were test checked. These nine districts were allotted ₹ 1,026.53 crore (36.41 *per cent*) out of total sanctioned cost of ₹ 2,819.41 crore for the scheme.

7 Bharatpur, Tonk, Bundi, Ajmer, Banswara, Sikar, Barmer, Jalore and Pali.

Audit Objective

1.8 The Performance Audit was conducted to assess whether:

- the system for assessing the requirement of infrastructural works and formulation of DPRs was adequate;
- execution of the projects was economical, efficient and effective;
- the mechanism for monitoring the execution and quality of executed works was adequate; and
- the objectives of the Scheme were met efficiently and effectively.

Audit Criteria

1.9 The criteria for the audit objectives were drawn from the following sources:

- policy, guidelines, orders, circulars and directions issued by the MoP, GoI, Monitoring Committee and REC for implementing the Scheme;
- approved DPRs along with records relating to formulation, submission, and approval of DPRs and subsequent revisions of DPRs;
- tripartite agreements executed with REC and the GoR;
- the Electricity Act 2003;
- agenda and minutes of BoD, Corporate Level Purchase Committee (CLPC), DISCOMs Coordination Forum (DCF) and other committees of DISCOMs;
- records maintained by the Planning Section of each DISCOM;
- contracts relating to execution of the projects along with relevant records;
- records relating to monitoring the execution of projects by the Monitoring Committee, SLSC and DISCOM level committees;
- reports of the third-party inspections (TPIs) of the projects.

Audit Methodology

1.10 The methodology adopted for attaining audit objectives with reference to audit criteria consisted of:

- explaining audit objectives, scope of audit and audit criteria to the Government/DISCOMs during Entry conference held on 9 July 2020;
- scrutiny of records at Head Office of the three DISCOMs and nine selected Circle offices/projects (three Circle offices/projects from each DISCOM);
- raising audit queries, seeking their replies and interaction with the management of DISCOMs;

- issue (18 March 2021) of factual statement on draft Performance Audit Report to the Government/DISCOMs;
- discussion (27 May 2021) with the Government/DISCOMs' management on the audit findings during the Exit Conference; and
- issue of draft Performance Audit Report to the Government/DISCOMs (June 2021) after incorporating the views/replies (May 2021) of the Government on the audit findings.

Acknowledgement

1.11 Audit acknowledges the cooperation and assistance extended by the Energy Department, DISCOMs and their officials during the conduct of the Performance Audit.

Audit Findings

1.12 The audit findings are broadly covered in following five chapters:

- Project Formulation and Execution;
- Contract Management;
- Monitoring & Quality Assurance Mechanism;
- Funding Mechanism; and
- Beneficiary Survey.

The audit findings highlight the performance of three DISCOMs in implementation of DDUGJY in the State.

These audit findings are based on Audit analysis of works executed in nine selected projects only and there is a possibility of more such cases occurring in the DISCOMs. Therefore, the Government/Management of DISCOMs is expected to review all other cases having possibility of similar deficiencies/ irregularities and take corrective action in cases where similar deficiencies/ irregularities are found.

The audit findings were communicated to the State Government/DISCOMs in June 2021. Reply of the Government on the draft Performance Audit Report has been received in August 2021 and the same has been considered in the report.



Chapter-II

Project Formulation and Execution

Chapter-II

Project Formulation and Execution

2.1 As referred in **paragraph 1.4**, the projects have been planned and executed to cover the following components of the DDUGJY scheme:

- **Separation of agriculture and non-agriculture feeders**: Feeder separation refers to supply of electricity to agriculture and non-agriculture consumers separately through dedicated feeders to facilitate judicious rostering of supply to agriculture and non-agriculture consumers in the rural areas;
- **Strengthening and augmentation of sub-transmission & distribution infrastructure** including metering at Distribution Transformers, feeders and consumers end in rural areas to ensure reliable and quality of power supply in rural areas and to facilitate a mechanism for proper energy accounting.
- **Rural electrification for completion of the targets laid down under RGGVY for 12th and 13th plan.**

Project Formulation

2.2 Project formulation under the scheme was to be done in two stages. In Stage-I need for feeder separation and critical gaps in sub-transmission and distribution network, considering all relevant parameters[8] and on-going works under other schemes, was to be identified for efficient management of distribution system. In Stage-II district/ circle/zone wise Detailed Project Reports (DPRs) were to be formulated on the basis of broad scope of work validated by REC at 1st Stage, detailed field survey and latest approved schedule of rates for various items of work. The utilities were also necessarily required to consult the public representatives including Member of Parliament while formulating DPRs and to furnish a certificate to this effect while submitting DPRs to REC.

Preparation of Need Assessment Document

2.3 Pursuant to DDUGJY guidelines, the DISCOMs were required to prepare a Need Assessment Document (NAD), in the prescribed format (circulated by REC), containing all relevant information along with justifications (preferably by way of load flow studies) to substantiate the proposed scope of work and cost estimates. The NAD was to consist of general details of project area, power supply, on-going schemes, consumers, households, villages, details of existing Infrastructure (substations, feeders, distribution transformers, LT line, meters *etc.*) along with details of proposed infrastructure (new substations, augmentation of feeders, DTs, LT line, capacitor banks, meters *etc.*). The NAD was required to be examined by REC

8 Consumer mix, consumption pattern, voltage regulation, AT&C loss level, HT & LT ratio, optimum loading of transformers & feeders / lines, reactive power management, power factor improvement, standard of performance *etc.*

to arrive at broad scope of work to be covered under the scheme and the total cost in consultation with the concerned DISCOM.

Audit observed that none of the three DISCOMs had prepared NAD for identifying the need for feeder separation and critical gaps in sub-transmission and distribution network based on which the scope of work was to be decided. In the absence of NAD, wide variations in the quantity/work envisaged/ executed were noticed as highlighted in **paragraph 2.11**.

The Government accepted the facts and stated that the NAD was not prepared due to time and fund constraints. It further stated that the works envisaged in the scheme are also carried out under the past schemes and were regularly monitored. Further, load flow study was not conducted in view of DISCOMs' dynamic data and availability of practical data used for designing of sub-stations and lines.

The reply is not convincing as NAD was to be prepared as per the scheme guidelines which could have helped in identifying the need for feeder separation and critical gaps in sub-transmission and distribution network. Further, DISCOMs never raised the issue with the REC/MoP to provide separate fund for preparation of NAD.

Formulation of Detailed Projects Reports

2.4 Detailed Project Reports (DPRs) were required to be formulated on the basis of broad scope of work validated by REC at 1st Stage, detailed field survey and latest approved schedule of rates for various items of work.

Audit noticed that Ajmer DISCOM prepared DPRs departmentally whereas Jaipur and Jodhpur DISCOMs appointed (March 2015) WAPCOS Limited for formulation of DPRs. The work orders issued *inter alia* included:

- study, field survey with GPS as per MoP guidelines;
- proposals for physical separation of HT feeders for agricultural and non-agricultural consumers;
- new DTs and augmentation/addition of existing DTs;
- re-location of DTs and associated LT lines;
- erection of HT lines for drawing new feeders;
- proposal and study of the 33 KV and 11 KV system and bifurcation and augmentation of existing overloaded 33 KV and 11 KV feeders;
- creation of new sub stations and augmentation of existing overloaded sub stations; and
- proposal for metering at sub-stations, feeders and consumers for energy accounting and audit.

Scrutiny of DPRs prepared by DISCOMs disclosed the following shortcomings:

- **Jaipur and Jodhpur DISCOM:** To assess quantum of works, as mentioned in work order, a detailed field survey was required to be done by WAPCOS in consultation with the authorised Engineers of both the DISCOMs and the same was to be approved by the concerned Superintending Engineer, Operation & Maintenance (SE, O&M) of

DISCOMs. However, nothing was found on records about carrying out field survey by WAPCOS and its approval by the concerned SE (O&M) circle of DISCOMs.

- Similarly, in **Ajmer DISCOM**, no information of carrying out detailed survey by the concerned O&M circles before formulation of DPRs was found on records.

The Government stated that DPRs were prepared after detailed joint survey with consultant and concerned field officers. DPRs were approved by the circle SE (O&M).

The reply was not acceptable as the DISCOMs failed to provide the project wise detailed survey reports.

Approval of Projects

2.5 The SLSC approved (July 2015) DPRs of 33 projects of the three DISCOMs for electrifying un-electrified rural households; separation of agricultural and non-agricultural consumers feeders; strengthening of distribution network amounting to ₹ 3,557.32 crore[9] under DDUGJY for onward submission to the MC of MoP, GoI through REC. However, DPRs of 33 projects worth ₹ 3,241.05 crore[10] only were uploaded on the DDUGJY web portal of REC, for which no justification was found on records. As against demand of ₹ 3,241.05 crore, REC conveyed (August 2015) approval of the MC for ₹ 2,819.41 crore[11] including Project Management Agency (PMA) charges of ₹ 14.03 crore. Further, REC asked (September 2015) the State Government to submit the Supplementary DPRs (recast based on approved parameters) on online web portal within component wise and project wise sanctioned cost.

Audit observed that the Supplementary DPRs (₹ 2,805.38 crore excluding PMA charges), prepared by the DISCOMs were not placed before the SLSC for its approval before uploading on the web portal. Further, the date on which the Supplementary DPRs were uploaded, was not found on records of the DISCOMs.

The Government stated that SLSC approved the original proposals and hence, subsequent modifications were not submitted before it, to ensure time bound uploading of recast DPRs. It further stated that the DISCOMs have to honour the time limits to avoid the cost escalation and therefore, deviations/ modifications in the DPRs shall be got approved from SLSC at the time of the closure of the projects. Moreover, in time bound project implementation, the formal approval of the statutory committee is generally obtained at the final stage.

The reply was not convincing as the SLSC which was constituted for recommending the DPRs for approval to MC and to ensure non-duplication/ overlapping in project works, was not apprised/involved in the changes/ modifications/curtailments incorporated while preparing supplementary DPRs.

9 Jaipur DISCOM- ₹ 1,043.36 crore, Ajmer DISCOM- ₹ 955.02 crore, Jodhpur DISCOM- ₹ 1,558.94 crore.

10 Jaipur DISCOM- ₹ 1,158.62 crore, Ajmer DISCOM- ₹ 955.01 crore, Jodhpur DISCOM- ₹ 1,127.42 crore.

11 Jaipur DISCOM- ₹ 1,032.22 crore, Ajmer DISCOM- ₹ 833.50 crore, Jodhpur DISCOM- ₹ 953.69 crore.

The justification for bypassing the SLSC was also not acceptable as by not involving SLSC in supplementary DPRs, the very purpose of its constitution was defeated. Further, as the date on which supplementary DPRs were updated was not available, the government's claim on the time bound uploading of recast DPRs could not be verified in Audit.

National Optical Fibre Network

2.6 DDUGJY envisaged to connect all the 33 KV or 66 KV grid sub stations/billing offices/Regional/Circle/Zonal offices of DISCOMs by extending optic fibre network being established under National Optical Fibre Network (NOFN). Further, a provision of 100 *per cent* grant was made under DDUGJY for connecting the missing links of NOFN including terminal equipment, provided such connectivity was not included/ approved under any other scheme of GoI/State Government.

DISCOMs were required to prepare separate and consolidated DPR in consultation with Bharat Broadband Network Limited or any designated agency like BSNL, RailTel, PGCIL *etc*. for the NOFN programme in the State. Further, the proposed implementation methodology and milestones along with the cost was to be included in DPRs and after recommendation of SLSC, DPRs were to be submitted to REC.

Audit noticed that none of the 33 KV or 66 KV grid sub stations/billing offices/ Regional/Circle/Zonal offices of DISCOMs were connected with optical fibre network. However, DISCOMs did not prepare DPRs for optic fibre network under NOFN for which no reason was found on records. Thus, due to not taking initiative despite having provision under DDUGJY, DISCOMs were deprived of getting connected their GSS/Billing offices and other premises with optical fibre network.

The Government stated that priority was given to rural system strengthening than development of NOFN. It further stated that inclusion of NOFN might have further reduced the availability of funds for other works.

The reply was not acceptable as DDUGJY guidelines envisaged formulation of DPRs for NOFN and had separate provision for 100 *per cent* grant for implementing NOFN. Thus, the DISCOMs lost the opportunity to implement NOFN by availing cent *per cent* grant from the GoI.

Project Execution

Delay in implementation of scheme

2.7 The district/circle/zone wise DPRs were to be prepared by the DISCOMs and after being recommended by State Level Standing Committee (SLSC), DPRs were to be submitted to REC online through web portal. One hard copy of each DPR (as printed out from web portal), was also to be submitted to REC for record and reference. After approval of the Monitoring Committee (MC), turnkey projects and partial turnkey/ departmental basis projects were to be completed within a period of 24 months and 30 months respectively from the date of issue of Letter of Award (LoA) by the DISCOMs.



Delay in award of projects

2.8 As per the DDUGJY guidelines, the projects were to be awarded within six months of date of communication of the approval by the MC. The details of submission of DPRs to SLSC, its approval, online submission to REC, approval of MC, date of issue of LoA and progress of completion of the projects is given in the **Annexure-2.**

Audit noticed that Jaipur, Ajmer and Jodhpur DISCOM took significant time, beyond six months from approval of MC, in issuing LoA to the contractors which was ranged between 164 to 276 days, 276 to 331 days and 185 to 352 days respectively. Audit observed that the reasons attributable to delay in issue of LoA were non-finalisation of Standard Bidding Document (SBD); initial decision to procure high value items[12] for supply to the contractors which was later reversed; delay in finalisation of specification; poor response from bidders *etc*. due to which the bid opening dates were extended several times. Besides, none of the projects were completed within the stipulated time period. MoP, GoI *suo-moto* extended (August 2019 and July 2020) the timeline for completion of the projects to March 2020 and then upto March 2021 respectively.

The Government accepted the facts and stated that the delay in award of projects was genuine in view of delays in finalisation of bidding documents and mode of tendering, renegotiations with bidders as per directions of BoD of the DISCOMs.

Delay in execution of the projects

2.9 As per the provision of the Scheme and the terms and conditions stipulated in LoA, the contractors were required to complete the works awarded to them within a period of 24 months from the date of issue of LoA. Further, as per the terms and conditions stipulated in the work orders, the contractors were required to conduct a detailed GPS based survey with authorised engineer of the DISCOMs to assess actual quantum of the work. They also had to prepare a

12 Power transformers, Distribution Transformers, AB Cables, Conductors, Meters and Underground cables.

single line diagram on AutoCAD with GPS coordinates on political map with fair correctness within a period of two months from the date of issue of LoA.

Audit observed that none of the 33 projects awarded under the Scheme were completed within the originally stipulated time period and there was considerable delay ranging between 367 days to 857 days, 697 days to 752 days and 19 days to 604 days in Jaipur, Ajmer and Jodhpur DISCOM respectively. Scrutiny of records disclosed that the projects could not be completed within the stipulated time due to following reasons:

- delay in furnishing of survey reports by the contractors,
- delay in conveying approval of surveyed bill of quantity (BOQ) by the competent authorities of the DISCOMs,
- change in place/site of Grid Substation (GSS) and specifications of Plain Cement Concrete (PCC) poles,
- change in priority to release pending rural connections by March 2018 under "Power to All" over DDUGJY works, and
- awarding the work under 'Saubhagya' Scheme to the same contractor also slowed down implementation of the DDUGJY projects.

In selected projects of all the three DISCOMs, Audit noticed that the concerned contractor instead of completing the entire survey work in one go with the authorised engineer, carried out the survey in piece-meal *i.e.* block wise and commenced the work in that block after approval of the competent authority. Audit observed that because of adoption of this method, the DISCOMs authorities were not in a position to assess the actual quantum of work/BOQ and there was huge variation **(as depicted in Table 2.1)** in the work assessed in DPRs and work executed in the field. Further, this has also caused significant delay in execution of work because on each occasion, the contractor commenced the work only after approval of the competent authority.

The Government accepted the fact of not carrying out the entire survey in one go and stated that the block-wise survey was need of the contemporary situation to avoid public unrest. It further accepted that block-wise survey attributed to the delay but the same was not significant as compared to ease of execution with minimum public hindrances. On the issue of delay in completion, the Government stated that all the project works were completed within the time frame allocated by REC.

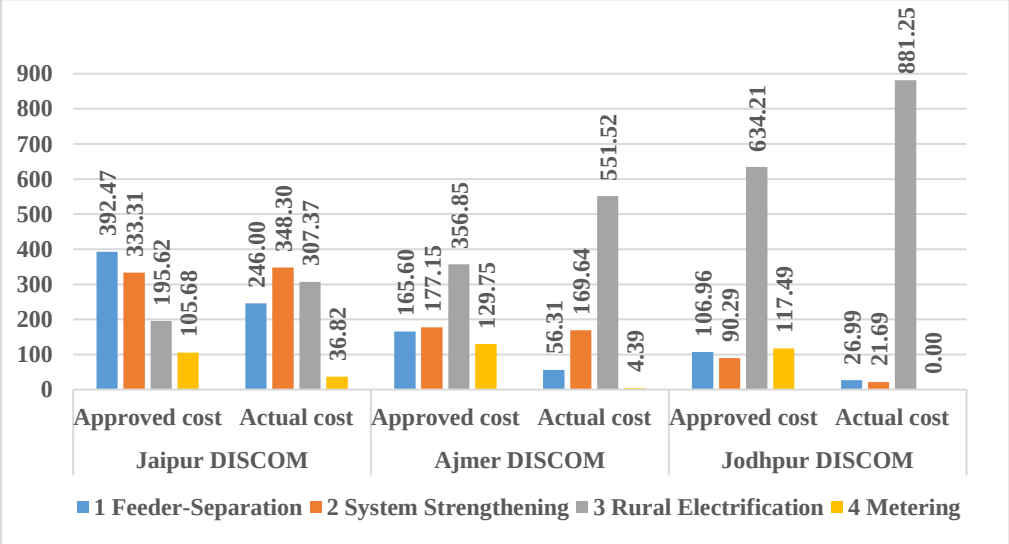
The reply was not convincing as none of the project work could be completed within the originally stipulated timeframe and the extension for the scheme was caused by delay in execution of projects. Further, block-wise surveys also led to improper assessment of the actual quantum of work/ BOQ and caused inordinate delay in execution of projects.

Component wise approved cost of projects vis-à-vis actual cost

2.10 The component wise approved cost of projects and actual expenditure incurred by DISCOMs on each component upto 31 December 2020[13] is given in the chart below:

Chart No. 2.1
Status of component wise approved cost and actual cost

(₹ in crore)



Note: Actual cost figures are provisional as on 31 December 2020

It could be seen from the chart above that DISCOMs incurred more expenditure on rural electrification works by curtailing the works related to feeder separation, system strengthening, metering *etc.* envisaged and approved under DDUGJY.

The DISCOMs incurred ₹ 329.30 crore, ₹ 539.63 crore, ₹ 1,740.14 crore and ₹ 41.21 crore as against the cost approved for Feeder Separation (₹ 665.04 crore), System Strengthening (₹ 600.76 crore), Rural Electrification (₹ 1,186.69 crore) and Metering (₹ 352.92 crore) respectively. This indicated that the DISCOMs mainly focused on rural electrification by curtailing the funds allocated for other three components.

Physical Targets and Achievements

2.11 Under the Scheme, physical achievements broadly relate to feeder separation (both physically and virtually); strengthening the sub-transmission and distribution system; micro-grid and off-grid distribution network and metering at sub-stations, feeders, distribution transformers and at consumer's premises (for un-metered connections, replacement of faulty meters & electro-mechanical meters). Besides, completion of Rural electrification, as per the targets laid down under RGGVY for 12th and 13th Plans was also to be done by subsuming RGGVY in DDUGJY.

DISCOM-wise details of physical works sanctioned/ awarded *vis-à-vis* actually completed upto 31 March 2021 is given in **Annexure-3.**

13 Component-wise break-up of actual cost is not available with DISCOMs after December 2020.

There was huge variation in the quantum of various works undertaken for feeder segregation and system strengthening as shown in the table below:

Table No. 2.1
Details of quantity sanctioned/ awarded and actually completed upto 31 March 2021

S. No.	Particulars	Unit	Quantity sanctioned and awarded	Actual completed quantity upto March 2021	Percentage
1.	Feeder Segregation (Except S. No. 6)	Nos.	2551	1498	59
2.	New Substations of 33/11 KV	Nos.	208	230	111
3.	Augmentation of 33/11 KV Substations	Nos.	5	80	1600
4.	Distribution Transformers	Nos.	39084	75093	192
5.	LT Line	CKM [14]	22683.00	44279.80	195
6.	11 KV Line	CKM	21414.43	19755.44	92
7.	33 & 66 KV Line	CKM	1930.70	1751.92	91
8.	Energy Meter–Consumer (a+b)	Nos.	961827	589838	61
a	New Connection		523062	589838	113
b	Replacement of defective meter		438765	0	0
9.	Energy Meter - 11 KV Feeder	Nos.	8562	2182	26

Source: DPRs and information provided by DISCOMs.

- There were 7,22,360 un-electrified Rural Households (RHHs) at the inception of DDUGJY. DISCOM-wise detail of un-electrified RHHs is given in **Table 2.3**. For providing connections to these un-electrified RHHs, a provision of only 5,23,062 Energy meters and 39,084 Distribution Transformers (DTs) were envisaged in the DPRs against which 75,093 DTs were installed upto 31 March 2021 for releasing electricity connections to 5,89,838 RHHs.
- Installation of DTs for system strengthening and new connections was envisaged in DPRs but no provision was made for meters to be installed on new DTs and for replacement of defective meters installed on DTs.
- DPRs of all the 33 districts/projects included 41,765 villages/habitations to be electrified under the scheme. However, 16,765 villages/habitations (22 districts/projects) and 2,327 villages/habitations (17 districts/ projects) shown as un-electrified were found already electrified and were not in existence respectively while carrying out site survey by the turnkey contractors before start of the execution of the work as depicted in the table below:

Table No. 2.2
DISCOM wise status of villages/habitations proposed for electrification

(Figures in number)

DISCOM	Villages/ habitations proposed for electrification		Villages/ habitations which were found already electrified during site survey		Village/ habitations which were not in existence during site survey	
	Districts projects	Villages/ habitations	Districts projects	Villages/ habitations	Districts projects	Villages/ habitations
Jaipur	12	9026	9	7624*	9	1705
Ajmer	11	13266	4	1153	2	115
Jodhpur	10	19473	9	7988	6	507
Total	**33**	**41765**	**22**	**16765**	**17**	**2327**

Source: DPRs and information provided by DISCOMs.

*** Jaipur DISCOM informed that this figure pertains to ground survey conducted by the contractor and included some habitations/villages not included in the DPR.**

14 Circuit Kilometer.

Against requirement of 14,59,173 Energy meters[15] for providing new connections and replacement of defective meters, DISCOMs kept provision of 9,61,827 Energy meters in DPRs as depicted in the table below:

Table No. 2.3
DISCOM wise requirement vis-à-vis provision of Energy meters kept in DPRs

(Figures in number)

DISCOM	Energy meters required at the inception of DDUGJY			Energy meters provided for in the DPRs		
	For release of new connections to RHHs	For replacement of existing defective meters	Total	For release of new connections to RHHs	For replacement of existing defective meters	Total
Jaipur	152888	145513	298401	160476	129589	290065
Ajmer	213884	382290	597074	87879	309176	397055
Jodhpur	355588	208110	563698	274707	0	274707
Total	**722360**	**735913**	**1459173**	**523062**	**438765**	**961827**

Source: DPRs and information provided by DISCOMs.

DISCOMs could not meet even the targeted (which was lower than the requirement) installation of Energy meters as they could install only 5,89,838 Energy meters[16] under DDUGJY. Non-achievement of targeted installation was due to non-replacement of defective meters under DDUGJY.

Thus, in the absence of detailed field survey before formulating Projects DPRs there was huge variation in the envisaged/approved quantities of works executed under DDUGJY. This also reflects that DPRs were not formulated on realistic data and hence the Bills of Quantity (BOQ) of the works executed had to be modified time and again. The shortcomings noticed in execution of works are discussed in **paragraphs 2.12 to 2.15.**

The Government stated that DPRs were prepared after detailed survey and the variations in the quantity in feeder segregation and system improvement activity were caused by change in the site conditions due to lapse of time, prioritising release of household connections under other schemes, execution of works through Central Labour Rate Contract (CLRC) and limitation of funds.

The reply was not satisfactory as detailed field survey reports were not found in records. Further, inclusion of villages/ habitations which had already been electrified or did not exist in DPRs indicated that the survey was not carried out properly. Besides, the time gap did not justify the significant variations (ranged between 26 *per cent* and 195 *per cent*[17]) in the quantities and the same could have been avoided by conducting a detailed survey at planning stage and involving the plan wings while preparing the DPRs.

Component-wise analysis of the work executed has been discussed in the subsequent **paragraphs 2.12 to 2.15**.

15 Energy meter (*i.e.* meter installed at the consumer's end) is a device that measures the amount of electrical energy consumed.
16 All the energy meters used for release of new connections to rural households.
17 Except 1600 *per cent* variation in case of augmentation of 33/11 KV Substations.

Separation of agriculture and non-agriculture feeders

2.12 The work of separation of agriculture and non-agriculture feeders was envisaged for facilitating judicious rostering of supply to agricultural & non-agricultural consumers in the rural areas. Accordingly, the DISCOMs were required to identify the need of feeder separation. Further on the proposal of the DISCOMs to include approximately 20-25 *per cent* feeder separation only, REC conveyed (March 2015) its consent with condition to prioritize feeders where 30-40 *per cent* agriculture electrical loads were connected.

Out of 19379 rural feeders, the DISCOMs proposed segregation of 2551 feeders under DDUGJY as given in **Table 2.1**. The DISCOM-wise details of total rural feeders, feeders envisaged for segregation in DPRs and feeders segregated in actual are given in the table below:

Table No. 2.4
Details of total rural feeders, feeder segregation proposed/sanctioned and feeders actually segregated under DDUGJY upto March 2021

DISCOM	Total No. of rural feeders	Feeder segregation proposed and sanctioned in DPR against total rural feeders		Feeder segregated in actual against feeders sanctioned for segregation		Percentage of segregated feeders to total rural feeders
		No.	%	No.	%	%
Jaipur	4503	1351	30.00	992	73.43	22.03
Ajmer	7315	769	10.51	325	42.26	4.44
Jodhpur	7561	431	0.06	181	42.00	2.39
Total	**19379**	**2551**	**13.16**	**1498**	**58.72**	**7.73**

Source: DPRs and information provided by DISCOMs

It could be seen from the table above that feeder segregation proposed by Ajmer and Jodhpur DISCOMs was far below their initial commitment of 20-25 *per cent* of total rural feeders. Further, none of the three DISCOMs had prepared details of load percentage and length of the feeder before preparation of DPRs. Jaipur and Jodhpur DISCOMs have decided physical separation of HT feeders for agricultural and non-agricultural consumers in the villages having population of more than 3,000 upto 4,000 only, whereas no criterion was adopted by Ajmer DISCOM. Further, there was significant curtailment in feeder segregation work actually carried out than what was envisaged and approved in the DPRs.

Audit observed that the work of segregation of agriculture and rural feeder was initially assessed and undertaken in RE plan 2008 and an expenditure of ₹ 2,083.95 crore has been incurred on feeder improvement programme during XIth and XIIth five year plan. Besides, an expenditure of ₹ 329.29 crore has been incurred under DDUGJY. However, the DISCOMs could not complete the feeder segregation work till March 2021 as the DISCOMs could ensure segregation of 7.73 *per cent* (1498 rural feeders) of the total rural feeders under DDUGJY. In addition to funds sanctioned under DDUGJY for feeder segregation, the DISCOMs subsequently assessed (November 2015) additional requirement of ₹ 2,126.92 crore[18] to complete the feeder segregation work and

18 Jaipur DISCOM-₹ 877.87 crore, Ajmer DISCOM-₹ 789.76 crore and Jodhpur DISCOM-₹ 459.87 crore.

accordingly submitted the DPRs to REC for providing additional funds under DDUGJY.

Scrutiny of records of nine selected projects disclosed that the DISCOMs segregated only 271 feeders (upto December 2020) against 541 feeders envisaged in DPRs. Of these segregated feeders, 182 feeders of Jaipur and Jodhpur DISCOM were virtually segregated[19] whereas only ten feeders of Jaipur DISCOM were actually separated as agriculture and non-agriculture feeder. In case of remaining 79 segregated feeders, Ajmer DISCOM did not provide information of virtual and actual segregation of feeders.

Thus, even after taking up the work of feeder segregation long back in the year 2008 and incurring an expenditure of ₹ 2,083.95 crore and ₹ 329.29 crore in XIth & XIIth plan and under DDUGJY respectively, DISCOMs could not complete the work of separation of agriculture and non-agriculture feeders. Further, most of the feeders were segregated virtually instead of actual segregation of the feeders.

The Government accepted the fact of non-achievement of envisaged feeder segregation and stated that it could not be taken up due to insufficient funds under the Scheme. It further stated that DISCOMs focused more on domestic connections. During the Exit conference, the Government accepted that it had decided to opt for virtual separation of feeders since inception which was followed by DISCOMs till date. However, the State Government has now realised that physical separation of feeders is essential and therefore, it will be taken up under newly launched scheme of GoI[20] with special focus on feeders/ areas having high distribution losses.

The fact thus remained that even after deciding for physical separation of HT feeders, none of the three DISCOMs physically separated the agriculture feeders envisaged under the Scheme. Moreover, due to non-adherence to the Scheme guidelines for physical separation of feeders coupled with indecisiveness on physical separation of feeders, the DISCOMs incurred huge expenditure under various Schemes including DDUGJY to segregate only 7.73 *per cent* of total rural feeders.

