

**Report of the
Comptroller and Auditor General of India
for the year ended March 2022**



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

**Union Government (Civil)
Subject Specific Compliance Audit
Central Autonomous Bodies
No. 3 of 2024**

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Report was presented in the Parliament on:

**Lok Sabha -
Rajya Sabha -**

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PREFACE

This Report for the year ended 31 March 2022 has been prepared for submission to the President of India under Article 151 of the Constitution of India. The results of test audit of the financial transactions of the Central Autonomous Bodies (CABs) under the various provisions of the Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act, 1971 are included in this Report.

The audited organisations are Central Autonomous Bodies of varying character and discipline. These organisations which are engaged in diverse activities, ranging from formulating frameworks for policies, conducting research, and preserving the cultural heritage, etc., are intended to perform certain specified services of public utility or to execute certain programmes and policies of the Government, essentially out of financial assistance from the Government.

The cases mentioned in this Report came to notice in the course of audit for the year 2021-2022 as well as those which came to notice in earlier years. Results of audit of transactions subsequent to March 2022 in a few cases have also been mentioned.

This Audit Report contains seven Subject Specific Compliance Audits.

OVERVIEW

INTRODUCTION

This Audit Report contains seven Subject Specific Compliance Audit (SSCA) noticed during the audit of accounts of Central Autonomous Bodies (CABs) of various Civil Ministries/ Departments falling under the General and Social sectors for the financial year 2021-22.

Some of the important findings included in this Report are given below:

MINISTRY OF AYUSH

NATIONAL INSTITUTE OF AYURVEDA, JAIPUR

Working of National Institute of Ayurveda, Jaipur

Meetings of the Apex bodies, i.e., Society, Governing Body, Board of Management and College Council were not being held as per prescribed norms. Only nine out of 34 government research projects were completed whereas 25 out of 38 private projects were completed in the same period 2017-22. Delay in construction of All India Institute of Ayurveda, Yoga and Naturopathy at Panchkula (Haryana) was noticed; only 13 *per cent* physical progress was achieved up to March 2022. Issue in financial management such as excess advance released, non-recovery of accrued interest, non-initiation of action against the contractor for non-execution of work, equipment lying idle, not obtaining NOC for various buildings and non-execution of AMC of firefighting equipment etc. were also noticed.

(Paragraph 2.1, Page No. 3)

MINISTRY OF CULTURE

INDIRA GANDHI RASHTRIYA MANAV SANGRAHALAYA, BHOPAL

Functioning of Indira Gandhi Rashtriya Manav Sangrahalaya, Bhopal

The IGRMS did not achieve its targets related to programs and activities to its complete strength. The maintenance of its indoor galleries were not in good condition. Further, there was shortfall in achievements of targets in 35 activities though funds were fully utilized in these activities. The Sangrahalaya has displayed only 26 *per cent* of the objects procured and rest of the objects were lying idle. During the five years there was no joint review with the Ministry and no external or internal peer review was conducted. There was a shortage of staff as out of total sanctioned strength of 118 posts in all the cadres, there was a vacancy of 36 posts (30.51 *per cent*) which included five vacancies (100 *per cent*) in Group A cadre.

(Paragraph 3.1, Page No. 19)

NAVODAYA VIDYALAYA SAMITI, NOIDA

Functioning of Navodaya Vidyalaya Samiti, Noida

Eleven JNVs sanctioned during 2007-2016 were not yet opened even in temporary sites. Permanent buildings for 14 JNVs sanctioned during 1994-95 to 2020-21 were not taken up for construction and are running in temporary sites for long time. Vidyalaya Vikas Nidhi of ₹ 98.41 lakh was not collected in 15 test-checked JNVs. There was cost escalation of ₹ 36.93 crore at JNV Darjeeling due to delays in construction. NVS constructed school building at JNV U.S. Nagar on the land for which there were no ownership rights with the NVS. There were deficiencies in providing infrastructural facilities to the test checked JNVs such as staff quarters, class rooms, compound walls, toilets, overhead water tanks etc.

(Paragraph 4.1, Page No. 29)

VISVA-BHARATI UNIVERSITY, SANTINIKETAN

Internal Controls in Visva Bharati University

A review of the internal controls and internal audit system in Visva-Bharati University revealed weaknesses resulting in non-compliance with applicable rules and regulations in several areas such as appointments and promotions, dealing with cases of unauthorised absence, procurement and tendering procedures, financial management, etc. Audit noted deficiencies in the functioning of several functional divisions like Internal Quality Assurance Cell, Central Purchase Section and the Engineering Department. The University could not utilize a number of high value assets and equipment for the intended purposes and did not take adequate steps to safeguard its assets and resources. The Internal Audit System of the University was neither independent nor functioning in accordance with its mandate.