Strengthening and augmentation of sub-transmission & distribution infrastructure

System strengthening

2.13 The issues relating to system strengthening are discussed in the following sub-paragraphs.

19 Where load of the feeder is diverted to new feeder without separation of agriculture and non-agricultural load.

20 Revamped Distribution Sector Scheme (June 2021).

Identification of critical gaps in sub-transmission and distribution network

2.13.1 DISCOMs were required to identify critical gaps in sub-transmission and distribution network considering all relevant parameters[21] and on-going works under other schemes for efficient management of distribution system.

Audit scrutiny of records disclosed that DISCOMs had not conducted any study to identify the critical gaps in sub-transmission and distribution network before formulation of DPRs. Further, load flow studies justifying creation of new and augmentation of 33/11 KV or 66/11 KV sub-stations was also not conducted which is evident from the fact that REC asked (September 2016) DISCOMs to provide the load flow studies of the proposed creation/ augmentation of sub-stations in DPRs. Audit observed that the DISCOMs did not provide the load flow studies till date.

The Government stated that the DISCOMs used real practical design data available with them along with examination of other parameters *viz*; voltage regulation, cost-benefit ratio and load catering efficiencies while proposing creation/augmentation of sub-stations. It further assured that new software based technologies would be adopted in future.

The reply was not satisfactory as load flow studies of the proposed sub-stations were neither found on record nor provided to REC.

Construction of sub-stations

2.13.2 The DISCOMs envisaged construction of 208 33/11KV sub-stations (SSs) under DDUGJY as given in **Table 2.1.** The DISCOM-wise details of creation of new SSs envisaged in DPRs (including associated 66/33/11KV lines) and SSs constructed in actual under system strengthening are given in the table below:

Table No. 2.5
Details of Sub-stations proposed and created upto March 2021 under DDUGJYs

Name of DISCOM	No. of SS proposed in DPR	No. of SS created at proposed site	No. of SS not created at proposed site	SS created at another site than proposed in DPR	No. of SS actually constructed
1	**2**	**3**	**4**	**5**	**6 (3+5)**
Jaipur	107	46	61	71	117
Ajmer	85	62	23	34	96
Jodhpur	16	9	7	8	17
Total	**208**	**117**	**91**	**113**	**230**

Source: DPRs and information provided by DISCOMs

It could be seen from the table above that only 117 SS (56.25 *per cent*) were constructed on the proposed site. Audit observed that each DISCOM has a dedicated 'Planning Wing' to oversee the planning of construction of 33/11KV SS. However, the Planning Wings of the three DISCOMs were not found involved before finalising the sites, to assess technical/financial viability, to carry out load flow studies of the proposed SS included in DPRs. It was also

21 Consumer mix, consumption pattern, voltage regulation, AT&C loss level, HT & LT ratio, optimum loading of transformers & feeders/lines, reactive power management, power factor improvement, standard of performance *etc.*

observed that the prescribed criteria/norms for construction of new 33/11KV SS in rural areas[22] issued (July 2014) as per orders of the Chairman DISCOMs, were not adhered to while formulating DPRs. Subsequently, after assessment by the Planning Wing, 91 SS were not found feasible for construction on the proposed sites which caused change in location of SS.

Besides above, other shortcomings regarding lack of coordination between Planning wing and DDUGJY wing noticed in construction of GSS were as under:

Jaipur DISCOM- In Alwar project, the Contractor (M/s India Commercial Services, Jaipur) commenced (November 2017) the construction of nine[23] SS despite the fact that SE Plan conveyed its approval for three[24] SS only by that time. Further in Jaipur project, construction of five[25] SS, initially included in project DPR, was subsequently excluded because construction of these SS had already been commenced (between September 2016 and July 2017) under CLRC and the work was near completion.

Ajmer DISCOM- Benefit to cost ratio in case of 21 SS constructed under the Scheme was found below the prescribed limit of 12 *per cent* and ranged between 8 *per cent* and 11.78 *per cent*.

Further, specific approval of District Electricity Committee and SLSC as regards subsequent changes in location of the sub-stations was not found on record which indicated that the matter related to change in location was not placed before these committees. Besides in selected projects of all the three DISCOMs, out of 46 SS[26], 17 SS[27] were not constructed on the sites proposed in respective DPRs, for which no justification was found on records.

Thus, non-adherence to the prescribed norms coupled with non-involvement of Planning wing while formulating DPRs, lack of co-ordination among various wings of DISCOMs resulted in inclusion of unviable SS in DPRs which led to change in location of 91 SS (43.75 *per cent* of the total envisaged SS).

The Government accepted the facts of not involving the planning wings of DISCOMs at the time of preparation of DPRs. It further stated that the change in locations were due to non-availability of land, acceptability of location as well as time gap in planning and execution of the projects. It was added that technical design parameters were adhered to while constructing the sub-stations. The Government also stated that SLSC approval for change in locations would be obtained and submitted to REC at the time of closure of projects.

The reply was not satisfactory as the constraints mentioned could have been resolved by apprising the issues in the regular meetings of SLSC/DEC which was not done.

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22 Availability of suitable land, distance from the existing SS, CMRI load survey, benefit to cost ratio (12 *per cent*) *etc.*

23 Basai Jogiyan, Ghat, Doli, Baroda Khan, Sitaram Nagla, Romija Than, Shri Chandpura (Not constructed under the Scheme because of land dispute), Tahala, Palpur.

24 Basai Jogiyan, Ghat, Doli

25 Tanda and Sumel (in APP 2017-18) Ghasipura, Surana Todi and RIICO Shahpura (in APP 2018-19)

26 Jaipur DISCOM-19 SS, Ajmer DISCOM-23 SS and Jodhpur DISCOM- 4 SS.

27 Jaipur DISCOM-12 SS, Ajmer DISCOM-3 SS and Jodhpur DISCOM- 2 SS.

Transformer capacity

2.13.3 To assess the failure rate of Distribution Transformers (DTs), DISCOMs Coordination Forum (DCF) decided (July 2009) norms for issuing connections from single phase DTs. DISCOMs subsequently modified (February 2017) the norms and prescribed the 'Diversity Factor' 1:1 for releasing connections in rural areas, under various schemes (including DDUGJY). As per the prescribed Diversity Factor, the DISCOMs were required to release one connection against one KVA capacity of transformer. Accordingly, the DISCOMs were to install 5 KVA, 10 KVA and 16 KVA DTs for releasing connections from one to five consumers, from six to 10 consumers and 11 to 16 consumers respectively.

The DISCOMs envisaged installation of 39,084 DTs against which 75,093 DTs were installed upto March 2021 **as given in Table 2.1.**

To evaluate the laid down norms for transformer capacity, Audit sought (August 2020) DT wise details of connections released from each DT installed under DDUGJY. However, none of the three DISCOMs provided the desired information till January 2021. The DISCOMs, however, provided the village-wise information of infrastructure created under DDUGJY upto August 2020[28] prepared for the purpose of inspection to be carried out by REC Quality Monitors (RQM). Thereafter, village-wise information of infrastructure created under DDUGJY was not found updated.

The village-wise information of infrastructure created under DDUGJY upto August 2020 depicted installation of 56,568 DTs[29]. Audit analysis of these newly installed DTs disclosed that the DISCOMs did not adhere to the norms in implementation of the Scheme and installed over capacity[30]/ under capacity[31] transformers as shown in the table below:

Table No. 2.6
DISCOM-wise details of transformer installed upto 31 August 2020

DISCOM	Transformer capacity						
	At capacity		Under capacity		Over capacity		Total
	No.	%	No.	%	No.	%	No.
Jaipur	881	5.33	628	3.80	15007	90.87	16516
Ajmer	5536	64.47	448	5.22	2603	30.31	8587
Jodhpur	21744	69.11	2395	7.61	7326	23.28	31465
Total	**28161**	**49.78**	**3471**	**6.14**	**24936**	**44.08**	**56568**

Source: Progress reports of DDUGJY

Audit observed that:

Jaipur DISCOM, while formulating the DPRs proposed only 16KVA capacity transformers for releasing connections to rural households (RHHs) irrespective of number of un-electrified RHHs in a village. Accordingly, the DPRs were approved by the MC.

28 Jaipur and Jodhpur DISCOM (June 2020) and Ajmer DISCOM (August 2020).
29 16,700 DTs of 5 KVA, 16,925 DTs of 10 KVA, 22,879 DTs of 16 KVA and 64 DTs of 25 KVA
30 Over capacity transformer: where in place of the installed transformer, a lesser capacity transformer would suffice to release the requisite number of connections.
31 Under capacity transformer: where the number of connections released from the transformer was more than the KVA capacity of the transformer.

Ajmer DISCOM kept provision of only three 10 KVA transformers in project DPR of Banswara whereas in other projects of DISCOM, provision of all capacity (5 KVA, 10 KVA, 16 KVA and 25 KVA) was kept. Further, it did not provide the details of rating wise transformers procured and installed under DDUGJY.

Jodhpur DISCOM kept provision for transformer of each capacity (5 KVA, 10 KVA and 16 KVA). However, it did not ensure installation of transformers as per the required capacity. Lack of vigilance led to installation of overcapacity and under capacity transformers by the contractors than was required as per the diversity factor. In one of the selected project (Pali), Audit observed that the competent authority allowed the contractor to install 10 KVA transformers due to non-availability of 5 KVA transformers. Accordingly, the contractor installed 739 DTs of 10 KVA for release of connections that ranged between one and four connections.

The Government accepted the facts and stated that higher capacity DTs were allowed due to absence of provision in contract agreement/non-availability of lesser capacity DTs.

The fact remained that installation of overcapacity transformers resulted in excess expenditure and deprived resources for other activities as discussed in **paragraph 2.13.4.**

Excess expenditure of ₹ 53.15 crore on abundant transformer capacity

2.13.4 Pursuant to the diversity factor (1:1) prescribed by DCF, DISCOMs were required to install DTs keeping in view the number of connections to be released. Since, the DISCOMs did not maintain DT wise details of connections released, the village-wise information of infrastructure created under DDUGJY was further analysed to assess adequacy of installation of 10 KVA DTs (6,301 DTs) and 16 KVA DTs (18,571) as per norms laid down by DCF.

Audit scrutiny disclosed that DISCOMs installed DTs which had capacity higher than the capacity laid down under the relevant norms as depicted in the table below:

Table No. 2.7
Use of DTs having capacity higher than the prescribed capacity

DISCOM	No. of 10 KVA DTs	No. of 16 KVA DTs			Grand Total
	Used for releasing 1 to 5 consumer connections	Used for releasing 1 to 5 consumer connections	Used for releasing 6 to 10 consumer connections	Total	
Jaipur	0	11722	3285	15007	15007
Ajmer	1027	74	1438	1512	2539
Jodhpur	5274	1064	988	2052	7326
Total	**6301**	**12860**	**5711**	**18571**	**24872**

Source: Information provided by DISCOMs.

Thus, the DISCOMs did not install DTs as per the laid down norms as major chunks of 10 KVA DTs (37.23 *per cent*) and 16 KVA DTs (81.17 *per cent*) were installed where installation of DTs having lesser capacity would have sufficed for meeting the requirement of releasing connections to the consumers.

This was mainly due to non-inclusion of requirement of 5 KVA and 10 KVA DTs in DPRs[32]. Besides, there were instances where Ajmer and Jodhpur DISCOM, despite having provisions for 5-10 KVA DTs in DPRs, installed DTs having higher capacity than required as per the laid down norms.

Resultantly, the DISCOMs incurred excess expenditure of ₹ 53.15 crore[33] on installation of DTs in excess of required capacity. Impact of non-compliance was even higher and multi-fold as Jaipur DISCOM, while corresponding with REC, itself realised (July 2017 and December 2017) that installation of DTs having higher capacity would not only increase their financial burden and technical losses but it would also give space to misuse/theft of electricity.

The Government stated that the Common Specification Committee of the DISCOMs decided (October 2015) to utilise DTs in line with RGGVY XII plan and therefore, CLPC of Jaipur DISCOM considered (November 2015) only 16 KVA DTs for awarding the projects. It further stated that Ajmer and Jodhpur DISCOMs were not having DT wise details of connection released with them and assured to provide the detailed data shortly.

The reply was not convincing as the DISCOMs adopted inconsistent approach for procurement of DTs. Further, Jaipur DISCOM belatedly realised the requirement of lesser capacity DTs (5 KVA/10 KVA) and approached REC to allow replacement of 16 KVA DTs with lesser capacity DTs which was not permitted by REC. Besides, detailed information on DT wise connection was awaited **(November 2021)**.

Performance of transformers installed

2.13.5 As per the 'Diversity Factor', one connection was to be released against one KVA capacity of transformer in rural areas. DISCOMs, however, did not adhere to the direction and released more connections than the capacity of the transformer. As evident from **Table-2.6** above, DISCOMs installed 3471 under capacity transformers *i.e.* number of connections released were more than the capacity of the transformer and hence the transformer was overburdened from day one of its installation and on higher risk of burning.

To assess the performance of installed transformers in the selected projects, Audit obtained the data of transformers installed and burnt transformers as detailed below:

32 All the 12 DPRs belonged to Jaipur DISCOM and one DPRs (Banswara) belonged to Ajmer DISCOM did not have provision for installing 5-10 KVA DTs and 10 KVA DTs respectively.

33 DISCOM wise excess expenditure worked out to be ₹ 36.51 crore (Jaipur DISCOM), ₹ 3.71 crore (Ajmer DISCOM) and ₹ 12.93 crore (Jodhpur DISCOM) which had been computed on the basis of Store Issue Rates decided (March-April 2017) for the DTs in parallel to placement of turnkey contracts for the projects under DDUGJY.

Table No. 2.8
Detail of installed and burnt transformers in selected projects
(as on January 2021)

DISCOM	Selected Project	No. of transformers installed	No. of transformers burnt	Percentage of burnt transformers
Jaipur	Tonk	1316	440	33.43
	Bundi	743	58	7.81
	Bharatpur	1374	96	6.99
Ajmer	Ajmer	438	12	2.74
	Sikar	2188	176	8.04
	Banswara	4836	182	3.76
Jodhpur	Barmer	16318	937	5.74
	Pali	1174	291	24.79
	Jalore	3257	131	4.02
Total		**31664**	**2323**	**7.33**

Source: Information obtained from selected projects

It could be seen that the failure rate of installed transformers during the four years period from 2017-18 to 2020-21 was abnormally higher in all the selected projects except in Ajmer, Banswara, Barmer and Jalore as compared to acceptable failure rate of transformers (*i.e.* 1.50 *per cent* per annum) specified by the MoP. Audit further noticed that in case of Tonk project, matter regarding installation of under capacity transformers which may lead to burning was reported time and again to the Executive Engineer, however, no action was found taken on record in this regard. Though the burnt transformers were replaced by the concerned contractors as these were under warranty, the villagers suffered power interruption to the extent of time taken in replacement of burnt transformers.

The Government accepted the facts.

Construction of new feeders as a part of system strengthening

2.13.6 Normally a primary distribution line or feeder is designed to carry a load of 1-4 MVA depending on the feeder length, and so the number of Feeders emanating from a secondary substation at 11kV is three or more. Further, REC provided the drawings and designs of the SS to be constructed under the Scheme. Accordingly, on newly created 230 SS, 918 numbers[34] new feeders were constructed by all the three DISCOMs. Audit analysis of 182 newly constructed feeders[35] in selected projects disclosed that DISCOMs instead of creating separate feeder for agriculture and non-agriculture load, kept mix load on these feeders. Thus imprudent planning of the DISCOMs defeated the very purpose of the Scheme *i.e.* facilitating judicious rostering of supply to agricultural & non-agricultural consumers in the rural areas. Moreover, despite incurring an expenditure of ₹ 12.55 crore[36] on construction of these feeders

34 Jaipur DISCOM-452 feeders, Ajmer DISCOM-424 feeders and Jodhpur DISCOM- 42 feeders.
35 Jaipur DISCOM-73 feeders, Ajmer DISCOM-106 feeders and Jodhpur DISCOM- 3 feeders.
36 Jaipur DISCOM-₹ 4.37 crore, Ajmer DISCOM-₹ 7.77 crore and Jodhpur DISCOM-₹ 0.41 crore.

(11kV line) in selected projects, DISCOMs would have to incur further expenditure on segregation of such feeders in future.

The Government stated that due to fund constraints, Jaipur DISCOM decided to create feeders to feed power supply directly to the villages having population of 3000 or more for ensuring 24 hours power supply. It further stated that Ajmer DISCOM tried to go for effective planning regarding separate agriculture feeders. However, in few parts of the State, the habitat pattern was not supportive for feeder separation.

The reply was not acceptable as none of the selected projects (except Barmer) were having scattered habitats. Hence, physical segregation of agriculture feeders and non-agriculture feeders could have been done for judicious rostering of electricity supply in the rural areas.

Installation of new meters/replacement of defective meters

2.13.7 Under DDUGJY, DISCOMs were required to envisage metering at distribution transformers, feeders and at consumer's end. DISCOMs, however, envisaged requirement of 9,61,827 consumer energy meters for releasing connections/ replacement of defective meters and 8,562 feeder meters (including 3,626 defective feeder meters) as given in **Table 2.1.** Further, DISCOMs did not keep any provision for installation of meters at DTs.

Audit analysis of records related to installation of meters at distribution transformers, feeders and at consumer's end disclosed that:

- **Metering at distribution transformers:** Since none of the three DISCOMs kept provision for installation of meters at DTs, the DISCOMs did not install meters on the 75,093 DTs.
- **Metering at consumer's end:** Connections were released under DDUGJY and the three DISCOMs installed 5,89,838 meters at consumer's end.
- **Replacement of defective consumer meters:** Jaipur and Ajmer DISCOMs did not replace even a single defective meter under DDUGJY despite the fact that an amount of ₹ 97.10 crore[37] was sanctioned for replacement of defective meters. Further, in-spite of having 2,08,110 defective consumer meters, Jodhpur DISCOM did not provide for replacement of such meters in DPRs.
- **Metering at feeders:** 3,626 defective feeder meters[38] were not replaced despite sanction of fund under the Scheme.

As per Terms and Conditions of Supply (TCOS), the defective consumer meters were required to be replaced within two months of detection and in case those were not replaced within the stipulated period, a rebate of five *per cent* on the total bill was to be allowed from third monthly bill in case of monthly/ fortnightly billing and second bill in case of bimonthly billing after such detection till the meter is replaced.

37 Jaipur DISCOM-₹ 32.43 crore, Ajmer DISCOM-₹ 64.67 crore
38 Jaipur DISCOM-1525, Ajmer DISCOM-964 and Jodhpur DISCOM-1137.

In selected projects of all the three DISCOMs, Audit observed that 2,81,580 consumer meters were lying defective as on 31 March 2020 for a period of more than two months from the detection of the defect. However, the same were not found replaced and hence the O&M Circle offices had to pass on the rebate of five *per cent* of the billed amount. Audit noticed that the DISCOMs had passed on a rebate of ₹ 50.37 crore during 2016-20 on account of non-replacement of defective consumer meters within stipulated time period.

Thus, the DISCOMs failed to achieve the target of installation of meters on DTs and replacement of defective feeder meters as well as consumer meters. Moreover, in the absence of metering arrangement at distribution transformers and non-replacement of defective feeder meters, DISCOMs failed to ensure a robust mechanism for proper energy accounting. Besides, DISCOMs also failed in identifying high loss pockets and ensuring remedial measures towards reduction of losses due to theft *etc*.

The Government stated that DT metering as well as replacement of defective domestic and feeder meters were not considered in the scope of DDUGJY due to lack of concentrated load in rural areas and DISCOMs carried out replacement of defective meters on regular basis.

The reply was not satisfactory as the Scheme envisaged replacement of defective meters and the MoP had also sanctioned funds on this account. Thus, the DISCOMs failed to ensure seamless accounting and auditing of energy at all levels of distribution system.

Rural electrification

Rural electrification includes electrification of villages as well as electrification of households and thus, involves development of rural electricity infrastructure for attaining the goal of providing electricity access to all un-electrified villages and households. Status of electrification of villages and households is discussed in **Para 2.14 and 2.15** below.

Village electrification

2.14 Prior to October 1997, a village is classified as electrified if electricity is being used within its revenue area for any purpose whatsoever. After October 1997, a village is deemed as electrified if the electricity is used in the inhabited locality, within the revenue boundary of the village for any purpose whatsoever. Subsequently, the MoP's office memorandum (February 2004) and Rural Electrification Policy (August 2006) specified that a village would be declared as electrified, if (1) basic infrastructure such as distribution transformer and distribution lines are provided in the inhabited locality as well as a minimum of one *dalit basti* hamlet where it exists; (2) electricity is provided to public places like schools, *panchayat* offices, health centers, dispensaries, and community centers *etc.* and (3) the number of households electrified should be at least 10 *per cent* of the total number of households in the village.

(i) DISCOM-wise details of total number of villages, villages electrified upto March 2015, villages to be electrified before DDUGJY and number of un-electrified villages (UEVs) sanctioned under different schemes/plan are shown in the table below:

Table No. 2.9
DISCOM-wise details of total number of villages, villages electrified and un-electrified villages

DISCOM	Total villages as per 2011 Census	Villages electrified upto March 2015	Villages to be electrified before DDUGJY	No. of UEVs sanctioned under RGGVY 12th Plan	No. of UEVs to be electrified by RRECL	No. of UEVs sanctioned under DDUGJY
Jaipur	15145	14710	435	4	77	9
Ajmer	15379	15043	336	41	23	80
Jodhpur	14148	13780	368	194	52	15
Total	**44672**	**43533**	**1139**	**239**	**152**	**104**

Source: Census data, Progress Reports and information provided by DISCOMs

As per the Progress Reports of the DISCOMs (31st March 2015), 1,139 villages remained to be electrified before DDUGJY. However, as per the data made available to REC (October 2015), there were 495 UEVs in Rajasthan, 239 of which were already been sanctioned under 12th Plan (Ist Phase) whereas 152 UEVs were to be electrified by RRECL. Remaining 104 UEVs were sanctioned under DDUGJY.

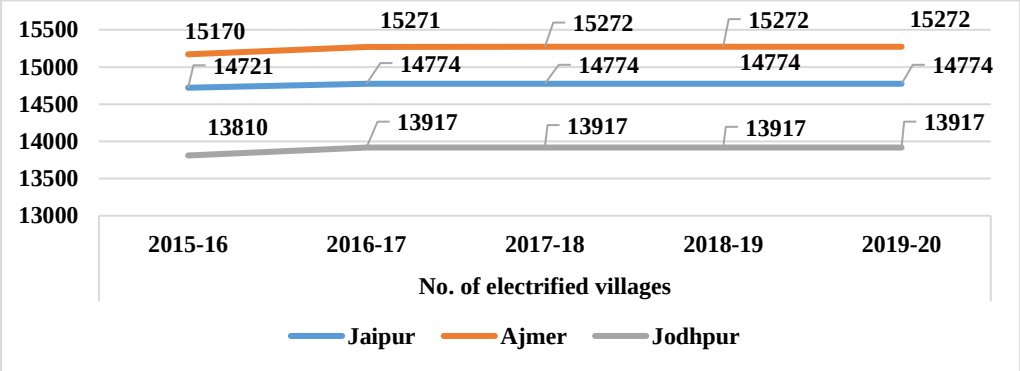
Audit observed that due to mismatch in data of UEVs, against 748 remaining UEVs (1139-239-152), the three DISCOMs proposed electrification of 104 UEVs only under DDUGJY. Further, as per the Progress Report as on 31 March 2020, 709 villages[39] of three DISCOMs were pending electrification. The mismatch in data of UEVs and non-coverage of all the pending UEVs depicted that village electrification proposed by DISCOMs under DDUGJY was not backed by proper survey and analysis. Thus, the planning for village electrification was faulty.

(ii) As depicted in **Table 2.9**, DISCOMs envisaged electrification of 104 UEVs in DPRs under DDUGJY. Review of records disclosed that out of total 104 UEVs, 12 UEVs (Ajmer-4 and Jodhpur-8) were already electrified whereas 79 UEVs (Jaipur-9, Ajmer-65 and Jodhpur-5) got electrified under CLRC prior to award of contracts under DDUGJY. Besides, 13 UEVs (Jodhpur-2 and Ajmer-11) got electrified through Rajasthan Renewable Energy Corporation Limited. Thus, all the 104 UEVs envisaged for electrification under DDUGJY were already electrified/ electrified through other means which indicated that electrification of UEVs considered under DDUGJY was not realistic.

The Annual Progress Reports of the DISCOMs for the period 2015-20 also depicted that only one UEV (Ajmer DISCOM) got electrified (2017-18) after inception of DDUGJY as shown in the chart below:

39 Jaipur DISCOM-371 UEVs, Ajmer DISCOM-107 UEVs and Jodhpur DISCOM-231 UEVs.

Chart No. 2.2
Status of village electrification at the end of 2015-16 to 2019-20



Source: Annual Progress Reports of DISCOMs

Audit further observed that DISCOMs incorrectly declared the UEVs as electrified because the parameters prescribed under new definition were not completely accomplished as discussed in **paragraph 2.15.4.** Audit also observed that the electricity connections were not provided to 3,093 Nos. of Government Schools belonging to nine selected districts/ projects. Hence, as per the new definition, these UEVs (including 104 UEVs covered and declared electrified under DDUGJY) should not be considered electrified.

The Government stated that the 709 villages, being unpopulated, were not considered for electrification. It further stated that the DISCOMs had created requisite infrastructure up to public places in all the UEVs but these institutions did not come forward to obtain electricity connections.

The reply was not satisfactory because declaration of village as electrified without electrification of public places was incorrect. Further, Energy Department, being the nodal department implementing the scheme, was required to fulfil the criteria of electrification through co-ordination with other departments before declaring the UEVs as electrified.

Household electrification

2.15 GoI and GoR issued (13 December 2014) a joint statement for implementation of 'Power for All' programme with the objective to supply 24 X 7 quality, reliable and affordable power to all domestic, commercial, industrial consumers and adequate power supply to agriculture consumers within a fixed time frame. Further, all unconnected households (including rural households envisaged under DDUGJY) were to be provided access to electricity in phased manner by March 2019.

To achieve the objective of the programme, DISCOMs issued (February 2018) directions to release the connections to APL households who have deposited the demand note upto 22 February 2018 and from 22 February 2018 by 15 March 2018 and 31 March 2018 respectively. Further, as per the aims of RGGVY (subsumed in DDUGJY) and tripartite agreement executed, the connections to BPL were to be provided free of cost.

Audit noticed that DISCOMs envisaged to provide electricity connection to 20.58 lakh rural households (13.36 lakh under 12th Plan and 7.22 lakh under DDUGJY), of which 15.20 lakh electricity connections (9.35 lakh under 12th Plan and 5.89 lakh under DDUGJY) were provided upto March 2021.

Release of connections under DDUGJY

2.15.1 Year-wise detail of connections released to un-electrified RHHs (both BPL and APL) under DDUGJY upto March 2021 is given in the table below:

Table No. 2.10
DISCOM-wise detail of connections released to un-electrified BPL and APL rural households upto 31 March 2021

DISCOM	Un-electrified RHHs/ electrification targets as per DPRs		Connection released between September 2017 and March 2018		Connections released upto March 2019		Connections released upto March 2020		Connections released upto March 2021	
	BPL	APL	BPL	APL	BPL	APL	BPL	APL	BPL	APL
	No.	No.	No.	No.	No.	No.	No.	No.	No.	No.
Jaipur	24794	128094	11943	49317	18944	98280	22066	116018	22066	116018
Ajmer	111711	102173	19038	16913	103649	86256	123218	86256	131153	86256
Jodhpur	97705	257883	6270	39128	42174	161332	45910	170168	47087	187258
Total	**234210**	**488150**	**37251**	**105358**	**164767**	**345868**	**191194**	**372442**	**200306**	**389532**
		722360		**142609**		**510635**		**563636**		**589838**

Source: DPRs and information provided by DISCOMs

Audit noticed that DISCOMs relaxed the condition of testing of material required for release of connection in Central Testing Laboratory (CTL) in order to expedite the release of connections and to achieve the target of power to all latest by March 2018. However, all the three DISCOMs failed to achieve the target of power to all un-electrified households by March 2018 and only 19.74 *per cent* connections (1,42,609 connections against 7,22,360 targeted connections) were released by March 2018. By March 2021, 81.65 *per cent* (5,89,838) of the targeted households (7,22,360) could be connected under DDUGJY.

Further, under DDUGJY, DISCOMs were liable to provide connections to BPL rural households free of cost. DISCOMs were expected to provide connections to all the unelectrified BPL rural households. However, the DISCOMs, could provide connections to only 15.90 *per cent* BPL rural households till March 2018. Besides, two DISCOMs (Jaipur and Jodhpur) could not achieve the targeted electricity connections to BPL families till March 2021 and there was a shortfall of 2,728 (11 *per cent*) and 50,618 (51.81 *per cent*) connections respectively. Ajmer DISCOM provided 19,442 extra electricity connections to BPL families than the number of connections targeted under the scheme. Thus, only 85.52 *per cent* BPL rural households could be given connection till March 2021.

Audit observed that even after relaxing the condition of testing of material in CTL and thus, risking the quality of material, DISCOMs' achievement was short of the targets of providing electricity connections to all un-electrified consumers.

The Government accepted the facts and stated that Ajmer and Jodhpur DISCOMs did not relax any quality diluting condition including CTL testing. It further stated that although the CTL testing was relaxed in Jaipur DISCOM to expedite the RHH electrification, however, it did not compromise with the quality of material as during pre-dispatch inspection, the material was jointly inspected at the workshops of manufacturer. Besides, Jaipur DISCOM had issued connections to all the undisputed, wilful and eligible households.

The reply was not convincing as Jaipur DISCOM did not furnish any document confirming release of envisaged connection within the stipulated timeframe. Further, Jodhpur DISCOM did not reply to the non-achievement of envisaged release of connections.

The performance of DISCOMs in providing electricity connections to BPL/ Public Institutions is discussed in subsequent sub-paragraphs**.**

Release of connections to BPL households

2.15.2 One of the prime objective of RGGVY (subsumed in DDUGJY) was to provide electricity connection to Below Poverty Line (BPL) families free of charge. Accordingly, electricity connections to 4.43 lakh[40] BPL families and 2.34 lakh BPL families were envisaged to be provided under 12th Plan (Ist phase) and DDUGJY respectively. However, the DISCOMs could provide electricity connections to 2.41 lakh[41] BPL families (upto December 2019) and 2.00 lakh[42] BPL families (upto March 2021) respectively under these schemes.

The Government stated that in Jaipur DISCOM, electricity connections were issued to all the undisputed, wilful and eligible households. It further stated that Jodhpur DISCOM prepared additional DPRs to cover-up post Saubhagya and DDUGJY connections for additional rural households identified after cut-off date *i.e.* 31 March 2019.

The reply was not convincing as DISCOMs were liable to provide electricity access to all the BPL households which was not ensured.

Delay/shortcomings in release of connections

2.15.3 As per the Revenue Manual of DISCOMs, the electricity connection should be released within 15 days from the date of issue of Service Connection Order (SCO). An analysis of data related to release of electricity connections in selected projects as furnished by the three DISCOMs is depicted in table below:

Table No. 2.11
Delay in release of electricity connections

(Figures: in Number)

Particulars	Jaipur	Ajmer	Jodhpur
Connections released after 1 April 2017	18258	36830	32710
Connections released within prescribed timeframe	3678	36830	32709
Connections released beyond prescribed timeframe	14580	0	1
• Delay upto one year	14050	0	1
• Delay from one year to three years	489	0	0
• Delay from three years to five years	27	0	0
• Delay for more than five years	14	0	0

Source: Information furnished by the DISCOMs.

Audit observed that Jaipur DISCOM released 14050 connections with delay upto one year whereas release of 530 connections was significantly delayed *i.e.* from one year to more than five years. Further, as per the data furnished to audit, the date of issue of SCO and release of connection in all the cases of Ajmer

40 Jaipur DISCOM-1.35 lakh, Ajmer DISCOM-1.49 lakh and Jodhpur DISCOM-1.59 lakh.
41 Jaipur DISCOM-52,206, Ajmer DISCOM-1,12,012 and Jodhpur DISCOM-76,924.
42 Jaipur DISCOM-22,066, Ajmer DISCOM-1,31,153 and Jodhpur DISCOM-47,087.

DISCOM and Jodhpur DISCOM (except one case) was found same. This indicated that the data furnished by these two DISCOMs was not reliable.

Further analysis of data disclosed that the electricity connections to 4,804 consumers[43], wherein SCO was issued before March 2017 *i.e.* prior to award of works, were claimed under DDUGJY.

The Government accepted the facts and stated that the release of connections was delayed due to directions to release feeder-wise connections instead of issue of SCOs, ROW problems, disputes among beneficiaries regarding location of DTs, *etc.*

Extent of electrification of public institutions

2.15.4 Besides other conditions stipulated in the new definition of village electrification, a village would be declared electrified if electricity is provided to public places like schools, *panchayat* offices, health centers, dispensaries, and community centers *etc.* REC also emphasized (12 May 2017) to extend electricity infrastructure to these public institutions as a vital component of village electrification under DDUGJY. Further, GoR requested (15 June 2017) the DISCOMs to provide electric connections to un-electrified schools on priority.

Audit noticed that REC forwarded (May 2017) a copy of a letter of Ministry of Human Resources Development (MHRD) to the State Government, which stipulated that 45,576 schools were running without electricity supply connections in Rajasthan State. REC asked the State Government to reconcile the data of un-electrified schools in rural areas and provide information in prescribed format for providing electricity infrastructure for these schools. In response, the State Government informed (May 2017) that 30,191 schools in rural areas did not have electricity connections. Subsequently, MoP, GoI directed (July 2019) all the State Governments to ensure electrification of all schools in the villages as they have declared 100 *per cent* electrification of all the villages. Further, it was also advised to consider lower tariff category for the Government schools which would reduce their operation cost and also motivate them to avail electricity connection.

Audit observed that the DPRs prepared by DISCOMs did not have provision for electricity infrastructure required for providing connections to Government schools in rural areas under DDUGJY. Besides, the State Government/ DISCOMs neither initiated action for lower tariff for Government schools nor ensured electricity connections to all schools in rural areas. Further, GoI declared (April 2018) Rajasthan State as 100 *per cent* electrified on the basis of information provided by the State.

Audit observed that the information provided by the State/DISCOMs was incorrect as all the parameters for declaring 100 *per cent* electrification were not completed as envisaged. This is apparent from the fact that electric connections could not be provided to 10,320 schools situated in rural areas of the State (November 2020). Information relating to electrification of other public places like *panchayat* offices, health centres, dispensaries, and community centres *etc.* was not available.

43 Jaipur DISCOM-3,215, Ajmer DISCOM-137 and Jodhpur DISCOM-1,452.

Thus even after implementation of DDUGJY, DISCOMs failed to achieve the target of 100 *per cent* village electrification in the State.

The Government accepted the fact of non-achievement of electrification of all the government schools. It further stated that although the necessary infrastructure was created up to the public places in all the UEVs, however connections were issued after receipt of application and deposit of demand.

The reply was not satisfactory as declaration of village as electrified without fulfilling the laid down criteria, was incorrect.

Performance of electricity supply

2.16 One of the prime objective of DDUGJY was to provide 24x7 power supply for non-agricultural consumers and adequate power supply for agricultural consumers. For electricity to be reliably delivered, there must be sufficient generation capacity to meet peaks in demand; electricity should be consumed efficiently; and T&D systems should not suffer excessive outages.

The position of energy demand, energy demand met, peak demand and peak demand met during FY 2016-17 to FY 2019-20 is depicted in the table below:

Table No. 2.12
Details of Energy Demand and Peak Demand shortages in Rajasthan during 2016-20

(Figures in Million Units)

Year	2016-17	2017-18	2018-19	2019-20
Energy demand	67638	71194	79815	81281
Energy demand met	67415	70603	79626	81222
Shortage	**223**	**591**	**189**	**59**
Peak demand	10613	11722	13276	14277
Peak demand met	10348	11564	13276	14277
Shortage	**265**	**158**	**0**	**0**

Source: CEA data.

The gap between energy requirement and energy availability in the State during last four years, ending on 31 March 2020, was negligible. Similarly, the gap between peak demand and peak demand met during 2016-17 and 2017-18 ranged between 2.50 *per cent* and 1.35 *per cent* only whereas during 2018-19 and 2019-20, the State was able to meet the peak demand 100 *per cent*.

Billing cycle

2.17 Rajasthan Electricity Regulatory Commission in its tariff order 2017 mandated that DISCOMs should take steps for necessary changes in the billing software, so that at least from 1 April 2018, the billing is made on monthly basis for all category of consumers.

Audit noticed that Jaipur DISCOM issued electricity bills to domestic consumers on bimonthly[44] basis upto April 2019, except in Jaipur Project wherein the bills are being issued on monthly basis from January 2019. Further, Ajmer and Jodhpur DISCOMs belatedly commenced (December 2020) monthly billing in two projects and one project respectively whereas in rest of the

44 Bi-monthly stands for "once in every two months".

projects they did not introduce monthly billing. Audit observed that Ajmer and Jodhpur DISCOMs were not prompt in implementation of order of RERC.

The Government accepted the facts and stated that monthly billing is being done in Ajmer City Circle only.

The fact thus remained that Ajmer DISCOM (Except Ajmer City Circle) and Jodhpur DISCOM did not comply with the directions of RERC.

Electricity bill paying capability of BPL

2.18 Clause-21 of Revenue Manual of DISCOMs provides that the first bill shall not be delayed beyond three months from the date of release of connection.

Audit noticed that in rural areas of all the three DISCOMs, the electricity bills are not being issued on regular basis. In such instances, the beneficiaries feel that they cannot pay the whole amount in one go and therefore sometimes face huge accumulated arrears and even threat of disconnection. During the course of beneficiary survey, instances of incorrect billing were also noticed as discussed in **paragraph 6.7.**

a) Delay in issue of first bill

Analysis of billing data (FY 2019-20) of 99,342 beneficiaries in nine selected projects of all the three DISCOMs disclosed that there was a considerable delay ranging between one day and 1,289 days in issue of Ist bill to 8,940 beneficiaries[45]. The billing data (FY 2019-20) was also found incomplete as it did not have records of 6,920 beneficiaries of selected projects.

b) Bills to BPL beneficiaries

Analysis of MIS records of DISCOMs (March 2020 to November 2020) disclosed that there was a shortfall in issue of electricity consumption bills to regular BPL consumers in rural areas. In Jaipur DISCOM, electricity bills ranging between 18.35 *per cent* and 20.60 *per cent* were not issued to regular BPL rural consumers. The MIS of Ajmer and Jodhpur DISCOM has shown the reverse position *i.e.* the number of electricity bills issued were more than the number of regular BPL rural consumers, which indicates that the MIS was either incorrect or the supplementary bills issued during the month were also included in the figures of bills issued.

Analysis of MIS further disclosed that there was an increasing trend in Permanently Disconnected Consumer (PDC) in BPL category in rural areas of DISCOMs. In Jaipur DISCOM, BPL PDC in rural areas increased from 1,00,176 in March 2020 to 1,09,270 in November 2020. Similarly in Ajmer and Jodhpur DISCOM, it increased from 1,19,908 to 1,21,536 and 56,448 to 57,069 PDC respectively during the same period. Further analysis of beneficiaries in selected projects disclosed that the electricity connection of 2,047 beneficiaries was disconnected as on 31 March 2020. Of these 2,047 beneficiaries, 919 beneficiaries were converted into PDC. Continuous increase in number of BPL PDC indicates that the BPL consumers were not in a position to pay the electricity bills.

45 Jaipur DISCOM-1,234 (1 to 632 days), Ajmer DISCOM-5,722 (1 to 1,289 days) and Jodhpur DISCOM-1,984 (1 to 1,016 days).

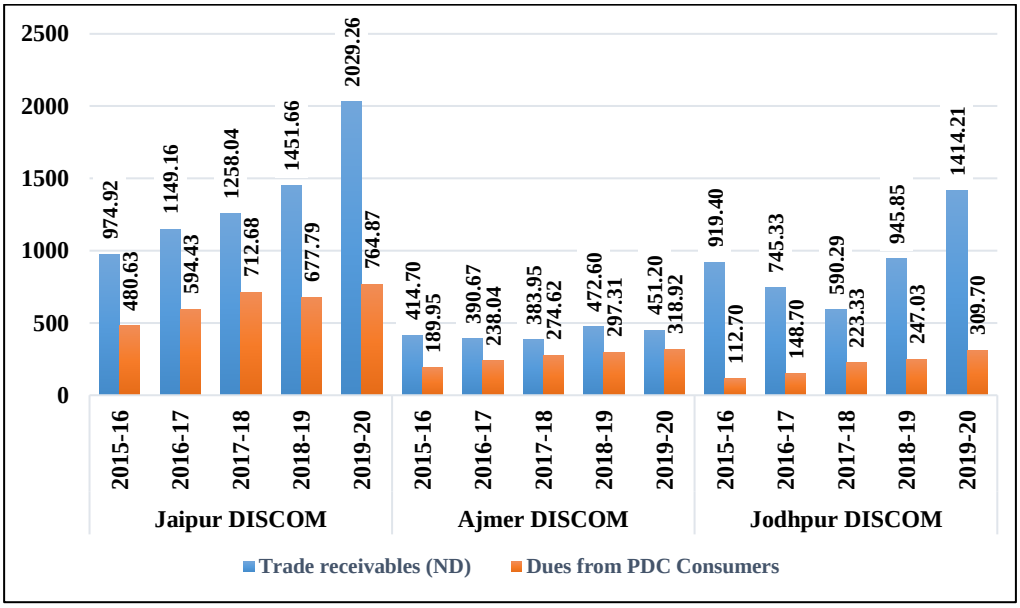
The Government accepted the facts and stated that due to poor economic conditions, the BPL beneficiaries failed to pay electricity bills which led to increase in PDC.

Extent of default of payment

2.19 An analysis of trade receivables on account of sale of power by three DISCOMs disclosed that there was an increasing trend in trade receivables for sale of power as well as dues against PDC. DISCOM-wise position of trade receivables and dues against PDC is depicted in the chart below:

Chart No. 2.3
DISCOM-wise status of trade receivables for sale of power and dues against PDC

(₹ in crore)



It could be seen that there was continuous increase in trade receivables against sale of power to regular consumers as well as against PDC except in 2018-19 in Jaipur DISCOM. Audit noticed that DISCOMs did not maintain details of the outstanding dues against category-wise regular consumers and PDC. Audit could not ascertain the periodicity of outstanding dues against PDC in the absence of such data. Audit observed that DISCOMs were not prompt in recovering their dues from PDC which is evident from continuous increase in dues against PDC.

The Government stated that DISCOMs maintain category-wise details of outstanding dues from regular and PDC consumers and furnished sample documents in support of reply.

The reply was not convincing as even the furnished documents did not contain category-wise details of outstanding dues from PDC. Further, the reply was silent on the issue of continuous increase in outstanding dues from PDC.

Aggregate Technical and Commercial Losses

2.20 Transmission and distribution (T&D) losses represent electricity that is generated but does not reach intended customers. T&D losses are the result of

technical inefficiency (*viz*. loss of electricity occurring due to resistance of wires and equipment) and theft. Further, the concept of Aggregate Technical & Commercial (AT&C) losses provides a realistic picture of the loss in the context in which it is measured. It is a combination of energy loss (technical loss + theft + inefficiency in billing) and commercial loss (default in payment + inefficiency in collection). The AT&C loss are measured by using formula *i.e.* {1-(Billing Efficiency X Collection Efficiency)} X 100.

One of the prime objectives of the Scheme was reduction of AT&C losses as per trajectory (DISCOM-wise) finalized by the Ministry of Power in consultation with States. The targets to reduce the AT&C losses as determined by MoP *vis-à-vis* actual achievement are given in the table below:

Table No. 2.13
Detail of approved trajectory to reduce AT&C losses

(Figures in per cent)

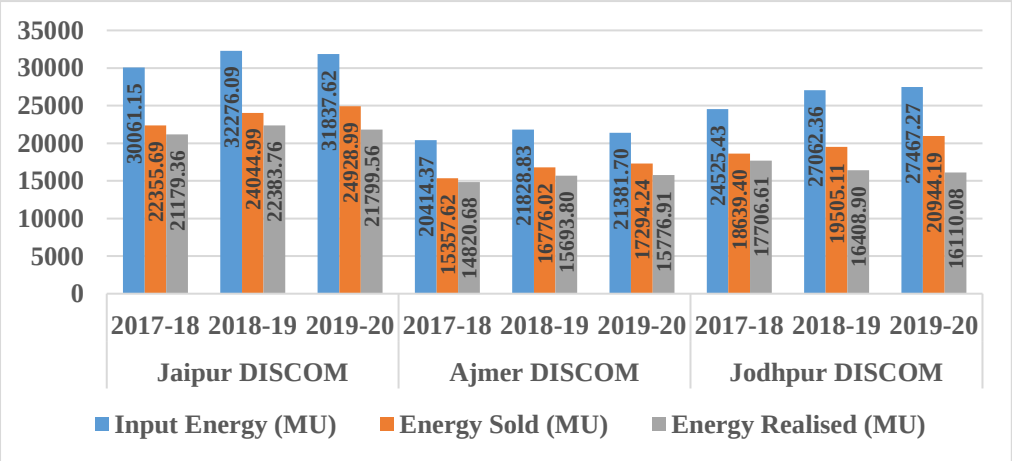
DISCOM	2015-16		2016-17		2017-18		2018-19		2019-20	
	Tar.	Ach.	Tar.	Ach.	Tar.	Ach.	Tar.	Ach.	Tar.	Ach.
Jaipur	22.50	35.74	20.50	29.84	19.00	25.22	17.50	25.66	16.00	27.61
Ajmer	18.50	27.81	17.50	25.18	16.50	22.94	15.50	23.31	14.50	21.99
Jodhpur	19.22	29.64	17.30	26.16	16.00	23.37	15.00	35.04	14.50	37.99
Rajasthan	**20.00**	**31.33**	**18.50**	**27.34**	**17.25**	**23.99**	**16.00**	**28.15**	**15.00**	**29.65**

Source: DDUGJY guidelines and Annual Reports of DISCOMs

It could be seen from the table above that the DISCOMs could not restrict the AT&C losses within the limits of trajectory approved under DDUGJY.

Capital investment under DDUGJY on feeder separation, system strengthening and metering was done with the objective to provide adequate and reliable power in rural areas and to reduce the losses correspondingly due to greater efficiency in power distribution. The details of input energy, energy sold and realised by the DISCOMs during last three years ending on 31 March 2020 are shown in chart below:

Chart No. 2.4
DISCOM wise Input energy vis-a-vis Energy sold and realised during 2017-18 to 2019-20

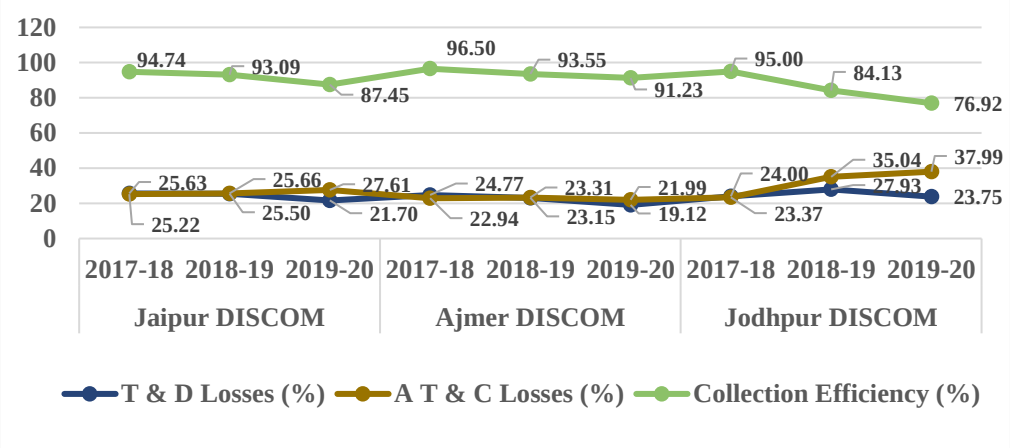


Source: Annual Accounts of DISCOMs

During the period 2017-20, the percentage realisation of input energy in Jodhpur DISCOM reduced significantly from 72.20 *per cent* to 58.65 *per cent* and in Jaipur DISCOM, it was reduced from 70.45 *per cent* to 68.47 *per cent*. In Ajmer

DISCOM, the percentage realisation of input energy improved slightly from 72.60 *per cent* to 73.79 *per cent*.

Chart No. 2.5
DISCOM wise AT&C losses during 2017-18 to 2019-20



Source: Annual Accounts of DISCOMs

It could be seen from the graph above that the collection efficiency of all the three DISCOMs had a declining trend whereas AT&C losses of Jaipur and Jodhpur DISCOMs were on an increasing trend during this period. Audit observed that none of the three DISCOMs could achieve the targets of reduction of AT&C losses which were finalised by the MoP in consultation with the concerned DISCOM. It was also observed that DISCOMs furnished (January 2020) incorrect data of AT&C losses *i.e.* reduction in AT&C losses from 30.40 *per cent* in FY 2016 to 21.30 *per cent* in FY 2019 to the Review, Planning and Monitoring (RPM) Committee. Major reasons attributable to non-achievement of targets were declining trend in collection efficiency and theft of power.

The Government stated that in Jaipur DISCOM, AT&C losses have a decreasing trend, however, still there is a gap from DDUGJY loss trajectory. Further, attempts are being made by Jaipur DISCOM to get tariff subsidy from the State Government. It further stated that AT&C losses of Ajmer DISCOM as on 31 March 2021 has been reduced to 13.73 *per cent* as against 14.25 *per cent* envisaged under DDUGJY.

The reply was factually incorrect as AT&C loss shown in the financial statements of Ajmer DISCOM for the year 2020-21 was 21.60 *per cent.*

Conclusion

Project Formulation

- DISCOMs did not prepare NAD. Resultantly, they failed to identify the need of feeder separation and critical gaps in sub-transmission and distribution network.
- DISCOMs did not carry out detailed field survey before formulating DPRs which led to wide variation in the envisaged/approved quantities of works executed.

- DISCOMs were deprived of connecting their GSS/Billing offices and other premises with optical fibre network as DPRs were not prepared though envisaged under DDUGJY.

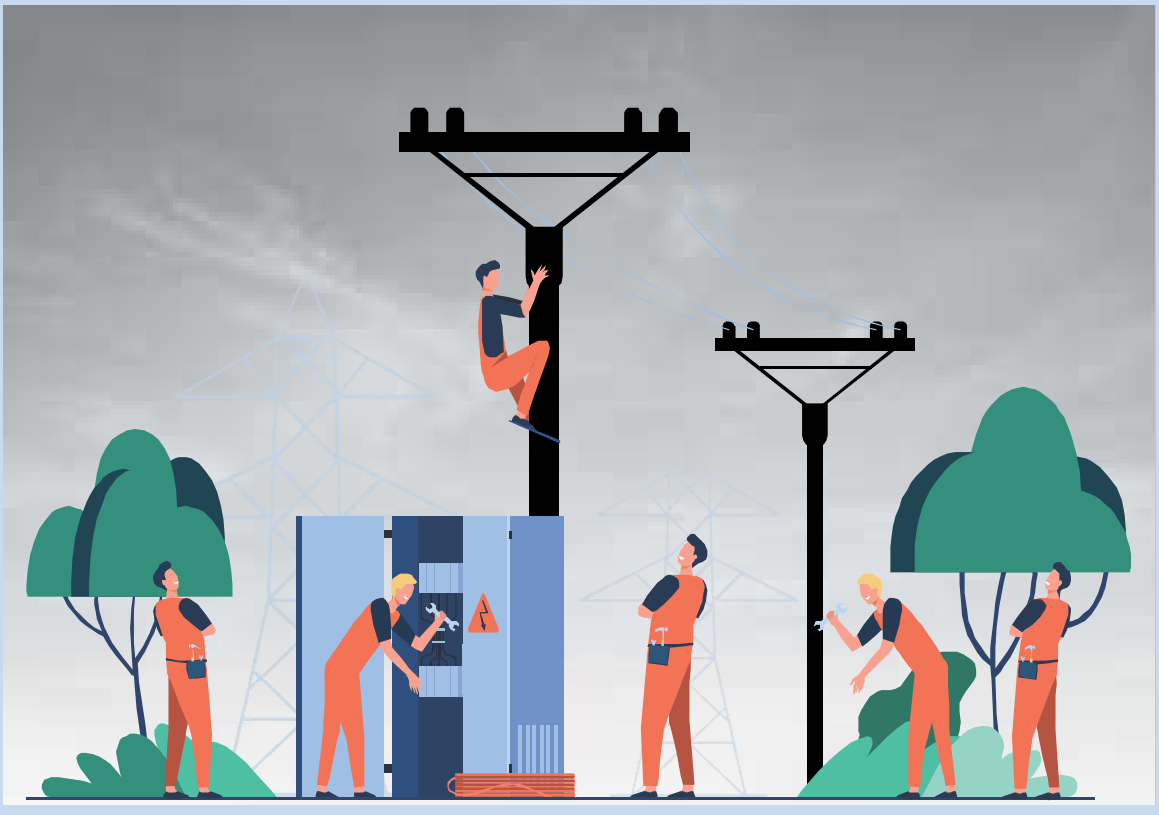
Project Execution

- There was considerable delay in award and execution of the projects.
- The work of separation of agriculture and non-agriculture feeders was not completed despite having been taken up long back in 2008 and incurring huge expenditure in XIth & XIIth plan and under DDUGJY.
- Strengthening and augmentation of sub-transmission & distribution infrastructure work in rural areas was taken up without adhering to the prescribed parameters.
- The DISCOMs did not follow the diversity factor determined by the DISCOMs Coordination Forum (DCF) for installation of DTs and incurred an extra expenditure of ₹ 53.15 crore towards transformer capacity in excess of requirement.
- DISCOMs failed to build up a mechanism for proper energy accounting as metering at DTs and replacement of defective meters at feeders was not ensured.
- Villages were declared 100 *per cent* electrified without ensuring fulfilment of prescribed norms/parameters.
- There was an increasing trend of PDCs in BPL category consumers.
- DISCOMs failed to achieve the targets of power for all by March 2019 as well as reduction in AT&C losses as per approved trajectory.

Recommendations

DISCOMs may

- **Evolve a mechanism to identify system strengthening requirements.**
- **Formulate strategic and operational planning based on duly updated system strengthening requirements.**
- **Evolve a mechanism to conduct detailed field survey before formulating Scheme specific DPRs to identify the beneficiaries so that benefits reach intended and targeted beneficiaries.**
- **Develop a system to avoid delay in award and execution of projects.**
- **Ensure completion of the works in future projects within the stipulated time frame to achieve the intended benefits.**
- **Build up a mechanism for proper energy accounting by ensuring metering arrangement at each level.**
- **Take effective steps to reduce the AT&C losses by focussing on energy audit to curb the theft with a targeted approach.**



Chapter-III
Contract Management

Chapter-III

Contract Management

3.1 Contract Management is the process of managing agreements, from their creation through to their execution. It involves selection of adequate procurement method, invitation and finalisation of tenders and awarding of contracts as per laid down procurement procedures, rules and regulations, ensuring financial propriety and timeliness in tendering process.

DDUGJY stipulated appointment of utility-wise project monitoring agency (PMA) and appointment of executing agencies/contractors for awarding the project works on turnkey basis for implementation of the scheme at the level of DISCOMs. For implementation of DDUGJY, the three DISCOMs appointed four agencies (six contracts) for executing the works defined for PMA (including project formulations) at a total award cost of ₹ 18.99 crore against the scheme provision of ₹ 14.03 crore (0.50 *per cent* of total sanctioned cost).

Further, for implementing the 33 projects having combined sanctioned project cost of ₹ 2,805.38 crore (excluding PMA charges), the DISCOMs awarded 47 turnkey contracts for ₹ 2,427.00 crore (excluding the cost of meters provided as free issue items and civil works carried out at substations through CLRC for ₹ 244.11 crore).

The shortcomings noticed in contract management are discussed in this Chapter.

Statutory provisions governing procurement procedures

3.2 The procurement procedures followed by the DISCOMs are governed under certain statutory provisions. Major relevant statutory provisions are discussed as under:

A. Provisions of the RTPP Act, 2012/ RTPP Rules, 2013

3.3 Government of Rajasthan enacted (May 2012) the Rajasthan Transparency in Public Procurement (RTPP) Act, 2012 and notified (January 2013) the RTPP Act, 2012 and RTPP Rules, 2013 to regulate public procurement with the objectives of ensuring transparency, fair and equitable treatment of bidders, promoting competition, enhancing efficiency and economy and safeguarding integrity in the procurement process. The RTPP Act/Rules came into effect from the date of their notification and provisions of the Act/Rules were applicable to all the Public Sector Enterprises owned/controlled by the State Government. Certain relevant provisions of the RTPP Act, 2012/ RTPP Rules, 2013 are given as under:

Methods of Procurement

- **Section 28 provided that a procuring entity may procure a subject matter of procurement (*i.e.* goods, services and works) by means of any of the 10 methods[46].**

Single Source Procurement

- **Section 31 provided that a procuring entity may choose to procure the subject matter of procurement by the method of single source procurement in the circumstances stipulated[47] in this Section. Further, Rule 17 provided that a procuring entity may procure the subject matter by this method, if hiring of the services of consultant or professional is required, for a maximum period of twelve months and up to financial limit of ₹ 12 lakh in each case; or price of subject matter of procurement is administered by the GoR/GoI.**

B. Guidelines/directions of the Central Vigilance Commission (CVC)

3.4 CVC issues directions/guidelines on maintaining transparency in activities of government departments/organisations (including PSUs) from time to time. Certain relevant directions/guidelines are as given under:

Award of work on nomination basis

- **CVC's circular on *'Transparency in Works/Purchase/ Consultancy contracts awarded on nomination basis'* stipulated (9 May 2006) that open tendering is the most preferred mode of tendering and award of tender on nomination basis should be done only in inevitable circumstances. CVC, through an office order, reiterated (5 July 2007) that tendering process or public auction is a basic requirement for the award of contract by any Government agency as any other method, especially award of contract on nomination basis, would amount to a breach of Article 14 of the Constitution guaranteeing right to equality, which implies right to equality to all interested parties.**

Besides, procurement is to be carried out in accordance with the provisions of Purchase Manual, Works Manual and other circulars/orders issued by the DISCOMs from time to time.

Appointment of agencies for formulation and monitoring of projects

3.5 Clause 11 of Chapter-II (Project Formulation and Implementation) under DDUGJY guidelines provided that an appropriate Project Management Agency (PMA) shall be appointed preferably utility-wise/DISCOM-wise to assist them in project management ensuring timely implementation of the

46 (a) Open Competitive Bidding; (b) Limited Bidding; (c) Two stage Bidding; (d) Single Source Procurement; (e) Electronic Reverse Auction; (f) Request for Quotations; (g) Spot Purchase; (h) Competitive negotiations; (i) Rate Contract; (j) any other method of procurement notified by the State Government satisfying the principles of procurement contained in this Act and which the State Government considers necessary in public interest.