(Paragraph 4.2, Page No. 46)

Non-deduction of Income Tax on Employer Contribution to National Pension System

Visva-Bharati University did not comply with the Income Tax Provisions relating to Tax Deduction at Source (TDS) on Employer's Contribution to National Pension System (NPS), resulting in non-deduction of Income Tax amounting to ₹ 1.05 crore.

(Paragraph 4.3, Page No. 68)

INDIAN INSTITUTE OF INFORMATION TECHNOLOGY DESIGN AND MANUFACTURING, KURNOOL

Activities of Indian Institute of Information Technology Design and Manufacturing, Kurnool

The DPR was inconsistent with regard to prescribed standards on built up area per student. The Institute did not have the minimum required land suitable for infrastructure development. Hostel construction was delayed leading to cramped accommodation for students. There were gaps in provision of campus amenities like potable water, sports facilities and transportation facilities. Envisaged numbers of academic programmes and seats were not created. Vacancies were observed in faculty positions and Faculty Student Ratio was low. Shortfalls were observed in availability of laboratory equipment in Mechanical and ECE departments.

(Paragraph 4.4, Page No. 70)

INDIAN INSTITUTE OF TECHNOLOGY, MADRAS

Indian Institute of Technology, Madras- Ministry Sponsored Projects

There were infirmities in the financial management exercised by IITM as dues were not refunded and interests were not calculated properly. Overheads have been deducted in excess of the sanctioned amount/rates from the Project Funds. An expenditure of ₹ 259.68 lakh incurred remained infructuous as a Project could not be completed in time and put to use. No monitoring was done by IC&SR in the progress/completion of the projects/research outcomes which is against the provisions contained in the Intellectual Property Rights Policy of IITM.

(Paragraph 4.5, Page No. 97)

MINISTRY OF FISHERIES, ANIMAL HUSBANDRY AND DAIRYING

ANIMAL WELFARE BOARD OF INDIA

Functioning of Animal Welfare Board of India

The Animal Welfare Board of India (AWBI) established in 1962 for promoting welfare of animals is to ensure that animal welfare laws are diligently followed and provide financial assistance to various organizations. Shortage of financial assistance and staff together with in-effective mechanism for registration/disposal of complaints regarding animal cruelty cases also proved as a deterrent to efficient working of AWBI.

(Paragraph 5.1, Page No. 103)

CHAPTER-I: GENERAL INFORMATION

Introduction

Autonomous Bodies are Bodies or Authorities with a distinct legal existence and established by the Government through the Acts of Parliament or registered under various Central or State/Union Territory, Statutes pertaining to Societies, Trusts etc. or in any other manner. These Bodies or Authorities are independent in their day-to-day functioning and operate at arm's length from the Government even though the Ministries/Departments have significant control over them in matters of general direction and supervision. While, the overall thrust is decided by the vision and the policy perspective of the Ministry concerned, they are entrusted with specific functions or executing specific programs or policies of the government or providing the public utility services.

1.1 Audit of Central Autonomous Bodies

Bodies established by or under law made by the Parliament and containing specific provisions for audit by the Comptroller and Auditor General of India (CAG) are statutorily taken up for audit under Section 19(2) of the Comptroller and Auditor General's (Duties, Powers, and Conditions of Service) Act, 1971. Audit of other organisations (Corporations or Societies) is entrusted to the CAG in public interest under Section 20(1) of the Act *ibid*. The nature of audit conducted under these provisions is certification of annual accounts, compliance audit as well as performance audit. Besides, Central Autonomous Bodies which are substantially financed by grants/loans from the Union Government are audited by the CAG under the provisions of Section 14(1) and 14(2) of the Act *ibid*.

1.2 About this Report

This Audit Report contains seven Subject Specific Compliance Audit (SSCA) noticed during the audit of the accounts of Central Autonomous Bodies (CABs) of various Civil Ministries/ Departments falling under the General and Social sectors for the financial year 2021-22 as mentioned below:

	Name of Ministry	Name of CAB	Subject
1.	Ministry of Ayush	National Institute of Ayurveda, Jaipur	Working of National Institute of Ayurveda, Jaipur
2.	Ministry of Culture	Indira Gandhi Rashtriya Manav Sangrahalaya, Bhopal	Functioning of Indira Gandhi Rashtriya Manav Sangrahalaya, Bhopal
3.	Ministry of Education	Navodaya Vidyalaya Samiti, Noida	Functioning of Navodaya Vidyalaya Samiti, Noida

	Name of Ministry	Name of CAB	Subject
4.	Ministry of Education	Visva-Bharati University, Santiniketan	Internal Controls in Visva Bharati University
5.	Ministry of Education	Indian Institute of Information Technology, Design And Manufacturing, Kurnool	Activities of Indian Institute of Information Technology, Design and Manufacturing, Kurnool
6.	Ministry of Education	Indian Institute of Technology, Madras	Indian Institute of Technology, Madras- Ministry Sponsored Projects
7.	Ministry of Fisheries, Animal Husbandry And Dairying	Animal Welfare Board of India	Functioning of Animal Welfare Board of India

1.3 Significant comments on the accounts of individual Central Autonomous Bodies

All Central Autonomous Bodies except CABs under the administrative control of Ministry of Education, erstwhile Ministry of Human Resources (MHRD) are required to prepare their annual accounts in the standard format of accounts prescribed by Ministry of Finance (MoF). Ministry of Education (MoE) has prescribed a separate format of accounts for all CABs under their administrative control. Both these formats follow the accrual system of accounting. Separate Audit Reports (SARs) are prepared on the accounts of Central Autonomous Bodies (CABs) coming under various Ministries/Departments under sections 19(2) and 20(1) of the Comptroller & Auditor General's (Duties, Powers, and Conditions of Service) Act, 1971. Some of the significant comments on deviations from the prescribed format and commercial principles of accounting for the year 2021-22 as appearing in SARs on the accounts of Central Autonomous Bodies coming under various Ministries/Departments are annexed (Appendix-I).

CHAPTER-II: MINISTRY OF AYUSH

NATIONAL INSTITUTE OF AYURVEDA, JAIPUR

2.1 Working of National Institute of Ayurveda, Jaipur

Meetings of the Apex bodies, i.e., Society, Governing Body, Board of Management and College Council were not being held as per prescribed norms. Only nine out of 34 government research projects were completed whereas 25 out of 38 private projects were completed in the same period 2017-22. Delay in construction of All India Institute of Ayurveda, Yoga and Naturopathy at Panchkula (Haryana) was noticed; only 13 per cent physical progress was achieved up to March 2022. Issues in financial management such as excess advance released, non-recovery of accrued interest, non-initiation of action against the contractor for non-execution of work, equipment lying idle, not obtaining NOC for various buildings and non-execution of AMC of firefighting equipment's etc. were also noticed.

2.1.1 Introduction

National Institute of Ayurveda (NIA), Jaipur is premier institute under the Ministry of AYUSH, Government of India (GoI) for promoting the growth and development of Ayurveda. It is a model institute for evolving high standards of teaching, training, research, patient care and to invoke scientific outlook in the Ayurvedic system of healthcare. Based on the recommendations of University Grant Commission (UGC), Ministry of Education (erstwhile Ministry of Human Resource Development (MHRD)) notified NIA as Deemed to be a University on 9 November 2020.

2.1.2 Organizational set-up

The apex body of the institute is the Society presided over by the Minister of Ministry of AYUSH, GoI. The Board of Management is the principal organ of management and the apex executive body of NIA. The Academic Council manages the academic activities of the institute. The Vice-Chancellor (previously Director) is the Chief Executive of the Institute and he is responsible for overall management of the Institute. After obtaining the status of Deemed-to-be university, Standing Finance Committee has been replaced by the Finance Committee. Twenty Departments are working in the NIA under the Heads of the Departments who are responsible for day-to-day functioning of their respective Departments.

2.1.3 Audit objectives

The Subject Specific Compliance Audit (SSCA) was conducted to assess:

- (i) Whether effective efforts were made by the NIA to promote Ayurveda and Yoga by imparting quality education & research activities in all branches of Ayurveda and Yoga,

- (ii) Whether adequate infrastructure and medical facilities were developed & their proper utilisation ensured to provide adequate quality services to the public by the Ayurveda hospital and dispensaries,
- (iii) Whether effective systems of financial management existed to follow rules and funds were utilised economically, efficiently and effectively.