47 A particular prospective bidder having exclusive rights in respect of subject matter; owing to sudden unforeseen event, there exists an extremely urgent need; procurement of additional supplies/services for standardization; extension of existing contract; national security interests; artistic subject matter; confidentiality of subject matter; *etc.*

project. The Government of India will provide 100 *per cent* grant towards expenditure incurred on PMA as per provision in the scheme *i.e.* up to 0.50 *per cent* of cost of works. The DISCOM has to bear any cost beyond 0.50 *per cent* of the sanctioned project cost, if any, from own resources for deployment of PMA. It further provided that the DISCOM can select any PMA from CPSUs or through open bidding as per their policy/ guidelines. In continuation of the guidelines of DDUGJY, the Ministry of Power, Government of India issued (January 2017) other guidelines *i.e.* guidelines for Project Management Agency for DDUGJY (PMA guidelines). The PMA guidelines reiterated the need for appointing an appropriate PMA for assisting DISCOMs in formulating projects, conducting bidding process and monitoring the physical as well as financial progress of DDUGJY. The activities defined in the scope of work to be executed by PMA consisted of optional activity *i.e*. project formulation work (preparation of NAD and formulation of DPRs) and mandatory activities *viz.* monitoring and coordination of bidding process, project planning and implementation, quality monitoring, updating of MIS and Web Portal and coordination with Nodal Agency/MoP *etc.*

After issuance of DDUGJY guidelines, Jaipur DISCOM initiated (December 2014) efforts for appointment of an agency for DPR formulation and project management work on nomination basis. Later, Jaipur DISCOM decided (February 2015) to deploy a separate PMA for its projects and accordingly, it continued to appoint an agency on nomination basis by restricting its work to formulation of DPRs only. Jodhpur DISOCM also decided (March 2015) to follow the methodology of appointments adopted by Jaipur DISCOM. Accordingly, Jaipur DISCOM and Jodhpur DISCOM nominated (March 2015) WAPCOS Limited (WAPCOS) for formulation of DPRs.

The methodology adopted by Ajmer DISCOM slightly differed from the other two DISCOMs as it formulated the DPRs at its own. Thereafter, each of the three DISCOMs appointed (August 2015 and May 2017) two PMAs *i.e.* (i) an HO level PMA for conducting all mandatory activities (except quality assurance and inspection at field level) and (ii) Circle level PMA for quality assurance and inspection at field level.

The agencies appointed by the DISCOMs for formulation and monitoring of DDUGJY projects and the work orders awarded and expenditure incurred thereon in excess of the funds allocated for PMA are depicted below:

Table 3.1
Appointment of agency for PMA and other services (January 2021)

Purpose (Name of agency)	Jaipur DISCOM		Ajmer DISCOM		Jodhpur DISCOM	
	Value of award	Actual expenditure incurred	Value of award	Actual expenditure incurred	Value of award	Actual expenditure incurred
Formulation of DPRs (WAPCOS) ***(₹ in crore)***	3.53	2.94	-	-	3.27	3.26
HO level PMA (Deloitte Touche Tohmatsu India Private Limited)[48] ***(₹ in crore)***	1.05	1.36	1.04	1.79	1.09	1.61
Circle level PMA (FIPL for Jaipur DISCOM and MTCPL for Ajmer & Jodhpur DISCOMs) ***(₹ in crore)***	2.70	2.63	3.15	3.04	3.16	4.25
Total *(₹ in crore)*	**7.28**	**6.93**	**4.19**	**4.83**	**7.52**	**9.12**
Sanctioned cost of projects *(₹ in crore)*	1027.08		829.35		948.95	
Percentage of PMA/ consultant cost to sanctioned project cost	0.71	0.67	0.51	0.58	0.79	0.96
Percentage of PMA/ consultant cost in excess of Scheme's provision	0.21	0.17	0.01	0.08	0.29	0.46

Audit observed that though DDUGJY guidelines provided for appointment of one PMA for each entity however each of the three DISCOMs appointed separate PMAs for monitoring of their projects at HO level and Circle level. Further, in case of Jaipur DISCOM and Jodhpur DISCOM, the award cost as well as actual cost incurred on PMAs (including cost incurred for DPR formulations) was significantly higher over the amount receivable from the GoI in the form of grant for PMA. Resultantly, these two DISCOMs incurred ₹ 1.79 crore[49] and ₹ 4.37 crore[50] respectively from their own funds till January 2021. As the closure is still in progress, the burden of PMA expenditure will further increase till closure of the Scheme.

The Government accepted the facts regarding PMA charges. The reply was, however, silent on the issue of appointment of separate agencies for HO level and Circle level.

Further, the deficiencies noticed in appointments of project formulation agency/ PMAs are discussed in subsequent paragraphs:

Nomination of WAPCOS in violation of RTPP Act/Rules

3.6 For formulation of DPRs, Jaipur DISCOM identified (December 2014) one CPSU namely REC Power Distribution Company Limited (RECPDCL) and sought its offer for the work of survey and formulation of DPRs as well as Project Management Consultancy services under DDUGJY. After negotiations and revision of scope, RECPDCL offered (17 February 2015) to execute the

48 In the absence of availability of segregated values of award and actual expenditure, the proportionate values have been derived on the basis of sanctioned project costs.
49 ₹ 6.93 crore - ₹ 5.14 crore (*i.e.* 0.5 *per cent* of ₹ 1027.08 crore).
50 ₹ 9.12 crore - ₹ 4.75 crore (*i.e.* 0.5 *per cent* of ₹ 948.95 crore).

work at the rate of 0.75 *per cent* (without using GPS for survey work) and 0.95 *per cent* (using GPS for survey work) of the approved project cost. Thereafter, the Superintending Engineer (Rural Electrification) of Jaipur DISCOM also sought (18 February 2015) offers from another CPSU namely WAPCOS. WAPCOS offered (19 February 2015) to execute the work at the rate of 0.39 *per* cent (without using GPS for survey work) and 0.41 *per cent* (using GPS for survey work) of the approved project cost. The matter was placed (23 February 2015) before Corporate Level Purchase Committee (CLPC). The CLPC, considering the rates offered by WAPCOS on higher side, called its representative in the meeting itself and counter offered to award the work at 0.30 *per cent* of the approved project cost (using GPS for survey work) which was accepted by WAPCOS. Accordingly, Company placed (4 March 2015) the work order on WAPCOS at the agreed rate.

Similarly, Jodhpur DISCOM, without adopting a method from the procurement methods prescribed under the RTPP Act/Rules, depended on the methodology adopted and the rates finalised by Jaipur DISCOM for procurement of services of survey and DPR formulation from WAPCOS. Accordingly, CLPC of Jodhpur DISCOM also awarded (March 2015) the survey and DPR formulation work in favour of WAPCOS at the rate and terms and conditions adopted by Jaipur DISCOM.

Audit observed that Superintending Engineer (Rural Electrification) of Jaipur DISCOM chose WAPCOS on random basis without even obtaining the approval of competent authority. Further, the two DISCOMs (Jaipur and Jodhpur) bypassed the procurement methods stipulated in Section 28 of the RTPP Act without recording the reasons of deviation and ignored the CVC guidelines. Thus, these DISCOMs could not ensure transparency and competitiveness in procurement of services for conducting survey and formulating DPRs.

The Government stated that Jaipur and Jodhpur DISCOMs nominated WAPCOS, being a CPSU, through single source selection as per Rule 176 of GFR 2005.

The reply was not acceptable as Rule 176 of the GFR 2005 allows single source procurement in certain special circumstances with recorded justification which was not done. Further, Rule 17 (1) of the applicable RTPP Rules allows hiring of services of consultant through single source procurement upto the limit of ₹ 12 lakh only while the cost of hiring WAPCOS was ₹ 3.53 crore and ₹ 3.27 crore for Jaipur and Jodhpur DISCOMs respectively. The Scheme guidelines also allow appointment of CPSUs by adopting procurement policy/guidelines of the concerned entity. Therefore, methods prescribed under Section 28 of the RTTP Act should have been followed for appointment of CPSU.

Award of turnkey contracts for implementing DDUGJY projects

3.7 Clause 8 (Mode of Implementation) under Chapter-II (Project Formulation and Implementation) of DDUGJY guidelines provided that the projects shall be implemented on turn-key basis. The turnkey contract shall be awarded by the concerned utilities through e-tendering in accordance with the prescribed Procurement Policy, Standard Bidding Document (SBD) and Technical Specifications being circulated separately by the nodal agency. The

projects have to be awarded within six months of the date of communication of the approval by the Monitoring Committee.

Tender invitation without finalisation of SBD/project approval

3.8 After launch of DDUGJY, REC circulated (June 2015) SBD for full turnkey projects. Subsequently, MoP took (August 2015) a new initiative of mobilising high value sub-transmission and distribution materials under DDUGJY. Accordingly, REC issued (April 2016) modified SBD for partial turnkey execution. Meanwhile Jaipur DISCOMs initiated (November 2015) tendering process for awarding their project. After issue of modified SBD, DISCOMs again invited (May 2016) tenders for supply and erection works on partial turnkey basis and collectively decided (April/May 2016) specifications for procuring free issue items[51] at their level. This also could not materialise due to revision in the process of awarding the contracts by the MoP. Later, REC conveyed (26 July 2016) approval for floating full turnkey contracts for implementing the DDUGJY projects and uploaded (August 2016) SBD on the DDUGJY web portal.

Audit observed that tenders initiated by the DISCOMs without finalisation of tendering mechanism (full turnkey/partial turnkey), technical specifications and SBD did not serve any purpose. Further, Jaipur DISCOM invited (November 2015) the tenders even before project wise/component wise approval (December 2015) of DPRs by the MC. Resultantly, the DISCOMs were forced to scrap the tenders and re-initiate a fresh tendering process.

The Government accepted the facts.

Award of contracts at unreasonable rate without ensuring competent approval/ compliance of BoD directions

3.9 Jaipur and Ajmer DISCOM invited (August 2016) bids for implementation of Dausa (TN-361) and Rajsamand (TN-35) projects respectively. The estimated cost on the basis of prevailing BSR rates were kept at ₹ 51.34 crore and ₹ 55.92 crore respectively. The techno-commercial bids of the single bidders (*i.e.* a Joint Venture of Swastika Electricals and Fertilizers and Vaishno Associates Vidyut Projects and M/s Naolin Infrastructure Private Limited respectively) were opened in September 2016 and October 2016 respectively. Considering the bid responsive, financial bid of single bidders were opened in October 2016 and November 2016 respectively. In both cases, the quoted prices (₹ 74.45 crore and ₹ 77.67 crore) were considered to be on higher side and hence the CLPC of respective DISCOM counter offered (November 2016 and December 2016) ₹ 63.73 crore and ₹ 51.00 crore respectively. The counter offered rates stood at 24.13 *per cent* above net BSR value (₹ 51.34 crore) and at 40.69 *per cent* above net BSR value[52] (₹36.25 crore) respectively. The single bidders accepted (November 2016 and December 2016)

51 In turnkey contracts, the DISCOMs keep a provision as per which certain higher value items viz. distribution transformers, meters, etc. are arranged by the DISCOMs and provided to the turnkey contractors for installation. As such items do not carry any cost for the contractor, these items are termed as free issue items.

52 Net BSR value worked out by the DISCOM by giving impact of galvanization and level-II transformer on supply cost and service tax on erection part.

the offered price and accordingly LoIs were issued (December 2016 and January 2017) in favour of these single bidders.

Similarly, in seven tenders of total 13 subsequent tenders (Phase-II) where single bidder had participated, prices counter offered by the CLPC of Jaipur DISCOM were accepted by the respective bidders.

The DISCOMs after issue of LOIs for Rajsamand and Dausa project placed (February 2017) the matter before respective BoD for its *Ex-post facto* approval along with seven subsequent tenders. The BoD, instead of according the approval, expressed that there existed further scope for reduction in rates and directed the CLPC to re-ascertain the reasonability of rates. It further directed to bring down the rate through negotiation/ counteroffer and to re-invite the tenders in case the rates still remained unreasonable.

Audit noticed that Ajmer DISCOM, on receipt of directions of BoD, counter offered the rate to the L1 bidder of Rajasamand project. The counter offered rate was 6.84 *per cent* lower than the rate on which LoI was issued. The counter offered rate was accepted by the bidder. Further, the CLPC of Jaipur DISCOM, despite the fact that the directions of its BoD were equally applicable for all the eight cases (*i.e*. Dausa and seven cases of subsequent tender having single bid), reassessed the reasonability of rates in seven cases only (except Dausa) and accordingly furthered its negotiations with the bidders in these seven cases for the rates so reduced in reassessment. As a result of reassessing the reasonability of rates and offering the reduced rates in these seven cases, the price was reduced by 9.12 *per cent* with total saving of ₹ 26.81 crore as the counter offered rates were accepted by the respective bidders.

Audit observed that:

(i) In case of Rajsamand and Dausa, the respective DISCOM did not obtain the mandatory approval of the next higher authority (BoD of the respective DISCOM) as required under RTPP Act/ Rules in case of receipt of single bid.

(ii) Since the BoD did not accord its *post facto* approval for Dausa project and passed common directions for all the cases placed before it, CLPC of Jaipur DISCOM was required to reassess reasonability of rate for Dausa also. However, it ignored/ misinterpreted the directions of BoD as no such exercise was ensured.

The Government accepted the facts and stated that LoIs were issued in favour of single participating bidders subject to ratification of decision by the BoD. It further stated that as per directions of the BoD, Ajmer DISCOM renegotiated for Rajsamand project, however, Jaipur DISCOM did not hold renegotiation for Dausa project as two other contracts were awarded at the same rate after negotiation held by CLPC. Further, *ex post facto* approval had already been granted (9 February 2017) by the BoD for Dausa project.

The fact thus remained that the DISCOMs did not follow the due procedure which ultimately resulted in renegotiation with bidders. Further, the reply was factually incorrect as the BoD did not grant *ex post facto* approval for Dausa project. Instead, it directed for re-ascertaining the reasonability of rates for all the eight cases placed before it which was not ensured for Dausa project.

Deficiencies in award and execution of turnkey contracts

Infructuous expenditure of ₹ 1.18 crore on installations of M&P boxes

3.10 DDUGJY Guidelines stipulates that the installation of meters at sub-stations, feeders, distribution transformers and consumers is important to ensure seamless accounting and auditing of energy at all levels in the distribution system. Further, clause 19 of the Standard Bidding Documents (SBD) and Guaranteed Technical Parameters (GTP) adopted by DISCOMs for invitation of tenders for implementation of DDUGJY projects stipulated that 25 KVA and 40 KVA three Phase Distribution Transformers were to be installed, with Meter and Protection (M&P) Box[53] having provision for installation of meter.

Scrutiny of records of Jaipur and Ajmer DISCOMs disclosed that all the 30 Turnkey Work (TW) contracts (23 projects) awarded for implementation of DDUGJY *inter alia* provided for installation of 2745 DTs (Jaipur: 1,421 DTs[54] and Ajmer: 1324 DTs[55]) with M&P Box.

Audit noticed that Jaipur and Ajmer DISCOMs prepared and implemented all their projects without keeping provision for metering on the DTs installed under DDUGJY. Besides, the DISCOMs did not frame any other plan to install meters on the existing DTs/newly installed DTs. Audit observed that Jaipur and Ajmer DISCOMs did not adhere to the approved SBD and GTP which was not only the gross violation of DDUGJY guidelines but also led to non-ensuring energy accounting and audit.

There was no use of installing M&P box on the DTs installed under DDUGJY, since Jaipur and Ajmer DISCOMs did not keep provision for DT metering as stated in **paragraph 2.13.7**. Audit observed that against the awarded quantity, 1,040 DTs (25 KVA/40 KVA) had been installed by Jaipur DISCOM till January 2021 of which 727 DTs were installed with M&P boxes by incurring expenditure of ₹ 0.84 crore[56] and rest 313 DTs were installed without M&P boxes for which deductions had been done from the running bills. In Ajmer DISCOM, 298 DTs (25 KVA/40 KVA) were installed upto December 2020. None of these 298 DTs had M&P box, however, deduction of ₹ 0.34 crore[57] was not made by Ajmer DISCOM towards supply of DTs without M&P box. While in Jodhpur DISCOM, no three phase DT was involved so provision for M&P box was not required.

Thus, Jaipur and Ajmer DISCOMs incurred infructuous expenditure of ₹ 1.18 crore on M&P boxes as M&P boxes installed in Jaipur remained unutilized whereas Ajmer DISCOM did not recover cost of M&P boxes from the running bills of the contractors. Besides, Ajmer DISCOM did not initiate action against

53 As per GTP, M&P Box is an outdoor type cabinet and to be supplied as complete unit suitable for fixing an energy meter and modem along with a 'triple pole Moulded Case Circuit Breaker' (MCCB).

54 107 Nos. 25 KVA and 1,314 Nos. 40 KVA three phase capacity.

55 1,111 Nos. 25 KVA and 213 Nos. 40 KVA three phase capacity.

56 Separate rate of M&P box is not stipulated in the work contract; hence expenditure has been worked out on the basis of Standard Issue Rate of M&P Box available with Jaipur DISCOM (*i.e.* ₹ 11,511 per M&P box) for 727 DTs of Jaipur DISCOM.

57 298 M&P boxes X ₹ 11,511

the officials responsible for releasing payment without ensuring supply of M&P boxes.

The Government stated that the expenditure on M&P boxes cannot be considered infructuous as these shall be required for purpose of energy accounting and prevention of energy theft in future. Further, Jaipur DISCOM had recovered ₹ 0.40 crore from concerned contractors for not providing M&P boxes with DTs. It further stated that the matter will be examined in Ajmer DISCOM and necessary deduction will be made for non-providing M&P boxes with DTs.

The reply was not convincing as procurement of M&P boxes with DTs would not serve any purpose as the DISCOM had not prepared any plan for metering on DTs. Hence, the expenditure incurred on this account was infructuous. The matter as regards to recovery from the contractors as well as disciplinary action against official responsible for releasing payment without ensuring supply of M&P boxes along with distribution transformers was, however, pending (June 2022) in Ajmer DISCOM.

Irregular release of Price Variation towards copper wound DTs

3.11 REC issued (August 2016) final SBD with the condition that the DISCOMs may modify the SBD/specifications with the approval of the State Level Standing Committee (SLSC). SLSC approved (14 July 2016) the modifications/ amendments proposed by the DISCOMs in the SBD. Section IV of Volume I (General Conditions of Contract) provided that the contract price shall be as specified in the Contract Agreement and it shall be subject to adjustment in accordance with the provisions of Appendix 2 (Price Adjustment) to the Contract Agreement. As per Appendix 2, price adjustment was to be allowed only for specifically prescribed equipment/ materials/ items[58]. This was to be done as per stipulated formulae and prices of all other equipment/ materials/items were to remain firm as such no price adjustment were to be applicable. The DISCOMs initiated (August 2016) tendering process on the basis of modified SBD and awarded (between November 2016 and May 2017) contracts for all the projects where SBD (including Appendix-2 of SBD) formed part of the work orders/contracts in all cases.

During review of records, it was noticed that the three DISCOMs procured 68,114 single phase copper wound DTs worth ₹ 425.14 crore under DDUGJY till September 2020 as detailed under:

Table: 3.2
Status of single phase copper wound distribution transformers procured under DDUGJY

Capacity of DT	Jaipur DISCOM		Ajmer DISCOM		Jodhpur DISCOM	
	Quantity (in Nos.)	Value (₹ in crore)	Quantity (in Nos.)	Value (₹ in crore)	Quantity (in Nos.)	Value (₹ in crore)
5 KVA	0	0.00	6787	70.14	12797	58.44
10 KVA	0	0.00	2512	16.26	14997	88.25
16 KVA	17101	135.09	9534	34.66	4386	22.30
Total	**17101**	**135.09**	**18833**	**121.06**	**32180**	**168.99**

58 ACSR conductor, Power Transformer (Copper Wound), Distribution Transformer (Aluminium Wound), Cables, Steel Structure and indoor/outdoor Switchgears (including Circuit Breakers, RMU, Sectionaliser and Isolators).

Against supply of these DTs, contractors during a review meeting, requested (April 2018) the management of Jaipur DISCOM to allow price variation (PV) on these DTs. Jaipur DISCOM sought (April-May 2018) clarifications from REC regarding applicability of PV on such DTs. REC clarified (May 2018) that as per provisions of the SBD, PV is approved for aluminium wound DTs only. It further clarified (June 2018) that the SBD was approved from committee appointed by the MoP and modifications in SBD for allowing copper wound DTs may not be permissible now. It further stated that the DISCOM may however modify such specifications as per their requirement approved by SLSC. Further, the Contractors requested (March 2019) the management of Jodhpur DISCOM to allow price variation (PV) which was not responded to.

Jaipur DISCOM, despite previous clarifications, requested (April 2019) REC to allow price adjustment for copper wound DTs installed under DDUGJY. Jaipur DISCOM mentioned that copper wound DT procured (October 2016 to January 2019) by it involved heavy price escalation ranging upto 22.56 *per cent*. However, request of Jaipur DISCOM remained un-responded to till February 2021. Resultantly, Jaipur DISCOM did not release any PV on this account to the contractors till February 2021.

Ajmer DISCOM contrarily decided (June 2018) to allow price adjustment on single phase copper wound DTs on the pretext that REC had allowed price adjustment for transformers and the copper wound DTs are included in the specifications finalised by the DISCOM. Accordingly, Ajmer DISCOM released ₹ 8.45 crore to the contractors on account of PV on copper wound DTs till September 2020.

Audit observed that despite knowing about non-existence of provision for allowing PV on copper wound DTs in the SBD issued by REC and modified with the approval of SLSC, Ajmer DISCOM did not make any effort to obtain clarification/approval of the competent authority on the issue and on its own decided to allow PV on the copper wound DTs against the provisions of the work orders/contracts awarded to the contractors. Ajmer DISCOM did not even consult the sister concerns (Jaipur DISCOM and Jodhpur DISCOM) to reach a unanimous/uniform decision on the issue. Resultantly, Ajmer DISCOM irregularly incurred ₹ 8.45 crore against the provisions laid down in respective work orders/contracts.

The Government stated that Ajmer DISCOM has been directed to review the decision of CLPC at competent level and to intimate the result thereof within 30 days. However, no subsequent reply was furnished till November 2021.

Conclusion

- The DISCOMs did not comply with the provisions of RTPP Act/ Rules and directions/guidelines issued by the CVC while procuring services of consultants/ PMA and awarding turnkey contracts for implementation of DDUGJY projects.
- The DISCOMs, without providing for DT metering, placed turnkey contract having provision for installation of DTs along with M&P boxes. In the absence of metering provision, M&P boxes installed (₹ 1.18 crore) under DDUGJY remained idle.

- Ajmer DISCOM contravened/misinterpreted the provisions of SBD issued by REC and approved by the SLSC and released ₹ 8.45 crore in favour of the turnkey contractors towards price variation on supply of single phase copper wound DTs without competent approval.

Recommendations

DISCOMs may

- **Strengthen its procurement process to ensure compliance of provisions laid down under the RTPP Act/Rules, CVC's directions/guidelines, GoI Scheme and other mandatory norms.**
- **Ensure disciplinary action against the officers responsible for violating tendering norms and releasing extra payment towards price variation.**



Chapter-IV

Monitoring & Quality Assurance Mechanism

Chapter-IV

Monitoring & Quality Assurance Mechanism

Monitoring and Supervision

4.1 Monitoring and supervision of implementation of the Scheme was to be done at different levels. DDUGJY guidelines provided a single tier monitoring mechanism.

DISCOMs Level	• DISCOMs shall create a dedicated team for implementation of projects to ensure smooth implementation, monitoring and to redress grievance of public and public representatives of the project areas. • An officer of the rank of Chief Engineer will be designated as Nodal Officer from the dedicated team who will be responsible for implementation of the scheme in accordance with the prescribed guidelines, providing all necessary information including physical & financial progress related to the projects, will arrange to get relevant orders/clearances from the State Government, enhance level of awareness and redress grievances of public & public representatives in the project areas.
State Level	• State shall constitute SLSC for Monitoring progress, ensuring quality control and to resolve issues relating to implementation of sanctioned projects viz. allocation of land for sub stations, right of way, forest clearance, railway clearance, safety clearance *etc*.
National Level	• REC shall monitor physical and financial progress of the projects including quality of works. • REC shall deploy Third Party services of outside agencies/manpower for concurrent evaluation of project implementation.

The shortcomings noticed in monitoring and supervision of implementation of DDUGJY in the State are discussed below:

Involvement of District Electricity Committee

4.2 Pursuant to the MoP order dated 1 April 2015, to institutionalize the system of consultation with public representatives, GoR notified (15 May 2015) District Electricity Committee[59] (DEC) for each district in the State to review

59 Senior most Sitting Member of Parliament (MP) in the District- Chairperson, Other Sitting MP- Co-chairperson, District Collector/Magistrate- Convenor, District Panchayat President/ Sabhapati- Member, Sitting MLAs of the district- Member, Senior most representative of CPSUs of Power, Coal and NRE Ministry if located in the concerned district- Member and Chief Engineer/Superintending Engineer DISCOM- Member Secretary.

and monitor the implication of all Central Schemes in the power sector. The main objective of formulation of DEC was to actively engage public

representatives throughout the life cycle of the project from its formulation to execution and monitoring. Further, DEC was required to be consulted in preparation of DPR and to monitor the implementation of scheme *i.e.* review of quality of power supply, consumer satisfaction, promote energy efficiency and energy conservation in the district. It was to be ensured by the Member Secretary that requisite meetings take place and a quarterly report of the holding of the meeting was also required to be sent to REC.

Audit noticed that Jaipur and Jodhpur DISCOMs did not consult DEC before formulation of original DPRs (Jaipur DISCOM- nine projects, Jodhpur DISCOM- one project). Further, DEC was not consulted in the preparation of 13 revised DPRs (Jaipur DISCOM- one project, Ajmer- two projects and Jodhpur DISCOM- 10 projects). Besides, Jaipur and Ajmer DISCOMs did not conduct any subsequent quarterly meeting whereas in Jodhpur DISCOM only five meetings (four in Jaisalmer project and one in Bikaner project) were conducted between March 2017 and July 2018.

Thus, due to these infrequent meetings of DECs, the very purpose of constituting the DEC *i.e.* involvement of public representative throughout the life cycle of the project from formulation to execution and monitoring was defeated. Further, all the three DISCOMs violated the directions of the MoP, GoI by not conducting the quarterly meetings of DEC regularly.

The Government accepted that DEC meetings were not convened as per the prescribed schedule. It further stated that involvement of administrative authorities and public representatives was ensured through periodic/monthly meetings held by the concerned District Collectors at circle level. Further, progress of works was also apprised to the public representatives during their field visits.

The reply was not acceptable as the DISCOMs did not ensure holding of quarterly meetings of DEC separately which was violation of the DDUGJY guidelines. Hence, the very purpose of constituting the DEC was defeated.

Non-submission of physical progress to SLSC

4.3 As per the DDUGJY guidelines, SLSC were required to monitor the progress of the sanctioned works. Audit noticed that initially, the DISCOMs reported (between June 2017 and October 2018) the physical progress of the works executed under DDUGJY to SLSC. Thereafter, the physical progress of the works was not found submitted to the SLSC. As a result, the very purpose of constituting the SLSC *i.e.* to monitor the progress and to ensure quality of the works executed was defeated.

The Government accepted the fact that physical progress of works was not submitted regularly to SLSC.

Audit is of the view that non-submission of regular progress reports defeated the very purpose of constituting the SLSC. Further, deliberations/directions of SLSC could have helped the DISCOMs in taking up prompt and effective measures for addressing the constraints in execution of the scheme.

Shortcomings noticed in execution of works have been discussed in **Chapter-II and III** whereas lapses in monitoring and supervision are discussed below:

Quality Assurance Mechanism

4.4 The guidelines for quality assurance provide the following mechanism:

DISCOMs

- Sole responsibility and accountability for assuring quality of the works executed under DDUGJY.
- Formulation of a detailed comprehensive Quality Assurance (QA) plan for the works to be carried out under DDUGJY with an objective to create quality infrastructure works.
- QA and Inspection Plan shall be integral part of the contract agreement with turnkey contractor or equipment supplier and erection agency.
- Ensuring the quality of materials/equipment's supplied at site and execution of works carried out at field in accordance with Manufacturing Quality Plan (MQP)/Guaranteed Technical Particulars (GTP) and Field Quality Plan (FQP)/Approved Drawings/Data Sheets respectively.
- Quality Assurance documentation

REC

- Outsource independent agency(ies) designated as REC Quality Monitors (RQM) to ensure quality of materials procured.
- Verify quality of works carried out under the DDUGJY.
- RQM shall carry out pre-dispatch inspection of six materials randomly in a single lot containing minimum 10% materials at manufacturer works.
- RQM shall also verify quality of works carried out in the Project.

Performance of DISCOMs in quality assurance

4.5 As per the quality assurance guidelines issued by MoP, DISCOMs (Project Implementation Agency) were solely responsible and accountable for assuring quality of the works to be carried out under the Scheme.

The shortcomings noticed in evolving an effective and efficient quality assurance mechanism by DISCOMs are discussed below:

Quality Assurance Plan

4.6 For an effective and efficient quality assurance mechanism, DISCOMs were required to formulate a detailed comprehensive Quality Assurance (QA) Plan with an objective to create quality infrastructure works.

Audit noticed that DISCOMs instead of preparing QA Plan themselves before awarding the works, outsourced (March/May 2017) the work of QA Plan to the PMAs appointed by them. Audit further noticed that PMA of Ajmer and Jodhpur DISCOMs submitted the QA Plan in May 2017 and October 2017 whereas PMA of Jaipur DISCOM submitted the QA Plan in December 2017. QA Plans submitted by these PMAs *inter-alia* included quality control mechanism, quality control methodology by PMA, guidelines for quality control during construction, Check List for Quality Assurance and Formats for inspection *i.e.* for field quality inspection as well as for Monthly Progress Report.

Audit observed that DISCOMs could not ensure effective implementation of quality assurance plan as regards quality assurance checks and testing of

material used in works execution, as several deficiencies in this respect were noticed, as discussed in subsequent paragraphs:

Quality Assurance Checks

4.7 Guidelines of Quality Assurance (QA) stressed upon strict compliance of QA checks i.e. 100 *per cent* pre-dispatch inspections of all materials, verification of villages with all infrastructure and quality of material as well as erection of works in the field relating to all 66/11 or 33/11 kV sub stations (New & Augmented) as per Manufacturing Quality Plan (MQP)/Approved Drawings/ Technical Specifications/ Datasheet/ Guaranteed Technical Particulars (GTP)/ Field Quality Plan (FQP)/ approved survey drawings/layout. Further, 100 *per cent* verification of all released connections to BPL HHs, all the created feeders and material utilised as well as works done in metering, villages under Saansad Adarsh Gram Yojana and system strengthening was to be done under the scheme.

Audit noticed that the DISCOMs and the concerned turnkey contractors of the projects were responsible to ensure strict compliance of the quality checks during day to day course of project execution.

Audit observed that the PMAs, in their monthly progress reports, pointed out huge number of non-conformities in execution of the works. These defects mainly included not using earthing rod, loose stay wire on distribution transformer pole, improper filling of pits of poles, erection of poles at lesser depth, not using galvanised insulated wire, fixing of cable without clamps *etc.* Further, instances of poor quality of material used in releasing electricity connection to BPL beneficiaries were also noticed as few items of the kit were either not provided or the kit items were found in broken condition as discussed in **paragraph 6.5.** This indicated that the DISCOMs and the concerned turnkey contractors did not adhere to the QA guidelines of 100 *per cent* verification of village infrastructure adequately to ensure quality of works executed under DDUGJY as per MQP/ Datasheet/ GTP/ Approved Drawings/Technical Specifications and FQP.

The Government stated that 100 per cent pre-dispatch inspections of material were carried out and infrastructure was created as per GTP/ specifications/ drawings. The new electricity connections to BPL beneficiaries released and material used were also checked and defective material was replaced by the firms. Further, all the non-conformities observed by PMA had already been rectified.

The reply did not address the issue highlighted in audit as PMAs pointed out huge number of non-conformities which reflected that verification of village infrastructure was not done as per the QA guidelines.

Testing of material used in implementation of DDUGJY

4.8 In addition to the condition of 100 *per cent* quality check during pre-dispatch inspections, Clause 21A of General Conditions of Contract (GCC) provide for sample test of the material received in store at Central Testing Laboratory (CTL) of each DISCOM. Further, Clause 21C of GCC provides for random sample test of the material taken from site at CTL. Besides, the technical

specifications of items of material, defined in Volume-III of the Bidding Document, also provides testing of material at CTL. The payment of supply/erection was to be made only after receipt of successful test report from CTL on the samples selected from the material received at the stores.

Audit observed that:

(i) DISCOMs waived (September/October 2017) the requirement of CTL testing for all the materials except three items (DT, AB cable, 2C x 4 cable) required for release of connections under the Scheme on the plea that RHH connections were required to be released expeditiously to achieve the target of power to all latest by March 2018 and quality assurance of material was already being done by the inspecting officers at the vendor's works.

The shortcomings noticed in release of connections to un-electrified RHHs are discussed in **paragraph 2.15**. Audit observed that the orders issued by DISCOMs were ambiguous as the items, wherein the relaxation of CTL testing was waived, were not specified. Due to this ambiguity, the Circle offices of the Jaipur DISCOM had taken different interpretation and hence there was variation in the items picked for not conducting test in CTL. In two selected projects (Bharatpur and Tonk) of Jaipur DISCOM, Audit found that Bharatpur circle did not conduct testing of seven[60] items and nine[61] items upto March 2018 and after March 2018 respectively whereas Tonk circle did not conduct testing of 35 items. Audit also observed that the relaxation was continued even after March 2018 in Jaipur DISCOM.

Further on the request of Bharatpur circle, Turnkey Works (TW) wing waived (August/September 2018) the requirement of testing of items utilised by M/s Voltas Limited under TN-384 *i.e.* 2C x 4 mm sq. XLPE cable (76.327 kMs), AB cable (72.395 kMs) and 16 kVA single phase DTs (200Nos.) in CTL ignoring the fact that no exemption was to be given to these three items as per the prevailing orders. Audit also observed that one of these three items *i.e.* 2C x 4 mm sq. XLPE cable (38 kMs), utilised by M/s Voltas had failed earlier (14 May 2018) during the course of testing in CTL and hence the same was rejected (November 2018). Jaipur DISCOM failed to assure quality monitor checks of QA Plan as it ignored the vital fact of failure of material in testing and waived the requirement of testing in violation of the conditions stipulated in its own order. Thus, Jaipur DISCOM compromised on the quality of material used in execution of works.

Audit further noticed that Ajmer DISCOM did not relax CTL testing even after issue of waiver order and also specified (February 2018) the items for CTL waiver in subsequent order. However, no waiver order specifying the items for CTL testing was found on record of Jodhpur DISOM.

(ii) Moreover, the random samples of material from site were not obtained for testing at CTL in any of the nine selected projects. This indicated that the

60 Suspension clamp with Bracket, Dead end clamps with Bracket Piercing Connector NFCT type A, Piercing Connectors NFC type B, GI Stay set 16 mm, 11 kV VCB Kiosk and 11 kV CT PT set (200/5 Amp.)

61 Suspension clamp with Bracket, Dead end clamps with Bracket, Piercing Connector NFCT type A, Piercing Connectors NFC type B, 11 kV Drop out cum Isolator, ACSR Weasel Conductor, LT Pin Insulator, Weasel PG Clamp and 11 kV End Termination Kit.

DISCOMs did not observe compliance with the provisions of Clause 21C of GCC. Resultantly, the purpose of inserting this clause as an additional check for ensuring quality of material was defeated.

The Government stated that in order to expedite the RHH electrification work and to ensure power for all by March 2018, Jaipur DISCOM waived the requirement of CTL testing for all the materials required for RHH electrification. However, the material was jointly inspected with REC at manufacturers work before dispatch.

The fact remained that Jaipur DISCOM did not comply with the conditions of contract regarding sample testing of material in store at CTL and thus, compromised with the quality of the material used in executing the projects. Further, the reply was silent on the issue of ambiguity in the order issued by Jaipur DISCOM which led to misinterpretation of the orders by its different circle offices. Besides, the Government did not respond on the issue of not ensuring compliance with the provisions of clause 21C of GCC.

Use of material failed at Central Testing Laboratory

4.9 (i) Scrutiny of the records of one of the selected project (Sikar Circle) of Ajmer DISCOM disclosed that M/s Swastika Infra Private Limited (Contractor *formerly known as Swastika Electricals & Fertilizers*) used the material tabulated below, for which dispatch instructions (DI) have been issued by the circle office but subsequently declared as failed during testing in CTL.

Table No. 4.1
Details of items failed during testing in CTL

Sl. No.	Item Name	Date on which DI issued	Quantity for which DI issued (Nos.)	Date of CTL testing	Quantity failed in CTL testing	Date of intimating contractor of rejection/ replacement	Running Bill	Month of claim passed
1	Disc H/W Fittings type 45KN	06.12.18	514	18.02.19	514	03.04.19	RA 11 & 12	March 2019
2	GI Stay set 20*2400 mm	06.12.18	166	18.02.19	166	03.04.19	RA 15 & 17	January & April 2020

Source: CTL Reports and stock register

Audit observed that the Sikar Circle office took 44 days to intimate the Contractor about failure of material in testing at CTL. Meanwhile, the Contractor utilised these items between March 2019 and April 2020 and claimed the same in running bills submitted during this period. This material could not pass the test in CTL as it could not withstand the load. Despite this, the Sikar Circle office instead of initiating action against the contractor, passed (between March 2019 and April 2020) all the running bills and accordingly, released the payment.

The Government stated (June 2021) that the matter will be investigated and corrective measures will be taken by the DISCOMs under intimation to audit. However, further response on the issue has not been furnished till November 2021.

(ii) Similarly, in one of the selected projects (Barmer Lot-II TN-360) of Jodhpur DISCOM, the Circle office issued (21 March 2018) dispatch

instructions for supply of 500 Nos. set of 16mm diameter 2 meter long MS type earthing rods. After receipt of the material (April 2018), M/s Star Rising Energy Private Limited (Contractor) utilised the same for electrification work and claimed (March 2019) it in the running bill. Audit noticed that the Engineer-in-Charge verified the bill and sent (March 2019) it to CPC for payment with remarks that the material has passed the CTL test. Audit observed that the Engineer-in-charge put in incorrect remarks on the running bill as the material had already been declared (September 2018) failed in testing at CTL.

The Government stated that Jodhpur DISCOM had investigated the matter and recovered ₹ 1.46 lakh from the contractor.

The reply did not contain documents in support of investigation carried out against the Engineer-in-Charge as well as recovery effected by Jodhpur DISCOM.

Thus, both the DISCOMs failed to ensure quality of material used in system strengthening works carried out under the Scheme.

Performance of Project Management Agency

4.10 As defined in the guidelines of Project Management Agency (PMA), PMA was responsible for monitoring and coordination of bidding process; project planning and implementation; quality monitoring and MIS & Web Portal updation.

As per the scope of work stipulated in the work order of PMAs, PMAs were required to monitor the DPR wise monthly physical and financial progress of the scheme, prepare a consolidated report and submit it to DISCOMs for onward submission to REC. The performance of PMAs as regards monitoring of projects implementation physically/financially and monthly reporting thereof is discussed below:

(i) Physical implementation of projects

Scrutiny of records related to tasks assigned to PMAs disclosed that PMA of all the three DISCOMs submitted monthly progress reports (MPR) of the works executed under DDUGJY. Audit analysis of MPRs furnished by M/s Medhaj (PMA appointed in Ajmer and Jodhpur DISCOMs) contain various details as regard to physical progress of works executed, status of material supply and erection, achievement of BPL and APL connections *etc.* Besides this, PMA also submitted status of non-conformities observed by it during verification of DDUGJY works. The updated status of project-wise non-conformities noticed by PMA and their rectification by Ajmer and Jodhpur DISCOMs/ respective turnkey contractors is tabulated below:

Table No. 4.2
Project-wise status of non-conformities observed and rectified as on 30 November 2020

DISCOM	Project Name	No. of non-conformities observed by PMA	No. of non-conformities rectified by turnkey contractors	Non-conformities pending rectification	Percentage of non-conformities pending rectification
Ajmer DISCOM	Ajmer	1968	155	1813	92.12
	Bhilwara	914	0	914	100
	Nagaur	683	0	683	100

	Jhunjhunu	1433	663	770	53.73
	Sikar	1144	602	542	47.38
	Dungarpur	716	37	679	94.83
	Banswara	1984	183	1801	90.78
	Chittorgarh	1528	113	1415	92.60
	Rajsamand	1234	0	1234	100
	Pratapgarh	1205	171	1034	85.81
	Udaipur	1658	0	1658	100
	AVVNL	**14467**	**1924**	**12543**	**86.70**
Jodhpur DISCOM	Jaisalmer	535	436	99	18.50
	Barmer	547	547	0	0
	Jodhpur	816	779	37	4.53
	Bikaner	84	10	74	88.10
	Sriganganagar	73	69	4	5.48
	Hanumangarh	2596	79	2517	96.96
	Churu	594	357	237	39.90
	Sirohi	4672	4130	542	11.60
	Pali	180	93	87	48.33
	Jalore	2188	1	2187	99.95
	JdVVNL	**12285**	**6501**	**5784**	**47.08**

Source: Monthly Progress Reports of PMAs

Audit noticed that the nature of non-conformities reported by PMA included:

- Not providing danger board and lightening arrester on DTR;
- Missing lightening arrester/D.O. set on DTR/Pole and PG clamp not used in jumpering on DTR;
- Bolt not provided to fix isolator base channel and isolator mounted on guarding angle instead of MS channel;
- Earthing clamp not provided for connection to each rod, earthing spike used for VCB not inserted up to required depth in ground and studs not provided to hold VCB structure;
- Lightening arrester not connected, improper erection of pole/conductor, broken/ tilting pole and loose stay wire; and
- Safety norms not followed by turnkey contractors *etc.*

Audit observed that all such non-conformities were reported by PMA in MPRs during October 2017 to November 2020. However, both Ajmer and Jodhpur DISCOMs did not take adequate measures to get these non-conformities rectified through respective turnkey contractors. The performance of both the DISCOMs was extremely poor in rectifying the non-conformities which is evident from the fact that 86.70 *per cent* and 47 *per cent* non-conformities were pending rectification for a period ranging between five months and 35 months (30 November 2020).

Audit also observed that M/s Feedback (PMA of Jaipur DISCOM) only reported the physical progress of works executed under DDUGJY (in soft copy excel format). Detail MPR containing various detail such as status of material supply and erection, achievement of BPL and APL connections, non-conformities in executed works *etc.* was not found on records. In the absence of such details, audit could not vouchsafe the performance of the PMA in carrying out the field inspection for the purpose of verifying and monitoring the quality of works executed under DDUGJY. Further, the performance of Jaipur DISCOM as well

as concerned turnkey contractors as regards rectifying the non-conformities could also not be ascertained.

The Government stated that all the non-conformities observed by PMA of Ajmer and Jodhpur DISCOMs had been rectified. However, non-conformities like installation of Danger plate, lightening arrester etc., were not included in the scope of contractors and hence, these were referred to REC for waiver. It further stated that PMA of Jaipur DISCOM updated the physical progress of works on weekly/fortnightly/Monthly basis on MIS portal of DDUGJY and also provided all the required details in soft copy as well as in hard copy.

The fact remained that Ajmer and Jodhpur DISCOMs did not rectify the defects which were not in the scope of contractors. Further, in case of Jaipur DISCOM, the reply was not convincing as physical progress furnished by PMA did not contain the requisite details as pointed out by Audit.

(ii) Financial progress of works executed

As per the terms and conditions of the work order, the PMAs were also required to recommend the DISCOMs claim for release of fund duly supported by a report on expenditure, progress and constraints, if any, for timely completion of project. Besides, a report to REC, regarding Project Completion and expenditure incurred along with recommendation in accordance with the guidelines was also required to be submitted.

Scrutiny of records disclosed that the status of project-wise expenditure incurred on monthly basis only was uploaded on DDUGJY portal by the PMAs whereas recommendations of PMAs as regards project-wise and item-wise expenditure, constraints in timely completion of projects *etc.*, to be submitted with DISCOM's claims for release of fund were not found on records. Audit observed that PMA of Jodhpur and Jaipur DISCOM did not submit their report on the completed projects and expenditure thereon despite the fact that all projects of Jodhpur DISCOM and nine projects of Jaipur DISCOM were completed between March 2020 and September 2020.

Compliance of RQM by DISCOMs/PMAs

4.11 Under Quality Assurance Mechanism, the compliance of DDUGJY guidelines and adherence to system procedures *etc.* were verified by RQM. DISCOMs were required to carry out compliance of observations raised by RQM and the compliance along with site photographs was to be uploaded on DDUGJY web portal (subsequently on Sakshya portal with effect from September 2019).

(i) Compliance of Inspection Reports

The designated agencies[62] of REC for quality monitors (RQM) carried out inspections time and again with a view to verify the quality of works carried out by DISCOMs under DDUGJY. RQM also submitted the inspection reports for compliance of the shortcomings noticed during field inspections. The status of inspection reports submitted and compliances made by DISCOMs as on 31 December 2020 is depicted in the table below:

62 Jaipur DISCOM-Voyants, Ajmer DISCOM-RECPDCL, Jodhpur DISCOM-RECPDCL.

Table No. 4.3
Status of inspection reports submitted and compliances made by DISCOMs as on 31 December 2020

DISCOM	Category	No. of inspection reports	Date of submission of report ranged between	No. of compliance made	Date of compliance of report ranged between	Time taken for compliance in days ranged between
Jaipur	Village	4	8.1.2020 to 27.1.2020	4	26.6.2020 to 27.8.2020	158 to 213 days
	SS	32	3.9.2019 to 25.2.2020	31	3.12.2019 to 27.8.2020	34 to 355 days
	Feeder	82	30.12.2019 to 8.6.2020	82	30.1.2020 to 8.12.2020	15 to 329 days
Ajmer	Village	424	11.9.2019 to 12.11.2020	303	17.12.2019 to 8.2.2021	25 to 500 days
	SS	70	6.9.2019 to 20.2.2020	70	16.5.2020 to 15.1.2021	115 to 477 days
	Feeder	32	14.10.2019 to 18.2.2020	25	12.2.2020 to 8.2.2021	30 to 484 days
Jodhpur	Village	424	15.7.2019 to 1.4.2020	424	18.11.2019 to 29.6.2020	44 to 334 days
	SS	9	9.1.2020 to 20.2.2020	5	22.2.2020 to 18.11.2020	44 to 297 days
	Feeder	15	13.1.2020 to 20.2.2020	15	3.3.2020 to 20.9.2020	25 to 250 days

Source: Sakshya portal

(ii) Rectification of defects

The nature of defects mentioned in the inspection reports of RQM was categorised as 'Critical', 'Major' and 'Minor'. The faults categorised under 'Critical' and 'Major' in respect of village electrification, Sub-Station (SS) and Feeders as per REC inspection check list were given in **Annexure-4.** Number of defects observed, rectified and pending as per the latest status (January 2021) of Sakshya portal is given in the table below:

Table No. 4.4
Status of No. of defects observed, rectified, pending

DISCOM	Category	No. of defects observed	No. of defects rectified	Defects not in the scope of contractor	Pending defects
Jaipur	Village	1188	40	14	1134
	SS	500	109	377	14
	Feeder	1255	914	341	0
Ajmer	Village	12170	3525	1665	6980
	SS	1720	262	1143	315
	Feeder	687	292	142	253
Jodhpur	Village	6720	4940	1186	594
	SS	221	27	63	131
	Feeder	90	70	20	0

Source: Sakshya portal

Further, the category-wise position of defects observed and rectified was as under:

Table No. 4.5
Category-wise position of defects observed and rectified

(Figure: in numbers)

Category of defect	Jaipur DISCOM			Ajmer DISCOM			Jodhpur DISCOM			Total		
	Village	SS	Feeder	Village	SS	Feeder	Village	SS	Feeder	Village	SS	Feeder
Critical	303	110	570	4048	251	248	2119	35	38	6470	396	856
Major	793	245	579	6898	897	372	3982	119	49	11673	1261	1000
Minor	92	145	106	1224	572	67	619	67	3	1935	784	176
Total Defects	**1188**	**500**	**1255**	**12170**	**1720**	**687**	**6720**	**221**	**90**	**20078**	**2441**	**2032**
Critical	15	45	350	1145	34	92	1486	8	24	2646	87	466
Major	19	45	472	1908	134	165	2962	12	43	4889	191	680
Minor	6	19	92	472	94	35	492	7	3	970	120	130
Total defects rectified	**40**	**109**	**914**	**3525**	**262**	**292**	**4940**	**27**	**70**	**8505**	**398**	**1276**
Critical	288	65	220	2903	217	156	633	27	14	3824	309	390
Major	774	200	107	4990	763	207	1020	107	6	6784	1070	320
Minor	86	126	14	752	478	32	127	60	0	965	664	46
Total Pending Defects	**1148**	**391**	**341**	**8645**	**1458**	**395**	**1780**	**194**	**20**	**11573**	**2043**	**756**
% of defects rectified	3.37	21.80	73.07	28.96	15.23	42.50	73.51	12.22	77.78	42.36	16.30	62.80
Defects not in the scope of work of the Contractor	14	377	341	1665	1143	142	1186	63	20	2865	1583	503
% of defects not in the scope of work of the contractor	1.18	75.40	27.17	13.68	66.45	20.67	17.65	28.51	22.22	14.27	64.85	24.75

Source: Sakshya portal

Audit observed that the shortcomings highlighted in the inspection reports of RQM were rectified with significant delay ranging between 15 days and 500 days. Further, there were large number of defects in each type of work *viz;* village electrification, strengthening/creation of SS and segregation/ construction of feeders during inspections by RQM. This also indicated that the performance of DISCOMs/PMAs, who were responsible and accountable for assuring quality of works executed under DDUGJY, was not satisfactory. Further analysis of defects disclosed that the defects observed in village electrification, strengthening/ creation of SS and segregation/construction of feeder mainly fall under critical[63] and major[64] category. The results of beneficiary survey conducted during the course of Audit also revealed that more than 90 *per cent* surveyed beneficiaries mentioned at least one or more deficiencies in execution of work.

Further, DISCOMs also failed to define the scope of work of the contractors which is evident from the fact that the contractors refused to rectify 4951 defects[65] on the plea that these were not in the scope of work awarded. Audit

63 'Earth terminal as per RE Rules', 'Earthing on every 5th pole' and 'Lightening Arrester'; 'Cradle guard at road/river/line crossing', and 'Type of foundation used not as per scope of work'.

64 'Pole numbering', 'Distribution Box', 'Meter Board', 'Depth of poles', 'Battery terminals not firmly tightened and crimped with lugs'; and 'Indoor cable not properly covered' *etc.*

65 (i) In case of substations, battery, exhaust fan and control panels at control rooms; working platform of 33 KV VCB, substation board, Power supply points, yard gravelling and partition wall feeder breaker panels, transformer breaker panels *etc.*, (ii) in case of feeders, Low Tension Distribution Box (LTDB) and (iii) in case of village level infrastructure, foundation and earthing for all the poles *etc.*

observed that all these defects were still pending rectification and DISCOMs would have to incur extra expenditure on rectifying these defects. Besides, the nature of few works like 'depth of pole', 'type of foundation used' *etc.* cannot be rectified after execution of the works.

Thus, improper monitoring of project implementation activities, insufficient field quality inspections of ongoing projects at the level of PMA and absence of monitoring mechanism at each DISCOM level severely affected the quality of works executed under DDUGJY.

The Government accepted the facts and stated that DISCOMs are in the process of complying with all the observations of RQM which will be uploaded on SAKSHYA portal. It further assured that the RQM observations will be complied with before closure of the contracts.

The fact remained that improper monitoring and inspections affected the quality of project works executed under the Scheme. Further, the reply was silent on the issue of rectifying the defects which were not in the scope of work of the contractors.

Creation of Fixed Assets Register

4.12 The format of Fixed Assets Register prescribed by DISCOMs contains various details such as Circle name, Fixed Assets Group, Assets code, Assets head, Assets name, Division, Sub-division, location, construction year, quantity, gross amount, addition during the year, interest during construction, overhead, Gross book value, quantity deduction, deduction amount, quantity and amount at the end of the Financial Year. Further, as per the PMA guidelines for DDUGJY as well as terms and conditions of the work order, PMAs of all the three DISCOMs were mandatorily required to assist DISCOMs in the addition of the created assets to their asset register.

Audit observed that PMAs of all the three DISCOMs overlooked this mandatory requirement as PMAs did not help the DISCOMs to maintain vital details of the assets created under DDUGJY in the format prescribed for Fixed Assets Register by DISCOMs. In selected projects, Audit observed that the concerned O&M Circle offices maintained the assets creation information in different manner as shown below:

Table No. 4.6
Details of assets created under DDUGJY maintained in selected projects

DISCOM	Project Name	Details of assets maintained	Remarks
Jaipur	Bharatpur	Number of infra items *viz;* SS and lines for two FY 2018-19 and 2019-20	Details such as assets code, assets head, construction year, overhead, gross block value and quantity and value at the end of FY were missing.
	Bundi	Assets report contains details of infra items *i.e.* conductor, cable, pole, transformer and other miscellaneous hardware used in creation of village infra for three FY 2017-18, 2018-19 and 2019-20.	
	Tonk	Number of infra items *viz;* SS and lines for two FY 2017-18, 2018-19 and 2019-20.	

Ajmer	Ajmer Banswara Sikar	Details of village-wise infrastructure created *i.e.* village/ block/ gram panchayat/ habitation name, census code, line length, number of poles, number of DTs.	Details such as assets code, assets head, construction year, overhead, gross block value and quantity and value at the end of FY were missing.
Jodhpur	Barmer	Details of village-wise infrastructure created *i.e.* village/ block/ gram	Details such as assets code, assets head,
	Jalore Pali	panchayat/ habitation name, census code, line length, number of poles, number of DTs.	construction year, overhead, gross block value and quantity and value at the end of FY were missing.

Source: Village infra details maintained at selected projects

Thus, in the absence of vital details, the exact detail and location of assets created under DDUGJY coupled with their value could not be identified. Audit also observed that none of the three DISCOMs maintained Fixed Assets Register for assets other than those created under DDUGJY and this aspect was persistently being qualified by the Statutory Auditors in their Audit Reports in several years in the past. In response to the observation, DISCOMs stated that the assets were voluminous, scattered in field and Fixed Assets Register were under preparation.

The Government accepted the facts and stated that the work of preparing the fixed assets register was under progress and relevant information was being collected from field offices of the DISCOMs.

Conclusion

- DISCOMs did not adhere to the prescribed parameters of monitoring and supervision as meetings of DEC were not conducted to monitor the implementation of the scheme. Further, the progress of works executed was not submitted to SLSC, though envisaged under the scheme.
- DISCOMs could not ensure effective implementation of quality assurance plan as regards quality assurance checks, testing of material used in works execution and also failed in ensuring timely compliance of non-conformities observed by PMAs.
- The performance of DISCOMs/PMAs was not satisfactory as RQM detected large number of defects categorised as critical and major in each type of work executed.
- Improper monitoring of project implementation activities, insufficient field quality inspections of ongoing projects at the level of PMA and absence of monitoring mechanism at each DISCOM level affected the quality of works executed under DDUGJY.

Recommendations

DISCOMs may

- **Critically examine the existing monitoring mechanism and take suitable steps to strengthen it.**
- **Ensure that there is sufficient deterrence, by fixing accountability and responsibility at each level, more specifically for grave lapses like use of CTL failed material.**
- **Evolve a mechanism to ensure rectification of deficiencies in executed works in time.**



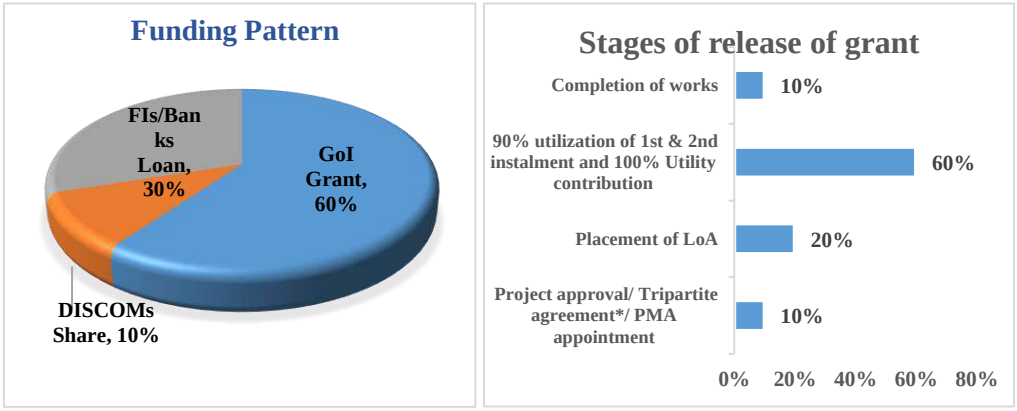
Chapter-V
Funding Mechanism

Chapter-V

Funding Mechanism under DDUGJY

5.1 Under DDUGJY, States have been categorized in two groups[66]. For the second category States, the quantum of support of GoI in the form of grant was 60 *per cent* of the sanctioned project cost. The funding mechanism of the scheme and stages of release of grant by GoI are shown in the charts below:

Chart No. 5.1
Funding Mechanism under DDUGJY



***Tripartite agreement among the REC, GoR and DISCOMs.**

The projects were to be completed within a period of 24 months from the date of issue of Letter of Award (LoA) by the DISCOMs. The GoI was to provide additional grant (15 *per cent* of the project cost) on achievement of prescribed milestones *viz.* timely completion of the scheme, reduction in AT&C losses as per trajectory finalised by MoP and upfront release of admissible revenue subsidy by the State Government based on metered consumption. Project wise financial progress is detailed in **Annexure-5.**

Status of submission of claims and release of fund

	First instalment	Second instalment
Jaipur DISCOM	**Time taken:** **Submission of claim after project approval: 602 to 939 days** **Release of grant: 38 to 82 days from submission of claim**	**Time taken:** **Submission of claim after award of project: 319 to 483 days** **Release of grant: 52 to 58 days from submission of claim**
Ajmer DISCOM	**Time taken:** **Submission of claim after project approval: 594 days** **Release of grant: 97 days from submission of claim**	**Time taken:** **Submission of claim after award of project: 131 to 179 days** **Release of grant: 191 days from submission of claim**
Jodhpur DISCOM	**Time taken:** **Submission of claim after project approval: 532 days** **Release of grant:77 days from submission of claim**	**Time taken:** **Submission of claim after award of project: 252 to 419 days** **Release of grant: 48 days from submission of claim**

66 (i) Special Category States (All North Eastern States including Sikkim, J&K, Himachal Pradesh, Uttarakhand) and (ii) Other than Special Category States.