2.1.4 Audit Criteria

The criteria used for the assessment of working of the NIA, Jaipur included:

The NIA Documents: Memorandum of Association, Rules & Regulations and Byelaws, Vision Document, Strategic Annual Plan, Annual Action Plan of NIA, Delegation of Financial Powers to Authorities in NIA, NIA Service Rules, 1982, Manual on Duties & Responsibility of Hospital Staff *etc.*, Information, Education and Communication (IEC) Policy issued by the Ministry of AYUSH, Indian Public Health Standards (IPHS), The Indian Medicine Central Council Act, 1970 (IMCC), (Post Graduate Diploma Course) Regulations, 2010, the IMCC (Minimum Standard Requirement of Ayurveda College and attached Hospitals) Regulations, 2016, the IMCC (Minimum Standards of Education in Indian Medicine) Amendment Regulations, 2016 *etc.*, Instructions issued by Central Council of Indian Medicine (CCIM), The Drugs and Cosmetics Act, 1940 and relevant Rules, 1945 and orders, UGC (Deemed to be University) Rules, 2019, General Financial Rules, 2017 and Manual for Procurement of Goods, Manual for Procurement of Works, Manual for Procurement of Consultancy and Other Services.

2.1.5 Audit Scope and Methodology

The SSCA commenced with a meeting on 15 June 2022 with the Director, NIA, Jaipur and the Director, CRA-II, office of the Director General of Audit (Central) Ahmedabad, Branch Office Jaipur, Rajasthan wherein the audit objectives, scope and methodology were explained. The SSCA was conducted during the period from July 2022 to November 2022. The records of the Ayurveda hospital and dispensaries for the period 2017-18 to 2021-22 were examined during the SSCA. Audit findings included in the draft report were discussed in exit conference held on 27 April 2023.

2.1.6 Audit Sample

During the SSCA, 10 out of 20 Departments and two out of four Hospitals were selected for audit using Higher Value Method and 'Random Probability Proportional to Size Without Replacement Method (PPSWOR)' for test check of records. Emergency Care Unit, E-Hospital Service and all 72 Research Projects of selected 10 Departments were also selected for detailed examination. In addition to these, Herbal Garden at Agra Road Jaipur, Demo Herbal

Garden at NIA, Jaipur Campus and Arogya Melas/Camps were also selected for test check in the SSCA.

2.1.7 Budget allotment and expenditure

Budget allotment and expenditure there against of the NIA Jaipur during the period 2017-18 to 2021-22 were as under:

(₹ in lakh)

Particulars	Year	2017-18	2018-19	2019-20	2020-21	2021-22	Total
Budget Allotment		9580.50	11599.50	12198	12354	19455	65187
Actual Expenditure		9799.50	11940.50	11833	11944	19440.58	64957.58
Difference		(+)219	(+)342	(-)365	(-)410	(-)14.42	(-)229.42
Excess(+)/Saving(-)							

The analysis of budget allocation and expenditure as shown in the above table revealed that:

- (i) Outcome budget to review the actual performance of last financial year against budget allotted was not prepared during the period 2017-18 to 2021-22.
- (ii) Budget control register was not maintained in the NIA.

NIA in their reply in April 2023 stated that (i) Excess expenditure incurred due to less grant sanctioned against demanded, (ii) Outcome budget will be prepared from the financial year 2023-24, and (iii) Physical budget control register is being maintained for the year 2023-24. Ministry of AYUSH endorsed the reply of NIA (November 2023) .

2.1.8 Audit Findings

NIA has been conferred the status of Deemed to be University due to the active and positive promotion of Ayurveda and Yoga activities. NIA is one of the Institutes under the Ministry of Ayush, Govt. of India to get the **NABH Accreditation** and is maintaining it through successive cycles of assessment till date. NIA is the National Institute under the Ministry of Ayush, Govt. of India to get **NAAC 'A' Grade Accreditation** for next 5 years in March 2022 for its academic excellence However, Audit observations noticed during the scrutiny of records related to promotion of Ayurveda and Yoga by imparting quality education & research activities are discussed in succeeding paragraphs.