Project wise detail of release of grant by the MoP is shown in **Annexure-6.**

Release of the first and second instalment of grant

5.2 (i) Audit analysis of records related to grant component disclosed that DISCOMs have taken significant time ranging between 532 days and 939 days in furnishing the claims for release of the first instalment of grant from the date of approval of the projects by the MC of MoP. Further, the MoP released the grant with a delay ranging between 38 days and 97 days from the date of submitting claims by the DISCOMs.

Audit observed that the main reason for delay in releasing of the first instalment of grant by MoP was significant time taken (165 days) by the DISCOMs in execution of tripartite agreements from approval of the projects. Further, the DISCOMs took considerable time in appointment of field PMAs (ranged between 297 days and 368 days) from the date of execution of the tripartite agreement. Even after appointing field PMAs, the DISCOMs lodged claim for the first Instalment of grant with REC with a delay ranged between 61 days and 70 days except for Karauli project where the claim was lodged after an abnormal delay of 406 days.

In addition to appointment of field PMAs, REC also directed (July 2016) the DISCOMs to furnish recommendations of the District Electricity Committee (DEC) for the revised DPRs of projects. Audit observed that the Jaipur and Ajmer DISCOMs belatedly furnished recommendations in respect of 19 projects in August 2017 and one project (Karauli) in July 2018. Besides, DEC recommendations in respect of remaining 13 projects[67] were not furnished by the DISCOMs.

(ii) The LoA of all the 33 projects were issued between November 2016 and May 2017, but Jaipur and Jodhpur DISCOM belatedly submitted their claims for release of the second instalment of grant component in January 2018 and February 2018 respectively. Ajmer DISCOM submitted its claim for the second instalment in September 2017 itself but the MoP released (March 2018) the instalment along with other two DISCOMs.

The Government stated that there were three milestones for eligibility of the first instalment. Further, REC intimated the general terms and conditions in April 2016 and thereafter, tripartite agreement was executed. Similarly, claims for the second instalment were lodged after utilisation of the first instalment and achievement of prescribed milestones.

The reply was not convincing as even after execution of tripartite agreement, the DISCOMs took time ranged between 297 and 368 days in appointment of PMA Besides, DISCOMs delayed in furnishing recommendations of DEC on revised DPRs and lodging claims for both the instalments. Further, in case of lodging claim for the second instalment, there was no condition to utilise the first instalment.

67 One project (Swaimadhopur) of Jaipur DISCOM, two projects (Bhilwara and Udaipur) of Ajmer DISCOM and 10 projects of Jodhpur DISCOM.

Release of the third instalment of grant

5.3 REC informed (January 2018) that the third instalment would be released in two equal parts in order to reduce unspent balance with DISCOMs and to ensure efficient fund management. Few new parameters were added for release of each part of the third instalment, besides other parameters, already defined in DDUGJY guidelines for release of the third instalment. These included certificate as regards rectification of quality defects observed by REC, submission of Utilisation Certificate (UC), Audit Report, interest remittance, utilisation of 50 *per cent* of loan component (Part-II) *etc.*

Audit analysis of release of both parts of the third instalment of grant component disclosed that DISCOMs submitted their claims timely and accordingly the MoP released both parts of the third instalment in time after scrutiny/verification of the claims. Audit, however, observed that the prevailing parameters as well as new parameters inserted by the MoP were not found completed on the part of the DISCOMs and accordingly, the MoP, while releasing the grant, deducted an amount of ₹ 181.61 crore[68] on account of non-rectification of quality defects, non-utilising 90 *per cent* of grant released in the first and second instalments as well as State Goods and Service Tax (SGST) claimed by the DISCOMs.

The Government accepted the facts and stated that compliances on the observations of RQM were under progress. Further, DISCOMs had submitted claims as per their eligibility and balance claims will be lodged as per achievement of milestones and approval of SLSC.

Inclusion of ineligible State taxes in award cost

5.4 As per the tripartite agreements executed amongst REC, GoR and DISCOMs, the subsidy shall be restricted to 60 *per cent* of sanction cost or award cost (excluding State and local taxes), whichever is lower. The State and local taxes are not admissible under DDUGJY and are to be borne by the GoR/DISCOMs. The expenditure as per the Project Completion Certificate or the award cost or the cost approved by the MC, whichever is lower, is to be considered as the final cost of the project for the release of the last instalment of 10 *per cent*, after adjusting any excess release made earlier (to limit the subsidy amount to 60 *per cent* of the completed project cost).

The details of project sanctioned cost, award cost, actual expenditure incurred, SGST and maximum eligible grant are given in the table below:

Table No. 5.1

Detail of sanctioned project cost, award cost, actual expenditure as on 31 December 2020

(₹ in crore)

DISCOM	Sanctioned cost*	Award cost	Expenditure incurred	SGST component in expenditure incurred	Expenditure excluding SGST	Grant on SGST portion (60%)
Jaipur	1027.08	965.68	969.52	73.95	895.57	44.37
Ajmer	829.35	829.68	895.35	68.29	827.06	40.97
Jodhpur	948.95	875.75	952.85	72.67	880.18	43.61
Total	**2805.38**	**2671.11**	**2817.72**	**214.91**	**2602.81**	**128.95**

***Excluding PMA charges**

Source: Monthly Progress Reports and information provided by DISCOMs

68 Jaipur DISCOM-₹ 61.55 crore, Ajmer DISCOM-₹ 54.08 crore and Jodhpur ₹ 65.98 crore.

Audit noticed that DISCOMs invited tenders for each project wherein the bidders were required to quote the prices inclusive of taxes and accordingly, the contracts were awarded inclusive of taxes. Further, the DISCOMs lodged claims for total expenditure incurred for release of grant. The total expenditure claimed was also inclusive of State Goods & Service Tax (SGST) at the rate of nine *per cent*. The MoP, while releasing the Part-I and Part-II of third tranche of grant component, deducted the SGST portion from the claims submitted by DISCOMs.

Audit observed that the DISCOMs ignored the mandatory condition of non-admissibility of State and local taxes at the time of award of contracts as well as raising claims on REC. Further, the DISCOMs matched the award value (including SGST) with sanctioned cost of projects instead of matching the award cost (excluding SGST) with the sanctioned cost of projects. Besides, the award value of projects (except in Ajmer DISCOM) reduced further due to reduction in works related to feeder segregation, system strengthening and metering *etc.* Resultantly, against the total sanctioned project cost of ₹ 2,805.38 crore, the award value inclusive of SGST remained ₹ 2,671.11 crore which further reduced to ₹ 2,450.56 crore after excluding SGST component (₹ 220.55 crore). As the expenditure claimed till December 2020 included SGST worth ₹ 214.91 crore, the DISCOMs not only lost the opportunity to execute works under DDUGJY to the extent of value of SGST but were also deprived of grant worth ₹ 128.95 crore.

Thus, deficient approach of DISCOMs in inviting tender despite being aware about inadmissibility of SGST significantly affected the implementation of Scheme in the State.

The Government assured that while planning for future schemes, the audit observation will be kept in consideration.

Inclusion of ineligible underground cable works

5.5 As per DDUGJY guidelines, underground cable works were not to be included in the scope of work. Audit noticed that Jaipur DISCOM requested REC to include underground cable as additional items within the limit of overall project cost which was not accepted (September 2017). However, Jaipur DISCOM carried out underground cable works worth ₹ 48.22 crore without prior approval of the SLSC as well as the MC. On subsequent request (January 2020) of Jaipur DISCOM, REC asked (September 2020) the DISCOMs to furnish approval of SLSC which was not found furnished despite completion of the project works between December 2019 and March 2020.

Audit observed that Jaipur DISCOM carried out the works categorically restricted under the Scheme without prior approval of the MoP. Further, Jaipur DISCOM did not place the issue before SLSC for its approval and hence, could not furnish the mandatory approval of SLSC to REC. This may lead to disallowance of the claim and loss of the grant worth ₹ 28.93 crore.

The Government while accepting the facts stated that Jaipur DISCOM used the underground cable where erection of overhead line was not possible due to right of way constraints, NHAI crossing etc. It further stated that matter will be submitted to MC with the recommendation of SLSC for admitting the claims.

Lack of proper and timely action for closure of the projects

5.6 After completion of the project, DISCOMs were required to furnish Project Completion Certificate in prescribed format, duly signed by Head of DISCOMs, containing the information regarding date of completion, details of major items of works approved and completed, justification for non-completion or shelving of any project component, expenditure against the project with item wise breakup etc. The project completion certificate needs to be submitted to REC for release of final tranche of grant *i.e.* 10 *per cent* of eligible grant component.

Audit noticed that all the 10 projects of Jodhpur DISCOM and nine out of total 12 projects of Jaipur DISCOM were completed between January 2019 and July 2020 and March 2020 and October 2020 respectively. However, the project completion certificates of these completed projects were not furnished (upto December 2020) to REC despite a lapse of a considerable period[69]. Further, all the 11 projects of Ajmer DISCOM were ongoing till December 2020. Audit observed that the main reason for delay in furnishing the project completion certificate was wide variation in approved and executed BOQ for which process of approval of the competent authority was not found completed in nine projects in Jaipur DISCOM and action was not initiated even for a single project in Jodhpur DISCOM. Resultantly, the final tranche of grant was also delayed to this extent.

Thus, lack of proper and timely action for closure of the projects led to delay in release of grant by the MoP.

The Government accepted the facts and stated that the approval of SLSC for variation in scope of works and final BOQs was required before closure of projects. It further stated that RQM compliances are also pending in Ajmer and Jodhpur DISCOMs. Hence, closure of projects in these two DISCOMs would take some time whereas Jaipur DISCOM was expected to complete the closure formalities by September 2021. The status of furnishing closure proposals to REC and approval thereon was awaited (January 2022).

Short receipt of grant

5.7 DDUGJY guidelines provides that 90 *per cent* of the grant component was to be released in three phases viz; approval of the project, award of LoA and utilisation of 90 *per cent* of grant released in previous two phases as well as 100 *per cent* release of DISCOM's contribution. The details of grant due and released by the MoP are given in **Annexure 5.**

It could be seen from the annexure that all the three DISCOMs did not receive the grant in proportion to expenditure incurred on the projects and thus had to deploy their own funds over and above the grant due and after availing the loan of ₹ 774.39 crore as per the scheme guidelines. Audit noticed that as against their own share of 10 *per cent* of projects award cost *i.e.* ₹ 267.11 crore, DISCOMs had so far deployed ₹ 769.42 crore (28.80 *per cent*) *i.e.* ₹ 502.31

69 Delay ranged between 102 days to 721 days and between 77 days to 296 days in case of Jodhpur DISCOM and Jaipur DISCOM respectively.

crore[70] in excess of required share, of which, ₹ 86.87 crore pertains to non/short receipt of grant.

Audit observed that the main reason for non-release of grant by MoP was DISCOMs failure to complete the required formalities at the time of submitting the claims to REC. Audit also observed that REC asked (January 2019) DISCOMs to furnish mandatory conditionality[71] so that the claims for release of grant may be processed. Further, the financial closure process was not taken up for the completed projects despite lapse of a considerable time[72].

Thus, non-completion of mandatory formalities/non-submission of requisite documents and certificates while submitting the claims for release of grant coupled with significant delay in financial closure of projects led to non/short receipt of grant.

The Government stated that DDUGJY had been extended upto March 2021 and project works were completed in time. It further stated that closures were expected to be completed as per timeline provided by GOI.

The fact remained that despite completion of the project works, DISCOMs could not ensure timely completion of financial closure of projects.

Additional grant

5.8 Under DDUGJY, an additional grant *i.e.* 50 *per cent* of loan component was to be provided subject to achievement of prescribed milestones *viz;* (i) timely completion of the scheme, (ii) Reduction in AT&C losses as per trajectory finalized by MoP in consultation with State Governments (DISCOM-wise) and (iii) Upfront release of admissible revenue subsidy by the State Government based on metered consumption.

Audit observed that all the three DISCOMs failed to achieve the prescribed milestones which is evident from the fact that all the 33 projects were completed with significant delay (**discussed in para 2.9**). Further, AT&C losses were also not reduced as per finalised trajectory (**discussed in para 2.20**). Audit also observed that the State Government had also not released tariff subsidy related to agriculture consumers, BPL and small domestic consumers upfront.

Had the DISCOMs achieved the prescribed milestones, they would have become eligible for availing additional grant of ₹ 387.19 crore[73].

70 Jaipur DISCOM-₹ 147.65 crore, Ajmer DISCOM-₹ 180.53 crore and Jodhpur DISCOM-₹ 174.13 crore

71 Recommendation of PMA supported by a report on expenditure, progress and constraints for timely completion of projects, list of completed/ energised/handed over villages, list of substations along with erected infrastructure i.e. DTR Nos., capacity, HT/LT line, certificate regarding compliance of discrepancies observed by Quality Monitors, details of interest earned on subsidy and its remittance, checklist of individual project, proposal for revision in BOQ/recasted DPRs, details of feeder segregation *etc*.

72 Ranged between 77 days to 296 days and 102 days to 721 days in case of Jaipur DISCOM and Jodhpur DISCOM respectively.

73 Jaipur DISCOM-₹ 132.57 crore, Ajmer DISCOM-₹ 119.04 crore and Jodhpur DISCOM-₹ 135.58 crore

The Government stated that all efforts will be made to get additional grant by achieving the prescribed milestones. It further accepted that gap remained in loss reduction as implementation of project works got delayed.

The reply is not satisfactory as DISCOMs failed to achieve the milestones prescribed for eligibility of additional grant within the stipulated time.

Cost overrun

5.9 As per DDUGJY guidelines, the project cost approved by the MC or award cost of the project including price variation, if any, whichever is less, was the eligible cost for determining the grant (including additional grant) under the scheme. Further, any cost overrun after approval of the project by the MC, due to any reason whatsoever, was not eligible for any grant and the cost overrun was to be borne by the DISCOMs or respective State Government.

Audit noticed that the DISCOMs' management was not vigilant to avoid the cost overrun and as a result the projects could not be completed within the awarded cost. Further, the DISCOMs also had not completed the financial closure of the projects and hence audit could not ascertain the exact cost overrun in completed projects. However, considering the expenditure incurred till 31 December 2020, there was cost overrun of ₹ 187.51 crore in 19 projects after allowing the price variation claim on awarded cost as shown in the table below:

Table No. 5.2
Details of projects completed with cost overrun

(₹ in crore)

S. No.	Project	Award Cost	Actual Expenditure	Cost overrun
A	**Jaipur DISCOM**			
1	Alwar	141.77	146.72	4.95
2	Baran	38.54	45.19	6.65
3	Dausa	71.72	82.74	11.02
4	Jhalawar	54.02	65.64	11.62
5	Kota	31.05	39.57	8.52
6	Tonk	61.64	63.42	1.78
	Total A	**398.74**	**443.28**	**44.54**
B	**Ajmer DISCOM**			
1	Banswara	140.05	163.71	23.66
2	Bhilwara	50.02	57.15	7.13
3	Chittorgarh	36.27	39.20	2.93
4	Dungarpur	74.05	91.42	17.37
5	Nagaur	65.21	67.52	2.31
6	Sikar	69.76	72.40	2.64
7	Udaipur	190.36	210.35	19.99
	Total B	**625.72**	**701.75**	**76.03**
C	**Jodhpur DISCOM**			
1	Barmer	457.51	489.37	31.86
2	Bikaner	65.32	72.55	7.23
3	Ganganagar	17.31	26.98	9.67
4	Hanumangarh	57.37	61.32	3.95
5	Jalore	56.29	67.96	11.67
6	Pali	26.93	29.49	2.56
	Total C	**680.73**	**747.67**	**66.94**
	Grand total (A+B+C)	**1705.19**	**1892.70**	**187.51**

Audit observed that the main reasons attributed to cost overrun were absence of field survey before preparation of DPRs as well as conducting survey in piece

meal by the contractors to whom the projects were awarded due to which instances of frequent revision in BOQ were noticed. Further, despite wide reduction in envisaged and approved works under DDUGJY, DISCOMs were not able to complete the projects within the awarded cost.

The Government stated that there would not be cost overrun as a whole in Jaipur DISCOM. It further stated that in Jodhpur and Ajmer DISCOM, for the projects wherein expenditure exceeded the award cost, the revised BOQ would be submitted to SLSC for approval with valid reasons of cost overrun.

The reply did not address the issue of cost overrun in comparison to award cost and the fact remained that the DISCOMs could not contain the actual expenditure within the limits of award cost of respective projects. Moreover, the cost was sanctioned project wise and not DISCOM wise, therefore, as stipulated in the scheme guidelines, any cost overrun after approval of the project by the MC shall not be eligible for any grant. Hence, the expenditure incurred over and above the award cost may have to be borne by the DISCOMs/State Government.

Non-remittance of interest earned on unspent grant

5.10 DDUGJY guidelines provides for DISCOMs to adopt Corporate Internet Banking and all project related payments to the contractors and others were to be done directly from the dedicated bank account. The nature of the account was to be current account with CLTD (Corporate Liquid Term deposit) facility[74]. Further, any interest earned on DDUGJY capital subsidy/grant was required to be remitted to MoP's bank account on regular basis and at least once in a quarter. Besides, DISCOMs were required to take necessary steps to seek exemption from Income Tax Department regarding deduction of Tax at Source by the bank on interest accrued on un-utilized fund under DDUGJY. However, in case of deduction of TDS by bank, DISCOMs were required to claim refund of the deducted amount from Income Tax Department directly while filing annual tax return and remit it to MoP's account.

The details of interest earned on grant, TDS by bank, refund claimed, assessment status and remittance in MoP's bank account are shown in the table below:

Table No. 5.3
Statement of interest earned on grant portion, TDS, position of refund and remittance

(Amount in ₹)

DISCOM	Financial Year	Interest earned on subsidy	Total TDS by bank	Amount Remitted to MoP	Amount of refund claimed	Assessment/ Refund status (Yes/No)
Jaipur	2017-18	70,70,931	7,07,470	-	7,07,470	No
	2018-19	1,15,05,817	11,50,759	63,63,461 (December 2018)	11,50,759	No
				63,53,253 (February 2019)		
	2019-20	18,31,559	1,83,607	17,56,819 (June 2019)	1,83,607	No
				4,00,343		

74 CLTD is combination of Current account and Fixed deposit. As and when the balance in current account exceeds a certain amount, excess amount is transferred to Fixed Deposit account (Sweep) in order to fetch interest on the idle funds.

				(January 2020) 4,21,531 (June 2020)		
	Total	**2,04,08,307**	**20,41,836**	**1,52,95,407**	**20,41,836**	
Ajmer	2017-18	0	0	38,46,258 (October 2018/ including TDS)	0	-
	2018-19	94,56,015	11,64,372		11,64,372	Yes
	2019-20	53,41,718	5,34,172		5,34,172	No
	Total	**1,47,97,733**	**16,98,544**	**38,46,258**	**16,98,544**	
Jodhpur	2017-18	29,28,815	2,92,881	-	2,92,881	Yes
	2018-19	55,36,832	0	-	0	-
	2019-20	20,61,850	4,34,904	84,65,647 (September 2019/ including TDS)		
				20,61,850 (June 2020/ including TDS)	4,34,904	No
	Total	**1,05,27,497**	**7,27,785**	**1,05,27,497**	**7,27,785**	

Source: Bank statements, IT Returns and Tax assessment records of DISCOMs

Scrutiny of records related to operations carried out through dedicated bank accounts of each DISCOM disclosed the following shortcomings:

- None of the DISCOM remitted the interest earned to MoP on quarterly basis.
- While Jaipur DISCOM remitted only ₹ 1.53 crore (excluding TDS) against the interest earned amounting to ₹ 2.04 crore, Jodhpur DISCOM remitted the entire interest amounting to ₹ 1.05 crore irrespective of TDS deducted by the concerned bank. Ajmer DISCOM remitted only ₹ 0.38 crore (including TDS) against ₹ 1.48 crore earned during 2018-20.
- Ajmer DISCOM did not avail CLTD facility upto March 2018 and accordingly, interest was not credited by the bank despite availability of surplus fund (upto ₹ 96.95 crore) during October 2017 to March 2018.
- DISCOMs did not take steps to obtain exemption from the Income Tax Department for non-deducting tax at source and hence the concerned banks deducted TDS on interest earned on unspent balances.

The Government stated that Jaipur DISCOM had obtained exemption from deduction of TDS from the Income Tax Department and Ajmer DISCOM remitted the balance amount of interest earned during 2018-20 in December 2020.

The reply was not convincing as in case of Jaipur and Jodhpur DISCOMs, relevant documents in support of obtaining exemption from Income Tax Department and deposit of interest to the MoP respectively were not furnished along with the reply.

Further, the fact remained that Ajmer DISCOM did not avail CLTD facility on the current account since inception. Since Jodhpur and Ajmer DISCOMs remitted gross interest without obtaining the tax exemption, both the DISCOMs had to bear the amount deducted as TDS till they obtain tax exemption and get a refund.

Conclusion

- DISCOMs lodged claims for release of grant instalments with significant delay. Further, the claims were not supported with required documents/formalities such as execution of tripartite agreements, appointment of PMA, DEC recommendations, compliance of other parameters *i.e.* certificate of rectification of quality defects observed by REC, Utilisation Certificate (UC), Audit Report, interest remittance, *etc.*
- System of calculating/claiming of grant was deficient as claims were lodged inclusive of SGST despite its inadmissibility.
- Despite completion of projects work, closure formalities were not initiated by Jaipur and Jodhpur DISCOMs.
- DISCOMs have to bear the cost overrun due to incurring expenditure in excess of the award cost of projects.

Recommendations

DISCOMs may institute a mechanism to ensure completion of all formalities in a real time manner to avail the scheme benefits and receipt of funds timely.



Chapter-VI
Beneficiary Survey

Chapter-VI

Beneficiary Survey

6.1 To assess the achievement of envisaged objectives of DDUGJY, besides detailed review of records related to projects execution, a beneficiary survey was also carried out in nine selected projects of three DISCOMs.

Methodology adopted for survey

6.2 The methodology adopted for sampling of habitations and households/ beneficiaries for conducting the beneficiary survey is detailed in **Annexure-1.** Audit also prepared a questionnaire for the beneficiary survey and carried out the survey along with the representatives of DISCOMs.

Survey Results

6.3 Accordingly, the beneficiary survey envisaged to cover 566 households/beneficiaries. However, 418 households/beneficiaries could only be surveyed because of vast variations in number of households envisaged for electrification in the DPRs and number of households actually electrified under the Scheme as tabulated below:

Table No. 6.1
Details of habitations/households to be electrified envisaged in DPRs and actually electrified in selected projects

DISCOM	Selected Project/ Circle	HA/Village/ HH included in DPRs and selected for the beneficiary survey		Beneficiary survey conducted in HA/ village/ HH actually electrified under DDUGJY		HA already electrified/ electrified under other Schemes	HH covered from other HA of same village electrified under DDUGJY for beneficiary Survey	
		HA	HH	HA	HH		HA	HH
Jaipur	Bundi	10	51	3	8	7	5	49
	Tonk	10	42	2	14	8	7	49
	Bharatpur	10	59	5	37	5	2	13
	Total (A)	**30**	**152**	**10**	**59**	**20**	**14**	**111**
Ajmer	Ajmer	10	38	0	0	10	3	11
	Sikar	10	70	0	0	10	5	50
	Banswara	10	100	6	55	4	1	10
	Total (B)	**30**	**208**	**6**	**55**	**24**	**9**	**71**
Jodhpur	Pali	3	20	0	0	3	3	17
	Jalore	10	90	2	14	8	5	32
	Barmer	10	96	5	49	5	1	10
	Total (C)	**23**	**206**	**7**	**63**	**16**	**9**	**59**
Grand Total (A+B+C)		**83**	**566**	**23**	**177**	**60**	**32**	**241**

It is evident from the table above that DISCOMs did not carry out the detailed survey before preparation of the Projects DPR and thus included the villages/ habitations/households already electrified. Resultantly, during beneficiary survey Audit surveyed 241 households from 32 habitations wherein

electrification works were carried out under DDUGJY whereas in remaining 28 habitations no electrification work was carried out under DDUGJY.

The outcome of the beneficiary survey on various parameters is given in the **Annexure-7** and discussed below:

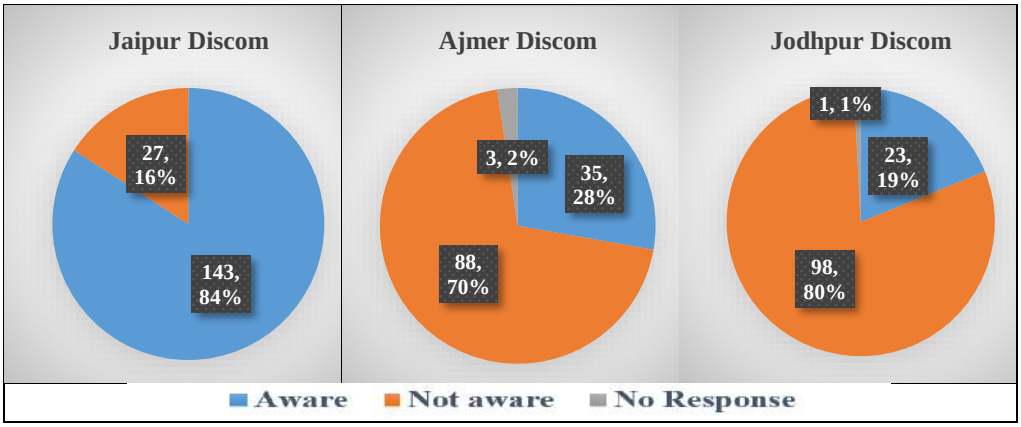
Awareness

6.4 Awareness about a scheme and intended benefits helps potential beneficiaries to take interest in its implementation and is likely to motivate them for better governance in maintenance and management. The DDUGJY guidelines also envisaged creation of a dedicated team and a nodal officer at Discom level for implementation of the Scheme. The dedicated team and the nodal officer were, *inter alia*, responsible for enhancing level of awareness and redressal of grievances of public and public representatives in the project areas. Subsequently, the Energy Department of the Government of Rajasthan also directed (January 2019) the DISCOMs to organise special campaigns to create awareness and to ensure 100 percent household electrification.

Audit, however, observed that DISCOMs did not conduct adequate campaign to raise awareness among the rural population about DDUGJY as depicted below:

Chart: 6.1

Awareness among beneficiaries about any awareness campaign conducted at village level

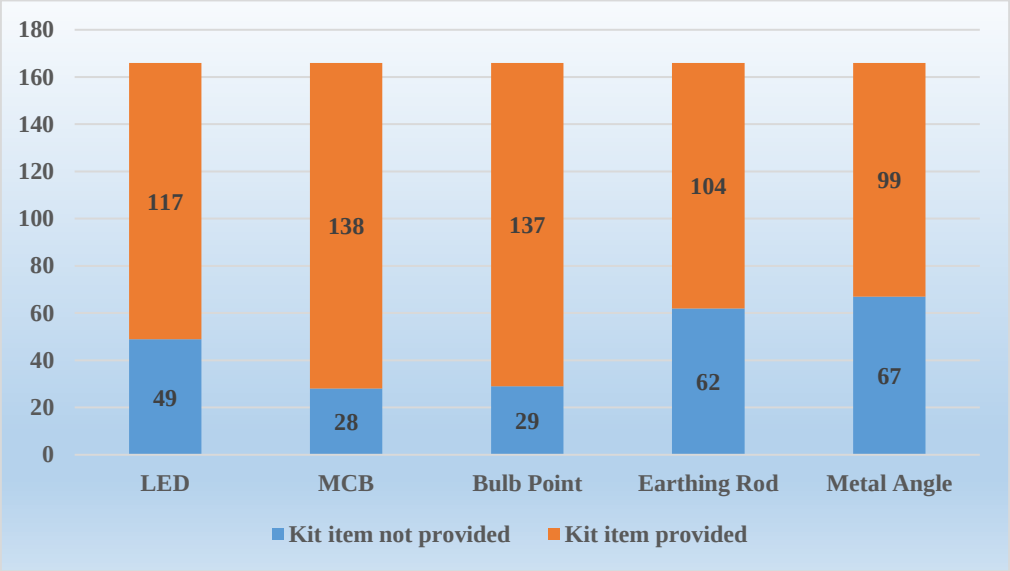


During the survey, 50.96 *per cent* beneficiaries responded that they were not aware about any campaign organised by DISCOMs at village level for creating awareness about DDUGJY.

Providing electrification kit to BPL and quality of material

6.5 As per the terms of 'Tripartite Agreement' among REC, State Government and DISCOMs, the BPL beneficiaries were to be provided a kit having distribution panel, LED, MCB, Metal rod for service line and earthing rod *etc.* free of cost. The performance of DISCOMs was not found satisfactory as number of BPL beneficiaries responded about having not been provided one or more items of the kit as depicted below:

Chart: 6.2
Providing of kit items to BPL beneficiaries



Audit also obtained BPL beneficiary's response on quality of material/kit provided as depicted in **Annexure-7 (B)**. Survey results depicted that the performance of DISCOMs was not satisfactory as in 99 out of 166 cases of BPL beneficiaries, the kit items provided were found in broken condition.

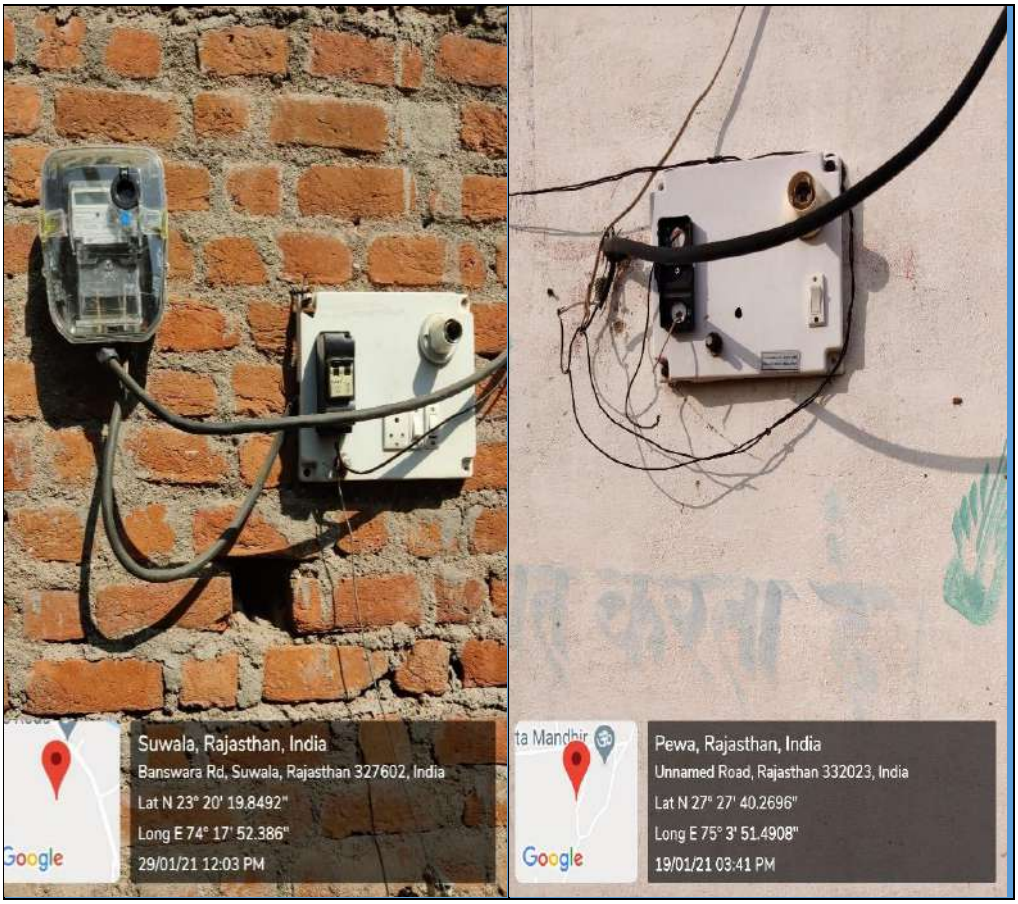
Few instances of poor quality of material/broken kit found during beneficiary survey are shown below:

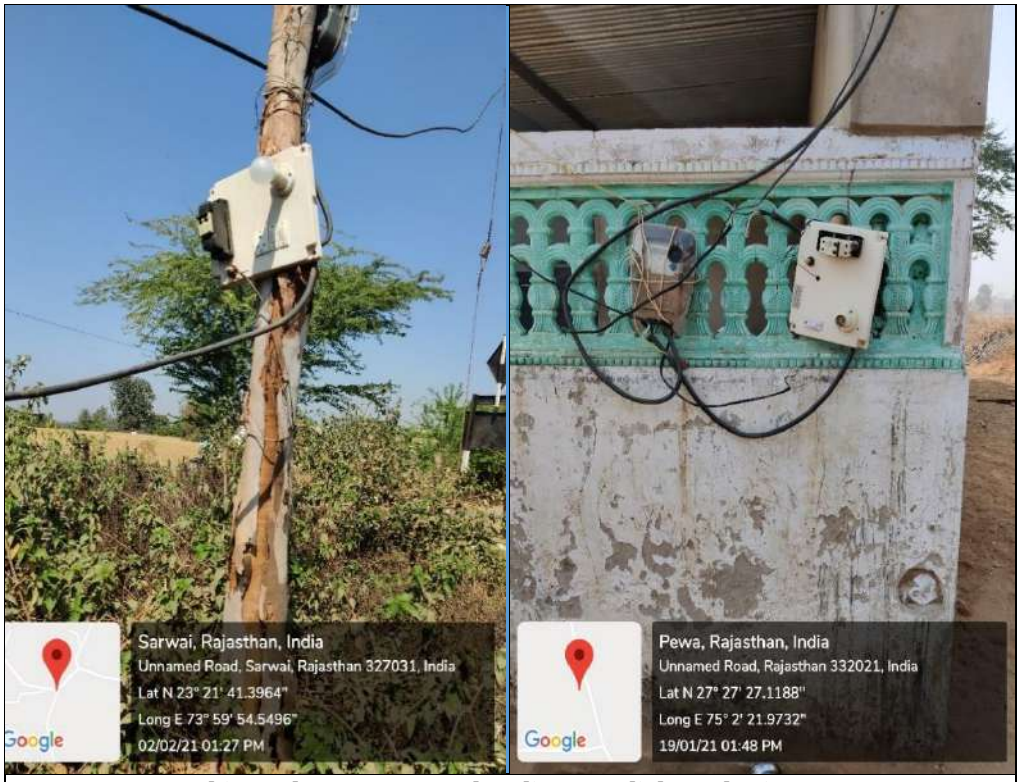




Broken items of the kit

Besides, DISCOMs installed BPL kits outside the dwelling of the beneficiary which exposed the kits to direct sunlight and rainwater. This has also resulted in damage and wearing of items of the kits.





BPL kits and meters exposed to direct sunlight and rainwater

Quality of works executed

6.6 During the course of the survey, various deficiencies in the work executed under DDUGJY such as short/low service line, joint in service line, service line disconnected, unsealed meter, broken meter cover, meter display not working, meter on pole, damaged meter, disconnected output wire from meter, improper earthing, no stay/loose stay on pole, improper earthing on transformer pole, etc. were also noticed. The deficiencies noticed in selected projects are summarised as under:

Table 6.2
Deficiencies in executed works

Project	No. of beneficiaries	Deficiencies noticed						
		Any one deficiency	Service Line	Meter	Earthing	Poles	Other	Marking on infra-structure
Bharatpur	50	50	0	2	50	0	0	0
Bundi	57	57	0	5	57	4	2	3
Tonk	63	63	1	40	63	3	0	0
Ajmer	11	9	0	2	8	0	2	2
Banswara	65	37	1	19	21	1	6	3
Sikar	50	46	2	42	45	1	1	9
Barmer	59	59	0	0	59	0	0	0
Jalore	46	46	0	0	46	0	0	2
Pali	17	16	0	0	16	0	0	0
	418	**383**	**4**	**110**	**365**	**9**	**11**	**19**

It could be seen that more than 90 *per cent* surveyed beneficiaries made complaint of at least one or more deficiencies. Such high rates of deficiencies reflect that not only the work executed by the Contractors was found sub-standard but also the PMAs failed to perform their duties properly.

A few instances of deficiencies found during the survey are shown below:



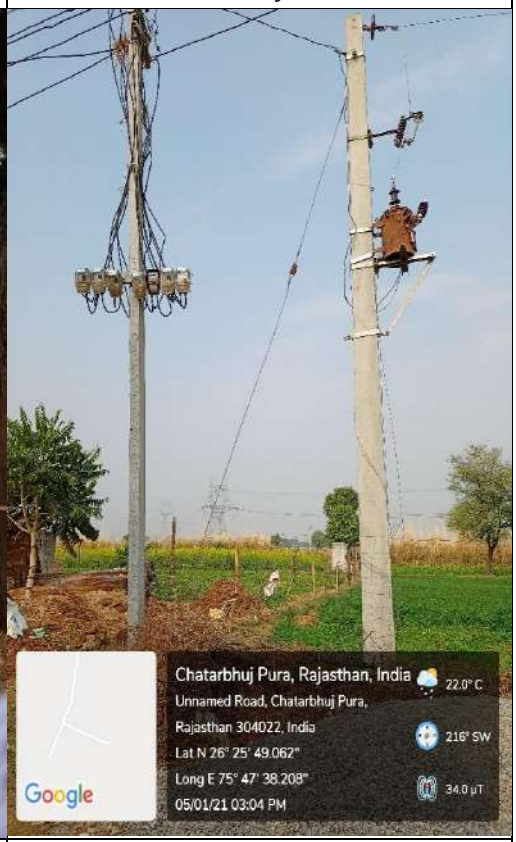
Broken meter cover and no output of supply



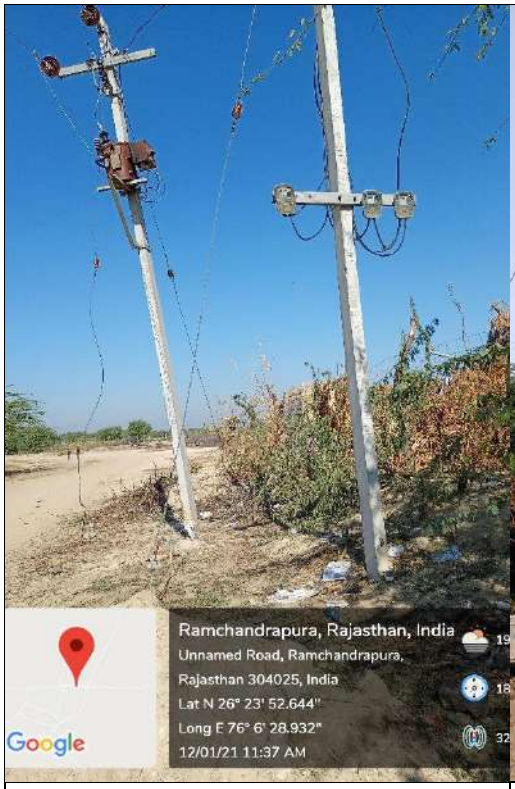
Loose stay wire



Service cable was very low and not upto main dwelling of the beneficiary in Sikar District



Meters on poles in Tonk District



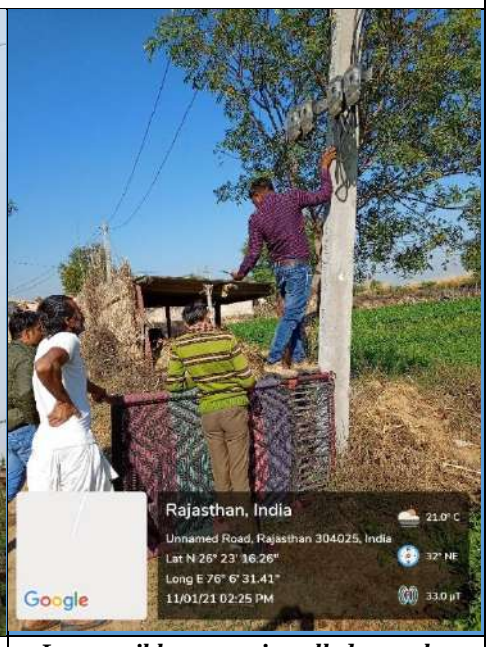
Un-approachable meters on poles in Tonk District



Bend in pole

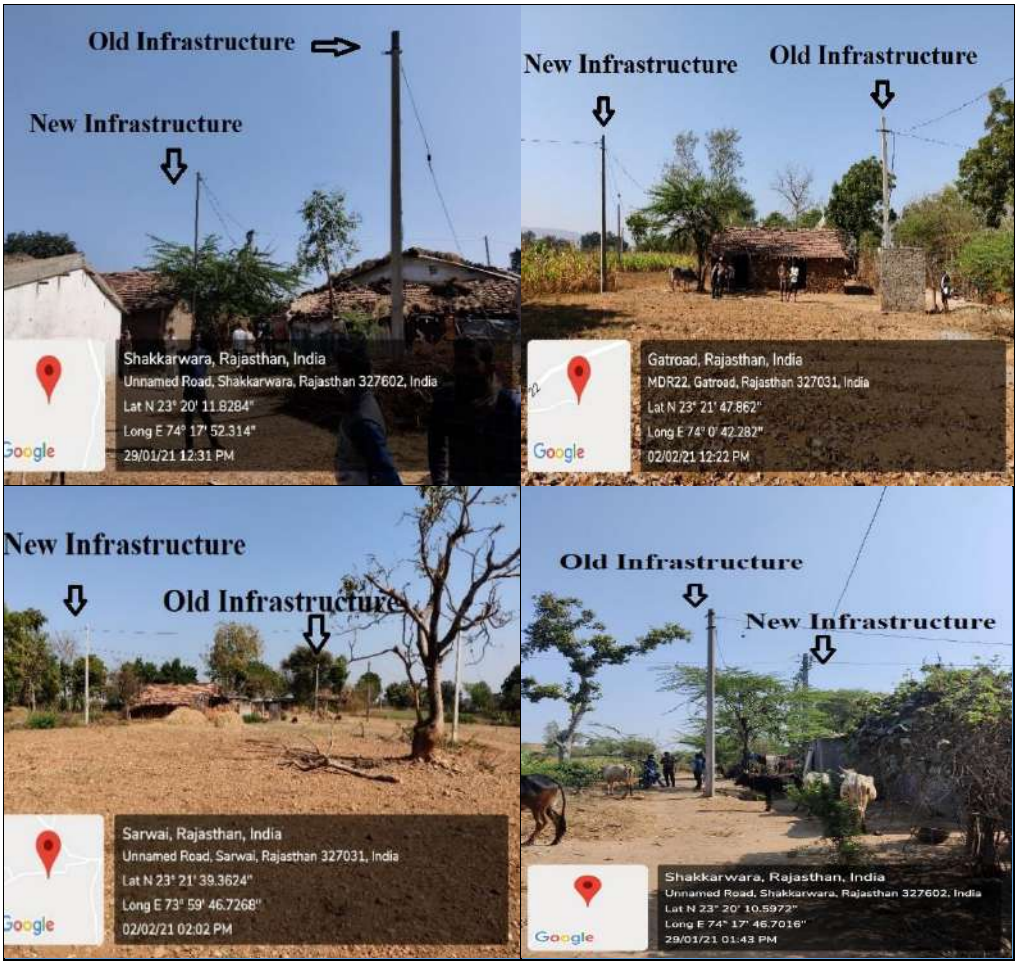


Non replacement of stolen transformer



Inaccessible meters installed on poles

In one of the selected project (Banswara), Ajmer DISCOM created new infrastructure (lines and poles) for issuing connections under DDUGJY despite the fact that the required infrastructure was already available in the area as shown below:

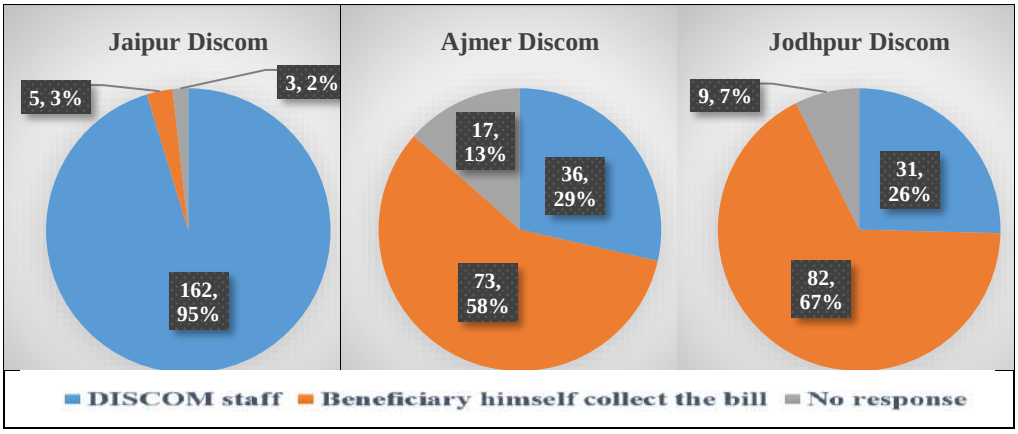


Billing efficiency

6.7 To evaluate the efficiency of DISCOMs in taking meter reading, distribution and correctness of the bills issued, response of the beneficiaries was also obtained.

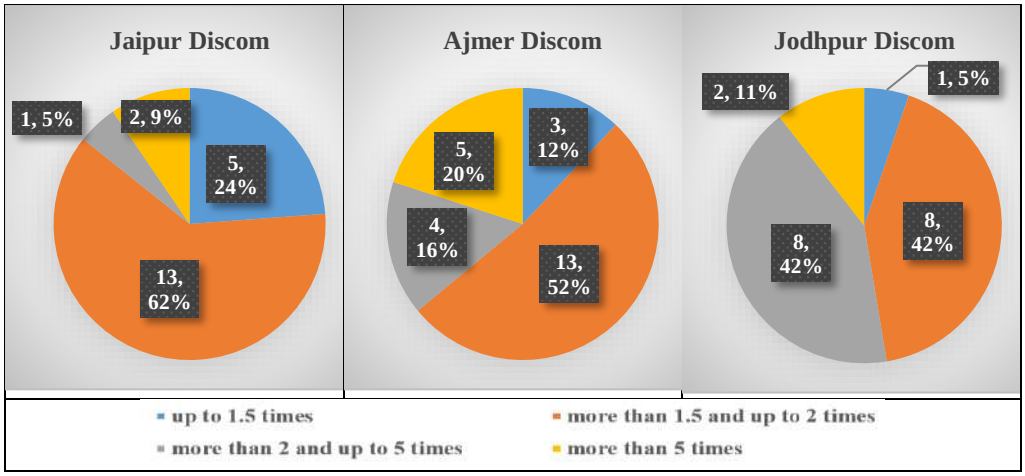
Results revealed that the DISCOMs have not made sufficient arrangements for distribution of bills to the beneficiaries as 160 out of 418 beneficiaries responded that bills were not being delivered up to the premises of the beneficiaries and they themselves were collecting bills from DISCOM's offices and other places. The DISCOM wise position is depicted below:

Chart: 6.3
Distribution of electricity bills to the beneficiaries



Further, the performance of DISCOMs as regards accuracy of meter reading and issue of correct bill was not found good as instances of issuance of bills of more than the meter reading were noticed during survey as depicted below:

Chart: 6.4
Billed units more than actual reading



It was noticed that out of 418 surveyed beneficiaries, electricity consumption billed by the DISCOM was more than consumption readings appearing in the meters at the time of the Survey in case of 65 beneficiaries.

Inaccurate high billing may result in non-payment of bills and may lead to disconnection in cases of economically backward consumers.

Redressal of grievances

6.8 Survey responses also revealed that despite the above mentioned deficiencies, the redressal of consumer grievances was also not satisfactory as out of 76 beneficiaries who registered complaints, only 55 beneficiaries responded that their complaints were attended satisfactorily as depicted below:

Table 6.3
Status of grievance redressal

Project	**No. of beneficiaries**	**Redressal of consumer complaints**		
		Complaints made	**Complaints redressed**	
		Nos.	**Yes**	**No**
Bharatpur	50	3	1	2
Bundi	57	1	1	0
Tonk	63	12	11	1
Ajmer	11	2	1	1
Banswara	65	1	1	0
Sikar	50	1	0	1
Barmer	59	28	12	16
Jalore	46	19	19	0
Pali	17	9	9	0
Total	**418**	**76**	**55**	**21**

Quality of power supply

6.9 DDUGJY guidelines envisaged that DISCOMs should ensure availability of power to achieve the target of 24 x 7 power supply for non-agricultural consumers progressively in rural areas. The status of power supply to non-agricultural consumers in the sample population surveyed was as under:

Table 6.4
Status of electricity supply to non-agricultural consumers

Project	No. of beneficiaries	Electricity supply to non-agricultural consumers in rural areas			
		7-12 Hours	13-18 Hours	19-24 Hours	No response
Bharatpur	50	46	4	0	0
Bundi	57	0	41	16	0
Tonk	63	0	10	53	0
Ajmer	11	0	2	8	1
Banswara	65	15	22	28	0
Sikar	50	0	17	32	1
Barmer	59	0	1	58	0
Jalore	46	14	0	32	0
Pali	17	0	0	16	1
Total	**418**	**75**	**97**	**243**	**3**

It could be seen that the DISCOMs could not achieve the target of 24 x 7 power supply envisaged in the scheme.

The Government assured to rectify the shortcomings and to make efforts for providing quality supply of power, ensuring billing efficiency, resolving consumer grievances in time etc.

Conclusion

Results of the beneficiary survey in the surveyed sample revealed following shortcomings in the implementation of DDUGJY in the State:

- Absence of detailed survey prior to formulation of project reports caused identification/estimation of village/beneficiaries on unrealistic/ unreliable data.
- Adequate awareness program was not conducted to create awareness about the scheme in the beneficiaries.
- All the materials of the tool kit were either not provided or were found in damaged condition.
- Instances of incorrect billing and non-redressal of beneficiaries' grievances were noticed.

Recommendations

DISCOMs may

- **Evolve a mechanism to identify the beneficiaries prior to implementation of schemes.**
- **Institutionalise and strengthen the system to avoid incorrect billing and non-redressal of grievances.**
- **Take immediate steps to rectify the deficiencies of works executed.**

JAIPUR
The 28 September 2022

(ATOORVA SINHA)
Accountant General
(Audit-II), Rajasthan

Countersigned

NEW DELHI
The 29 September 2022

(GIRISH CHANDRA MURMU)
Comptroller and Auditor General of India



Annexures

Annexure-1

(Referred to in Para 1.7 at Page 4 and Para 6.2 at Page 73)

Selection of sample for the performance audit

A. Sampling of projects for detailed audit

There are three DISCOMs (Jaipur, Ajmer and Jodhpur DISCOMs) in the State to distribute electricity in the 33 districts of the State. All the three DISCOMs are owned and controlled by the Government of Rajasthan. The DISCOMs had prepared and approved 33 projects (*i.e.* one project for each district) under DDUGJY. The project cost approved by the Monitoring Committee, MoP, GoI for 33 projects submitted by the three DISCOMs of the State ranged between ₹ 23.46 crore and ₹ 469.84 crore.

In view of above, two types of strata *i.e.* geographical strata and financial strata were prepared. The geographical strata were prepared to ensure coverage of implementation of DDUGJY throughout the State. Therefore, during selection of sample, three projects were selected from each DISCOM.

Similarly, the financial strata were prepared for coverage of projects on the basis of value of projects approved in DPRs and accordingly, three sub strata (*i.e*. projects having approved project cost upto ₹ 50 crore, from ₹ 50 crore to ₹ 100 crore and ₹ 100 crore and above) were prepared and one project from each sub strata of each DISCOM were selected. Thus, total nine projects were selected and records relating to implementation of these projects are to be reviewed at concerned Circle offices.

DISCOM wise details relating to sampling of nine projects is given below:

(₹ in crore)

DISCOM	Total number of projects	Number of selected projects	Sanctioned project cost of all the projects	Name and type of relevant strata	Sanctioned project cost of selected projects
Geographical strata			**Financial strata**		
Jaipur DISCOM	12	3	1027.08	1. Bundi (upto ₹ 50 crore); 2. Tonk (from ₹ 50 crore to ₹ 100 crore); and 3. Bharatpur (₹ 100 crore and above)	208.16
Ajmer DISCOM	11	3	829.35	1. Ajmer (upto ₹ 50 crore); 2. Sikar (from ₹ 50 crore to ₹ 100 crore); and 3. Banswara (₹ 100 crore and above)	244.73

Jodhpur DISCOM	10	3	948.95	1. Pali (upto ₹ 50 crore); 2. Jalore (from ₹ 50 crore to ₹ 100 crore); and 3. Barmer (₹ 100 crore and above)	568.53
Total*	**33**	**9**	**2805.38**		**1021.42**
PMA charges**	NA	NA	14.03		**5.11**
Grand Total	**33**	**9**	**2819.41**		**1026.53**
Percentage of selection		**27.27**			**36.41**
***Except PMA Charges** ****PMA charges at the rate of 0.50 *per cent* of project cost**					

B. Sampling of habitations and households/ beneficiaries for conducting beneficiary survey

Besides detailed review of records relating to approval and execution of selected projects, a beneficiary survey was conducted to assess the achievement of the objectives envisaged in DDUGJY. The beneficiary survey included the households/beneficiaries covered under DDUGJY for electrification. As the Detailed Project Reports (DPRs) of the projects specified habitation wise coverage of rural households to be electrified under a Revenue Village[75], habitation wise beneficiaries/ rural households were selected.

The DPRs of nine selected circles/projects envisaged electrification of 374127 rural households under 16811 habitations. In view of involvement of large number of habitations and rural households and manpower and time constraint, a sample was drawn from the habitations as well as households covered under DDUGJY in selected nine projects as given under:

- 10 habitations were selected from each of the selected project (except one project *i.e.* Pali where all the three habitations covered under DDUGJY were selected as number of total habitations covered was less than 10) by adopting stratified random sampling without replacement (SRSWOR) method. Thus, total 83 habitations having 1093 households/beneficiaries were selected.
- As number of households covered under these selected habitations ranged between one and 150, 10 households were selected from those habitations wherein number of households covered under DDUGJY was 10 or more. Further, in those habitations where number of households covered under DDUGJY was less than 10, all the available households were selected. Out of 1093 beneficiaries pertaining to the selected habitations, 566 households/beneficiaries were covered in the beneficiary survey.

75 A Revenue Village is a small administrative region, a village with defined borders. One revenue village may contain one or more habitations (*i.e.* cluster of households).

DISCOM wise Project wise detail of total number of habitations and households covered under DDUGJY, number of habitations selected for the beneficiary survey and number of households involved and household selected from the selected habitations is given below:

(Figures in Numbers)

DISCOM	**Selected Project/ Circle**	**Total coverage of the project**		**Habitations selected for the beneficiary survey**	**Households covered under DDUGJY for the selected habitations**	
		Habitations	**Households**		**Total**	**Selected for the beneficiary survey**
JVVNL	Bundi	18	98	10	51	51
	Tonk	140	1033	10	42	42
	Bharatpur	256	2317	10	61	59
	Sub-Total (1)	**414**	**3448**	**30**	**154**	**152**
AVVNL	Ajmer	350	1618	10	38	38
	Sikar	484	3184	10	70	70
	Banswara	2397	78624	10	381	100
	Sub-Total (2)	**3231**	**83426**	**30**	**489**	**208**
JdVVNL	Pali	3	20	3	20	20
	Jalore	2372	42756	10	153	90
	Barmer	10791	244477	10	277	96
	Sub-Total (3)	**13166**	**287253**	**23**	**450**	**206**
Grand Total (1+2+3)		**16811**	**374127**	**83**	**1093**	**566**

Annexure-2

(Referred to in Para 2.8 at Page 11)

Statement showing delay in award of contracts and completion of the projects by DISCOMs (as on December 2020)

DISCOM	Sl. No.	Name of Project	Date of submission of DPR to SLSC	Date of approval by SLSC	Date of online submission to REC	Date of approval of MC	Date of issue of LoA	Delay in awarding the project	Progress of completion of the project		
									Date of completion	Date of closure	Delay in completion
Jaipur	1	Alwar (Lot I)	N/A	20-07-15	31-07-15	10-12-15	10-03-2017	276	11-03-2020	Pending	367
		Alwar (Lot II	N/A	20-07-15	31-07-15	10-12-15	10-03-2017	276	16-03-2020	Pending	372
	2	Baran	N/A	20-07-15	31-07-15	10-12-15	10-03-2017	276	30-09-2020	Pending	570
	3	Bharatpur	N/A	20-07-15	31-07-15	10-12-15	27-01-2017	234	31.03.2021	Pending	794
	4	Bundi	N/A	20-07-15	31-07-15	10-12-15	10-03-2017	276	20-03-2020	23.09.2021	376
	5	Dausa	N/A	20-07-15	31-07-15	10-12-15	02-12-2016	178	11-07-2020	Pending	587
	6	Dholpur	N/A	20-07-15	31-07-15	10-12-15	10-03-2017	276	14.07.2021	Pending	857
	7	Jaipur (Lot I)	N/A	20-07-15	31-07-15	10-12-15	02-12-2016	178	25-12-2019	Pending	388
		Jaipur (Lot II)	N/A	20-07-15	31-07-15	10-12-15	06-02-2017	244	20-03-2020	Pending	408
		Jaipur (Lot III)	N/A	20-07-15	31-07-15	10-12-15	18-11-2016	164	10-03-2020	Pending	478
		Jaipur (Lot IV)	N/A	20-07-15	31-07-15	10-12-15	06-02-2017	244	10-03-2020	Pending	398
	8	Jhalawar	N/A	20-07-15	31-07-15	10-12-15	10-03-2017	276	30-06-2020	23.09.2021	478
	9	Karauli	N/A	20-07-15	31-07-15	10-12-15	10-03-2017	276	31.12.2020	23.09.2021	662
	10	Kota	N/A	20-07-15	31-07-15	10-12-15	10-03-2017	276	21-03-2020	25.08.2021	377
	11	Sawaimadhopur	N/A	20-07-15	31-07-15	10-12-15	27-01-2017	234	15.10.2020	25.08.2021	627
	12	Tonk	N/A	20-07-15	31-07-15	10-12-15	27-01-2017	234	22-06-2020	25.08.2021	512
Ajmer	13	Ajmer	N/A	20-07-15	31-07-15	10-12-15	24-03-2017	290	31.03.2021	Pending	738
	14	Banswara (Lot-I)	N/A	20-07-15	31-07-15	10-12-15	28-03-2017	294	31.03.2021	Pending	734
		Banswara (Lot-II)	N/A	20-07-15	31-07-15	10-12-15	28-03-2017	294	31.03.2021	Pending	734
	15	Bhilwara	N/A	20-07-15	31-07-15	10-12-15	28-03-2017	294	31.03.2021	Pending	734
	16	Chittorgarh	N/A	20-07-15	31-07-15	10-12-15	21-04-2017	318	31.03.2021	Pending	710
	17	Dungarpur	N/A	20-07-15	31-07-15	10-12-15	30-03-2017	296	31.03.2021	Pending	732
	18	Jhunjhunu	N/A	20-07-15	31-07-15	10-12-15	21-03-2017	287	31.03.2021	Pending	741
	19	Nagaur	N/A	20-07-15	31-07-15	10-12-15	28-03-2017	294	31.03.2021	Pending	734
	20	Pratapgarh	N/A	20-07-15	31-07-15	10-12-15	17-03-2017	283	31.03.2021	Pending	745
	21	Rajasmand	N/A	20-07-15	31-07-15	10-12-15	17-03-2017	283	31.03.2021	Pending	745
	22	Sikar	N/A	20-07-15	31-07-15	10-12-15	28-03-2017	294	31.03.2021	Pending	734
	23	Udaipur (Lot-I)	N/A	20-07-15	31-07-15	10-12-15	04-05-2017	331	31.03.2021	Pending	697

DISCOM	Sl. No.	Name of Project	Date of submission of DPR to SLSC	Date of approval by SLSC	Date of online submission to REC	Date of approval of MC	Date of issue of LoA	Delay in awarding the project	Progress of completion of the project		
									Date of completion	Date of closure	Delay in completion
		Udaipur (Lot-II)	N/A	20-07-15	31-07-15	10-12-15	10-03-2017	276	31.03.2021	Pending	752
		Udaipur (Lot-III)	N/A	20-07-15	31-07-15	10-12-15	04-05-2017	331	31.03.2021	Pending	697
Jodhpur	24	Barmer (Lot-I)	N/A	20-07-15	31-07-15	10-12-15	14-03-2017	280	14-07-2020	01.10.2021	488
		Barmer (Lot-II)	N/A	20-07-15	31-07-15	10-12-15	03-03-2017	269	31-07-2020		516
		Barmer (Lot-III)	N/A	20-07-15	31-07-15	10-12-15	14-03-2017	280	11-09-2019		181
		Barmer (Lot-IV)	N/A	20-07-15	31-07-15	10-12-15	14-03-2017	280	11-09-2019		181
		Barmer (Lot-V)	N/A	20-07-15	31-07-15	10-12-15	07-02-2017	245	01-04-2019		53
		Barmer (Lot-VI)	N/A	20-07-15	31-07-15	10-12-15	03-02-2017	241	01-06-2019		118
		Barmer (Lot-VII)	N/A	20-07-15	31-07-15	10-12-15	14-03-2017	280	16-04-2019		33
	25	Bikaner	N/A	20-07-15	31-07-15	10-12-15	07-02-2017	245	22-03-2020	23.09.2021	409
	26	Churu	N/A	20-07-15	31-07-15	10-12-15	25-01-2017	232	19-07-2019	23.09.2021	175
	27	Sriganganagar	N/A	20-07-15	31-07-15	10-12-15	25-05-2017	352	25-11-2019	01.10.2021	184
	28	Hanumangarh	N/A	20-07-15	31-07-15	10-12-15	25-01-2017	232	20-09-2020	01.10.2021	604
	29	Jaisalmer	N/A	20-07-15	31-07-15	10-12-15	09-12-2016	185	31-03-2019	23.09.2021	112
	30	Jalore	N/A	20-07-15	31-07-15	10-12-15	22-02-2017	260	31-03-2020	23.09.2021	403
	31	Jodhpur (Lot-I)	N/A	20-07-15	31-07-15	10-12-15	22-12-2016	198	20-05-2019	01.10.2021	149
		Jodhpur (Lot-II)	N/A	20-07-15	31-07-15	10-12-15	22-12-2016	198	23-03-2020	01.10.2021	457
	32	Pali	N/A	20-07-15	31-07-15	10-12-15	22-12-2016	198	10-01-2019	23.09.2021	19
	33	Sirohi	N/A	20-07-15	31-07-15	10-12-15	17-02-2017	255	03-03-2020	01.10.2021	380

Annexure-3

(Referred to in Para 2.11 at Page 13)

DISCOM-wise details of physical works sanctioned/awarded *vis-à-vis* actually completed upto 31 March 2021

Sl. No.	Particulars	Unit	Jaipur DISCOM		Ajmer DISCOM		Jodhpur DISCOM		Rajasthan	
			Sanctioned and awarded	Actual completion	Sanctioned and awarded	Actual completion	Sanctioned and awarded	Actual completion	Sanctioned and awarded	Actual completion
1	33/11KV New Sub-station	No.	107	117	85	96	16	17	208	230
2	Augmentation of existing sub-stations	No.	0	0	0	75	5	5	5	80
3	Distribution Transformers	No.	8831	18840	12036	23167	18217	33086	39084	75093
4	Feeder Separation	No.	1351	992	769	325	431	181	2551	1498
5	LT Line	CKM	3805.58	4613.81	7087.97	14334.58	11789.45	25331.36	22683.00	44279.75
6	11 KV Line	CKM	5623.98	3146.83	5338.52	5218.61	10451.93	11390	21414.43	19755.44
7	33 & 66 KV Line	CKM	966.00	960.82	818.70	701.64	146.00	89.46	1930.70	1751.92
8	Energy Meter - Consumers	No.	290065	138084	397055	217409	274707	234345	961827	589838
9	Energy Meter-11 KV Feeders	No.	3235	1380	2740	679	2587	123	8562	2182

Annexure-4

(Referred to in Para 4.11 at Page 58)

Statement showing faults categorised under 'Critical' and 'Major' in respect of village electrification, Sub-Station (SS) and Feeder

Village/Feeder Inspection
• **Critical: (HT/LT)- Proper** tensioning of overhead conductor; Cradle guard at road/river/line crossing; Water logging area but no cement grouting; Proper binding of insulator; Earthing on each pole; Separate earthing on both sides of road/line for cradle guarding. • **Critical: (Service Connections)-** Tension including ground clearance of service cable; Joints on service cables; One ISI marked 16 A capacity double pole miniature circuit breaker; Earth terminal as per RE Rules; Switch board and lamp inside house. • **Major: (HT/LT)-** Tilting of cross arms; Alignment of 11kV line; Depth of poles; Cross-bracing on double poles; Finishing of PCC poles and steel wire visible on the surface of pole; Verticality of poles; Turning buckles, Thimbles, Grouting and surface finish; Distribution box; Alignment of LT line; Depth of poles; Pole identification with scheme name; Verticality of poles; Finishing of PCC pole, Physical damages surface and steel wire visible on the surface of the pole; Tension on insulators/broken insulator in the line; Tensioning on stay set, installation of items like guy insulators, turn buckles, Thimbles, grouting and surface finish; Proper painting/galvanizing on steel structure. • **Major: (Service Connections)-** Size of service cable is less than 2.5/4mm 2 twin core PVC insulated cables with aluminium conductors; Bearer wire of size is 3.15mm (10 SWG) GI wire (55-95 Kg quality) between pole and house; Static Energy Meter single phase; Meter cover box made of sheet metal or fibre glass type; Meter Board (200X250X40mm); One 9 watts LED lamp pin type; Service support-GI pipe J-shaped made of 25 mm dia Medium class or MS Angle with PVC pipe; Household has been provided with internal house wiring and accessories between switch board and angle holder as per specifications;; One ISI marked 3-pin socket 5A, 240 Volts; One ISI marked angle bakelite/plastic holder 5A 240 volts. • **Major: Installation of Meter-** Earthing wire connection to earth terminal; Hight of meter board from ground level, necked GI earth wire between earth terminal **and earth pit; Energy meter- exposure to direct sunlight and rainwater.**
Sub Station (SS)
• **Critical:** SS foundations in cement concrete; broken insulator found in SS; Steel overhead structure is properly earthed using 8 SWG wire/G.I. flat; Condition of earth wires and their connection at terminal points; Two separate earthing for tranformer neutal; Separate earthing on Lightening Arrester; Separate earthing for equipment body earthing; Oil leakage visible on the body of transformer and condition; Oil level; Lighting Arrestor. • **Major:** Safe and adequate access to distribution transformer SS; Verticality of SS supports; Tensioning on stay set, installation of items like guy insulator, turning buckles, thimbles grouting and surface finish; Surface finish of PCC poles; Three earth pits separated 3m apart from each other; Interconnection of three earth pits; Painting/galvanizing on steel structures; SS sign-board; Barrel on DO Fuse; Breather on the transformer; Colour of silica gel; Availability of LTDB; Incomer LTDB protection equipment as per approved drawing and specifications; Adequate size of power cable between LT bushing and LTDB and Isolators.

Annexure-5

(Referred to in Para 5.1 at Page 63 and Para 5.7 at Page 67)

Statement showing project-wise financial progress upto 31 December 2020

Sl. No.	Project	Sanctioned cost	Awarded cost	DISCOM Share	Loan	Grant	Actual expenditure	SGST	Net Actual expenditure	Loan availed	Total Eligible grant*	90% of eligible grant**	Grant received	Short receipt of grant
	Jaipur													
1	Alwar	148.16	136.33	13.63	40.90	81.80	146.72	11.19	135.53	39.98	81.32	73.19	64.76	8.43
2	Baran	39.76	36.90	3.69	11.07	22.14	45.19	3.45	41.74	10.52	22.14	19.93	17.53	2.40
3	Bundi	43.90	39.96	4.00	11.98	23.98	33.31	2.54	30.77	11.50	18.46	16.62	18.98	-2.36
4	Dausa	74.62	68.11	6.81	20.43	40.87	82.74	6.31	76.43	22.25	40.87	36.78	32.35	4.43
5	Jaipur	342.14	320.26	32.03	96.07	192.16	319.71	24.38	295.33	86.58	177.20	159.47	152.13	7.34
6	Jhalawar	56.66	52.22	5.22	15.67	31.33	65.64	5.01	60.63	13.63	31.33	28.20	24.81	3.39
7	Kota	32.51	29.95	2.99	8.99	17.97	39.57	3.02	36.55	9.15	17.97	16.17	14.23	1.94
8	Sawai Madhopur	45.07	43.64	4.36	13.10	26.18	35.90	2.74	33.16	10.40	19.90	17.91	19.42	-1.51
9	Tonk	59.71	58.35	5.84	17.50	35.01	63.42	4.84	58.58	16.24	35.00	31.50	27.72	3.78
10	Bharatpur	104.55	101.72	10.17	30.52	61.03	91.53	6.98	84.55	25.81	50.73	45.66	49.87	-4.21
11	Dholpur	43.11	42.96	4.30	12.89	25.77	21.23	1.62	19.61	9.71	11.77	10.59	21.06	-10.47
12	Karuali	36.89	35.28	3.53	10.58	21.17	24.56	1.87	22.69	9.38	13.61	12.25	17.29	-5.04
	Total	**1027.08**	**965.68**	**96.57**	**289.70**	**579.41**	**969.52**	**73.95**	**895.57**	**265.15**	**520.30**	**468.27**	**460.15**	**8.12**
	Ajmer													
1	Ajmer	35.26	35.26	3.53	10.57	21.16	34.11	2.60	31.51	9.78	18.90	17.01	16.91	0.10
2	Banswara	139.71	140.05	14.00	42.02	84.03	163.71	12.49	151.22	41.59	84.03	75.63	68.65	6.98
3	Bhilwara	50.02	50.02	5.00	15.01	30.01	57.15	4.36	52.79	14.83	30.01	27.01	24.44	2.57
4	Chittaurgarh	36.27	36.27	3.63	10.88	21.76	39.20	2.99	36.21	10.81	21.73	19.55	16.52	3.03
5	Dungarpur	74.05	74.05	7.40	22.22	44.43	91.42	6.97	84.45	22.15	44.43	39.99	34.64	5.35
6	Jhunjhunun	57.47	57.47	5.75	17.24	34.48	55.32	4.22	51.10	16.41	30.66	27.60	28.21	-0.61
7	Nagaur	65.21	65.21	6.52	19.56	39.13	67.52	5.15	62.37	16.64	37.42	33.68	31.63	2.05
8	Pratapgarh	55.31	55.31	5.53	16.59	33.19	51.40	3.92	47.48	16.58	28.49	25.64	26.11	-0.47
9	Rajsamand	55.92	55.92	5.59	16.78	33.55	52.77	4.03	48.74	11.60	29.24	26.32	26.78	-0.46
10	Sikar	69.76	69.76	6.98	20.92	41.86	72.40	5.52	66.88	20.57	40.13	36.11	31.84	4.27
11	Udaipur	190.37	190.36	19.04	57.11	114.21	210.35	16.04	194.31	57.11	114.22	102.80	88.05	14.75
	Total	**829.35**	**829.68**	**82.97**	**248.90**	**497.81**	**895.35**	**68.29**	**827.06**	**238.07**	**479.26**	**431.34**	**393.78**	**37.56**

Sl. No.	Project	Sanctioned cost	Awarded cost	DISCOM Share	Loan	Grant	Actual expenditure	SGST	Net Actual expenditure	Loan availed	Total Eligible grant*	90% of eligible grant**	Grant received	Short receipt of grant
	Jodhpur													
1	Barmer	469.84	447.56	44.76	134.26	268.54	489.37	37.32	452.05	138.01	268.54	241.68	221.60	20.08
2	Bikaner	75.32	64.00	6.40	19.20	38.40	72.55	5.53	67.02	20.99	38.39	34.56	27.25	7.31
3	Churu	34.17	34.84	3.48	10.46	20.90	32.36	2.47	29.89	9.53	17.94	16.14	14.65	1.49
4	Ganganagar	28.64	16.90	1.69	5.07	10.14	26.98	2.07	24.91	7.71	10.14	9.13	8.41	0.72
5	Hanumangarh	58.45	55.41	5.54	16.62	33.25	61.32	4.68	56.64	13.39	33.25	29.92	26.55	3.37
6	Jaisalmer	32.54	31.09	3.11	9.33	18.65	29.02	2.21	26.81	8.31	16.08	14.47	14.92	-0.45
7	Jalor	68.72	54.83	5.48	16.45	32.90	67.96	5.18	62.78	19.51	32.90	29.61	26.04	3.57
8	Jodhpur	127.84	124.35	12.43	37.31	74.61	123.81	9.44	114.37	39.39	68.62	61.76	57.94	3.82
9	Pali	29.97	25.79	2.58	7.74	15.47	29.49	2.25	27.24	8.51	15.47	13.93	12.38	1.55
10	Sirohi	23.46	20.98	2.10	6.29	12.59	19.99	1.52	18.47	5.82	11.08	9.97	10.24	-0.27
	Total	**948.95**	**875.75**	**87.57**	**262.73**	**525.45**	**952.85**	**72.67**	**880.18**	**271.17**	**512.41**	**461.17**	**419.98**	**41.19**
	Grand Total	**2805.38**	**2671.11**	**267.11**	**801.33**	**1602.67**	**2817.72**	**214.91**	**2602.81**	**774.39**	**1511.97**	**1360.78**	**1273.91**	**86.87**

*** Total eligible grant is 60% of sanctioned cost or award cost or net actual expenditure, whichever is less.**
****Calculated project wise.**

Annexure-6

(Referred to in Para 5.1 at Page 64)

Statement showing project wise detail of release of grant by MoP

Sl. No.	Name of Project	Date of				Date of claim				Time taken in lodging claim from approval by MC		Date of receipt		Time taken in release of grant		Date of receipt	
		Approval of MC	Date of tripartite agreement	Appoint-ment of field PMA	Issue of LoA	Ist	IInd	IIIrd (Part-I)	IIIrd (Part-II)	Ist	IInd	Ist	IInd	Ist	IInd	IIIrd (Part-I)	IIIrd (Part-II)
Jaipur DISCOM																	
1	Alwar	10-12-15	23-05-16	26-05-17	10-03-17	03-08-17	23-01-18	05-01-19	25-03-19	602	319	24-10-17	22-03-18	82	58	23-01-19 & 29-03-19	30-03-19
2	Baran	10-12-15	23-05-16	26-05-17	10-03-17	03-08-17	23-01-18	05-01-19	25-03-19	602	319	24-10-17	22-03-18	82	58		30-03-19
3	Bharatpur	10-12-15	23-05-16	26-05-17	27-01-17	03-08-17	23-01-18	05-01-19	13-03-20	602	361	24-10-17	22-03-18	82	58		26-03-20
4	Bundi	10-12-15	23-05-16	26-05-17	10-03-17	03-08-17	23-01-18	05-01-19	25-03-19	602	319	24-10-17	22-03-18	82	58		30-03-19
5	Dausa	10-12-15	23-05-16	26-05-17	02-12-16	03-08-17	23-01-18	05-01-19	25-03-19	602	417	24-10-17	22-03-18	82	58		30-03-19
6	Dholpur	10-12-15	23-05-16	26-05-17	10-03-17	03-08-17	23-01-18	05-01-19	16-04-20	602	319	24-10-17	22-03-18	82	58		30-04-20
7	Jaipur	10-12-15	23-05-16	26-05-17	02-12-16	03-08-17	23-01-18	05-01-19	25-03-19	602	417	24-10-17	22-03-18	82	58		30-03-19
8	Jhalawar	10-12-15	23-05-16	26-05-17	10-03-17	03-08-17	23-01-18	05-01-19	25-03-19	602	319	24-10-17	22-03-18	82	58		30-03-19
9	Karauli	10-12-15	23-05-16	26-05-17	10-03-17	06-07-18	06-07-18	13-03-20	16-04-20	939	483	13-08-18	27-08-18	38	52	26-03-20	30-04-20
10	Kota	10-12-15	23-05-16	26-05-17	10-03-17	03-08-17	23-01-18	05-01-19	25-03-19	602	319	24-10-17	22-03-18	82	58	23-01-19 & 29-03-19	30-03-19
11	Sawai madhopur	10-12-15	23-05-16	26-05-17	27-01-17	03-08-17	23-01-18	25-03-19	21-11-19	602	361	24-10-17	22-03-18	82	58	30-03-19	10-01-20
12	Tonk	10-12-15	23-05-16	26-05-17	27-01-17	03-08-17	23-01-18	05-01-19	25-03-19	602	361	24-10-17	22-03-18	82	58	23-01-19 & 29-03-19	30-03-19
Ajmer DISCOM																	
13	Ajmer	10-12-15	23-05-16	26-05-17	24-03-17	26-07-17	12-09-17	19-09-18	19-09-18	594	172	31-10-17	22-03-18	97	191	16-11-18	26-03-19
14	Banswara	10-12-15	23-05-16	26-05-17	28-03-17	26-07-17	12-09-17	19-09-18	19-09-18	594	168	31-10-17	22-03-18	97	191		26-03-19
15	Bhilwara	10-12-15	23-05-16	26-05-17	28-03-17	26-07-17	12-09-17	19-09-18	19-09-18	594	168	31-10-17	22-03-18	97	191		26-03-19
16	Chittorgarh	10-12-15	23-05-16	26-05-17	21-04-17	26-07-17	12-09-17	15-03-19	15-03-19	594	144	31-10-17	22-03-18	97	191	30-03-19	19-07-19
17	Dungarpur	10-12-15	23-05-16	26-05-17	30-03-17	26-07-17	12-09-17	15-03-19	15-03-19	594	166	31-10-17	22-03-18	97	191		19-07-19
18	Jhunjhunu	10-12-15	23-05-16	26-05-17	21-03-17	26-07-17	12-09-17	19-09-18	19-09-18	594	175	31-10-17	22-03-18	97	191	16-11-18	26-03-19
19	Nagaur	10-12-15	23-05-16	26-05-17	28-03-17	26-07-17	12-09-17	19-09-18	19-09-18	594	168	31-10-17	22-03-18	97	191		26-03-19
20	Pratapgarh	10-12-15	23-05-16	26-05-17	17-03-17	26-07-17	12-09-17	15-03-19	15-03-19	594	179	31-10-17	22-03-18	97	191	30-03-19	16-08-19
21	Rajasmand	10-12-15	23-05-16	26-05-17	17-03-17	26-07-17	12-09-17	15-03-19	15-03-19	594	179	31-10-17	22-03-18	97	191		22-04-19

Sl. No.	Name of Project	Date of				Date of claim				Time taken in lodging claim from approval by MC		Date of receipt		Time taken in release of grant		Date of receipt	
		Approval of MC	Date of tripartite agreement	Appoint-ment of field PMA	Issue of LoA	Ist	IInd	IIIrd (Part-I)	IIIrd (Part-II)	Ist	IInd	Ist	IInd	Ist	IInd	IIIrd (Part-I)	IIIrd (Part-II)
22	Sikar	10-12-15	23-05-16	26-05-17	28-03-17	26-07-17	12-09-17	19-09-18	19-09-18	594	168	31-10-17	22-03-18	97	191	16-11-18	26-03-19
23	Udaipur	10-12-15	23-05-16	26-05-17	04-05-17	26-07-17	12-09-17	19-09-18	19-09-18	594	131	31-10-17	22-03-18	97	191		26-03-19
Jodhpur DISCOM																	
24	Barmer	10-12-15	23-05-16	16-03-17	14-03-17	25-05-17	01-02-18	27-09-18	21-12-18	532	324	10-08-17	21-03-18	77	48	29-10-18	04-01-19 & 31-03-20
25	Bikaner	10-12-15	23-05-16	16-03-17	07-02-17	25-05-17	01-02-18	27-09-18	15-02-19	532	359	10-08-17	21-03-18	77	48		27-03-19 & 31-03-20
26	Churu	10-12-15	23-05-16	16-03-17	25-01-17	25-05-17	01-02-18	27-09-18	21-12-18	532	372	10-08-17	21-03-18	77	48		04-01-19 & 31-03-20
27	Sriganganagar	10-12-15	23-05-16	16-03-17	25-05-17	25-05-17	01-02-18	27-09-18	21-12-18	532	252	10-08-17	21-03-18	77	48		11-01-19 & 31-03-20
28	Hanumangarh	10-12-15	23-05-16	16-03-17	25-01-17	25-05-17	01-02-18	27-09-18	15-02-19	532	372	10-08-17	21-03-18	77	48	25-02-19	31-03-20
29	Jaisalmer	10-12-15	23-05-16	16-03-17	09-12-16	25-05-17	01-02-18	27-09-18	21-12-18	532	419	10-08-17	21-03-18	77	48	29-10-18	08-01-19 & 31-03-20
30	Jalore	10-12-15	23-05-16	16-03-17	22-02-17	25-05-17	01-02-18	27-09-18	21-12-18	532	344	10-08-17	21-03-18	77	48		04-01-19 & 31-03-20
31	Jodhpur	10-12-15	23-05-16	16-03-17	22-12-16	25-05-17	01-02-18	27-09-18	21-12-18	532	406	10-08-17	21-03-18	77	48		
32	Pali	10-12-15	23-05-16	16-03-17	22-12-16	25-05-17	01-02-18	27-09-18	21-12-18	532	406	10-08-17	21-03-18	77	48		
33	Sirohi	10-12-15	23-05-16	16-03-17	17-02-17	25-05-17	01-02-18	27-09-18	21-12-18	532	349	10-08-17	21-03-18	77	48		

Annexure-7

(Referred to in Para 6.3 at Page 74 and Para 6.5 at Page 75)

Beneficiary survey results

A. Statement showing status of awareness among beneficiaries covered under the Survey (Refer Para 6.4)

Project	No. of beneficiaries	Awareness campaign conducted by DISCOMs		
		Yes	No	No Response
Bharatpur	50	36	14	0
Bundi	57	48	9	0
Tonk	63	59	4	0
Ajmer	11	1	10	0
Banswara	65	20	43	2
Sikar	50	14	35	1
Barmer	59	10	49	0
Jalore	46	0	46	0
Pali	17	13	3	1
Total	**418**	**201**	**213**	**4**

B. Statement showing status of items of kit provided to BPL beneficiaries covered under the Survey (Refer Para 6.5)

Project	No. of beneficiaries	Kit items not provided to BPL beneficiaries					Broken kit found during survey
		LED	MCB	Bulb Point	Earthing Rod	Metal Angle	
Bharatpur	50	5	0	0	6	6	10
Bundi	57	7	6	6	15	20	23
Tonk	63	5	1	1	10	10	20
Ajmer	11	0	0	0	3	3	4
Banswara	65	8	0	1	0	1	28
Sikar	50	3	0	0	5	4	12
Barmer	59	14	14	14	16	16	2
Jalore	46	7	7	7	7	7	0
Pali	17	0	0	0	0	0	0
Total	**418**	**49**	**28**	**29**	**62**	**67**	**99**

C. Statement showing status of distribution of electricity bills to beneficiaries covered under the Survey (Refer Para 6.7)

Project	No. of beneficiaries	Bill distribution		
		DISCOM staff/ contracted staff	Beneficiary himself collect the bill	No response
Bharatpur	50	49	0	1
Bundi	57	53	2	2
Tonk	63	60	3	0
Ajmer	11	2	8	1
Banswara	65	24	26	15
Sikar	50	10	39	1
Barmer	59	10	41	8
Jalore	46	21	25	0
Pali	17	0	16	1
Total	**418**	**229**	**160**	**29**

D. Statement showing status of accuracy of billing of beneficiaries covered under the Survey (Refer Para 6.7)

Project	No. of beneficiaries	Billed units more than actual reading			
		Up to 1.5 times	More than 1.5 times and up to 2 times	More than 2 times and up to 5 times	More than 5 times
Bharatpur	50	0	1	0	0
Bundi	57	5	10	1	2
Tonk	63	0	2	0	0
Ajmer	11	1	1	0	0
Banswara	65	1	11	4	5
Sikar	50	1	1	0	0
Barmer	59	1	5	2	0
Jalore	46	0	2	6	2
Pali	17	0	1	0	0
Total	**418**	**9**	**34**	**13**	**9**

Glossary of terms

Abbreviation	Full form
APL	Above Poverty Line
AT&C	Aggregate Technical and Commercial Loss
BBNL	Bharat Broadband Network Limited
BoD	Board of Directors
BOQ	Bills of Quantity
BPL	Below Poverty Line
BSNL	Bharat Sanchar Nigam Limited
BSR	Basic Schedule Rates
CEA	Central Electricity Authority
CKM	Circuit Kilo Meter
CLPC	Corporate Level Purchase Committee
CQCBS	Combined Quality cum Cost Based Selection
CTL	Central Testing Laboratory
CVC	Central Vigilance Commission
DCF	DISCOMs Coordination Forum
DDUGJY	Deendayal Upadhyaya Gram Jyoti Yojna
DEC	District Electricity Committee
Deloitte	Deloitte Touche Tohmatsu India Private Limited
DI	Dispatch Instruction
DISCOM	Distribution Company
DPR	Detailed Project Report
DSM	Demand Side Management
DT/ DTR	Distribution Transformer
FIPL	Feedback Infra Private Limited
FIs	Financial Institutions
FQP	Field Quality Plan
FY	Financial Year
GCC	General Conditions of Contract
GFR	General Financial Rules
GoI	Government of India
GoR	Government of Rajasthan
GPS	Global Positioning System
GSS	Grid Sub Station
GTP	Guaranteed Technical Parameters
GTP	Guaranteed Technical Particulars
HA	Habitation
HH	House Hold
HO	Head Office
HP	Horse Power
HT	High Tension
HVDS	High Voltage Distribution System
IPDS	Integrated Power Development Scheme
kV	Kilo Volt
KVA	Kilo Volt Ampere
LoA	Letter of Award
LT	Low Tension
M&P	Meter and Protection
MC	Monitoring Committee
MCB	Miniature Circuit Breaker
MHRD	Ministry of Human Resources Development
MIS	Management Information System

Abbreviation	Full form
MoP	Ministry of Power
MP	Member of Parliament
MPR	Monthly Progress Report
MQP	Manufacturing Quality Plan
MTCPL	Medhaj Techno Concept Private Limited
MUs	Million Units
MVA	Mega Volt Ampere
MVA	Mega Volt Ampere
NAD	Need Assessment Document
NEF	National Electricity Fund
NOFN	National Optical Fibre Network
O&M	Operation & Maintenance
PCC	Plain Cement Concrete
PDC	Permanently Disconnected Consumer
PGCIL	Power Grid Corporation of India Limited
PMA	Project Management Agency
PMA	Project Monitoring Agency
PSUs	Public Sector Undertakings
PV	Price Variation
QA	Quality Assurance
RAPDRP	Restructured Accelerated Power Development & Reforms Programme
RE	Rural Electrification
REC	Rural Electrification Corporation Limited
RECPDCL	REC Power Distribution Company Limited
RGGVY	Rajiv Gandhi Gramin Vidyutikaran Yojna
RHH	Rural Household
RPM	Review, Planning and Monitoring
RQM	REC Quality Monitors
RRECL	Rajasthan Renewable Energy Corporation Limited
RRVPNL	Rajasthan Rajya Vidyut Prasaran Nigam Limited
RRVUNL	Rajasthan Rajya Vidyut Utpadan Nigam Limited
RTPP	Rajasthan Transparency in Public Procurement
Saubhagya	Pradhan Mantri Sahaj Bijli Har Ghar Yojana
SBD	Standard Bidding Document
SCADA	Supervisory Control and Data Acquisition
SCO	Service Connection Order
SE	Superintending Engineer
SGST	State Goods and Service Tax
SLSC	State Level Standing Committee
SRSWOR	Stratified Random Sampling Without Replacement
SS	Sub-Stations
ST&D	Sub-transmission & distribution
SIRs	Standard/Store Issue Rates
T&D	Transmission and Distribution
TCOS	Terms and Conditions of Supply
TPIs	Third Party Inspections
TW	Turnkey Work
UC	Utilisation Certificate
UEV	Un-electrified Villages
VCB	Vacuum Circuit Breaker

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