2.1.9 Non conducting of meetings of Apex bodies as per prescribed norms

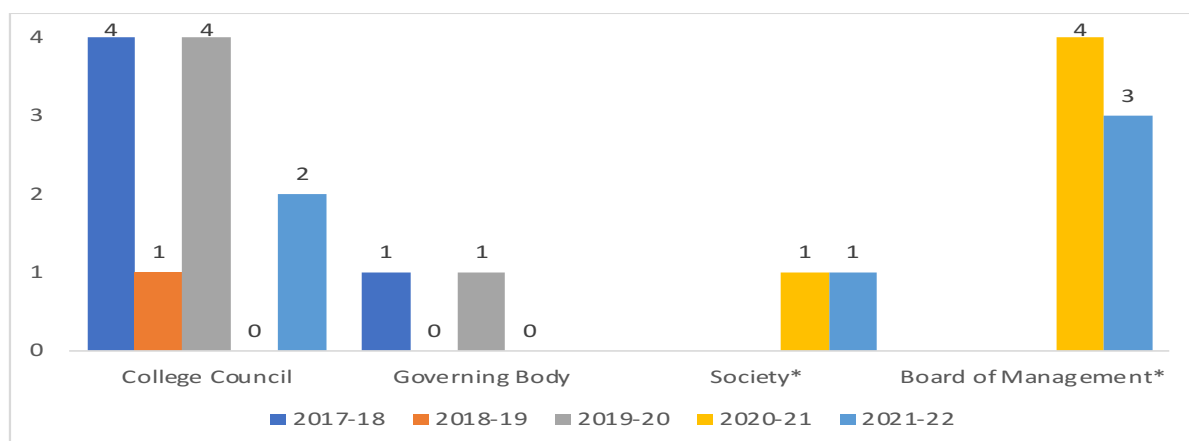
The various committee/councils (Apex Bodies) were constituted to promote various objectives as detailed in **Table No. 2.1**. Governing Body was abolished in 2021-22 whereas Society and Board of Management were instituted in 2020-21.

Table No. 2.1: Details of various committee/councils (Apex Bodies)

Apex Bodies	Objectives	Norms of Meetings in a Year
College Council	Responsible for maintenance of standards of Teaching, Research, Training, coordination of research activities	4
Governing Body	Approval of Annual Report, Budget, expenditure, creation of Posts & determination of service conditions, appointment	1
Society*	Guide, supervise and oversee overall functioning of the Institution	1
Board of Management*	Final decision-making body for making Rules of NIA including Academic, Administrative, Personnel and Financial matters	4

Details of shortfall against the prescribed norms of various committees'/council's meetings during the period 2017-18 to 2021-22 is given in **Chart No. 2.1**:

Chart No. 2.1: Details of shortfall against the prescribed norms of various committees'/council's meetings



* *Society and Board of Management came into existence after obtaining Deemed to be University status in November 2020.*

Chart highlights a lack of oversight in the functioning of the NIA. Oversight bodies failed to hold meetings, indicating a significant gap in monitoring. Additionally, the Society, Board of Management, Governing Body and College Council fell short by 50 to 100 per cent in conducting meetings as per the prescribed norms.

NIA replied in April 2023 that Meeting could not be held due to the various reasons, *i.e.*, due to delay in the nomination of the members by the Government of India and Government of Rajasthan for Society and BoM *etc.* Ministry of AYUSH endorsed the reply of NIA (November 2023) that NIA has regularly conducted the meetings of the College Council. Reply is not tenable as meetings of college council as per prescribed norms were held only during the year 2020-21, whereas the meetings of other committees were not conducted as per the prescribed norms. However, the fact remains that various meetings were not conducted as per prescribed norms on a regular basis.

2.1.10 Lack of oversight in Research Projects

2.1.10.1 Non-completion of government research projects

The number of research projects completed is one of the benchmarks for ranking of an Institution by National Institutional Ranking Framework (NIRF). It was observed that no target was fixed by the NIA for sanction of research projects to be undertaken by each Department. However, NIA undertook 72 research projects in the selected 10 Departments during the period 2017-18 to 2021-22, out of which 34 were government projects and remaining 38 were private projects.

It was observed that only nine out of 34 government projects could be completed during the period 2017-18 to 2021-22 whereas 25 out of 38 private projects were completed in the same period. Further, three government projects were not completed on schedule time. No government project was sanctioned in the Departments of Shalya Tantra and Swasthvirt during the entire period of five years. Thus, only nine government projects by ten Departments were completed in the last five years.

NIA replied in April 2023 that the reason for the delay in completion of three projects was Covid epidemic which disrupted the whole working scenario. NIA assured that the pending government projects will be completed fully within a short time frame. Ministry of AYUSH endorsed the reply of NIA (November 2023).

2.1.10.2 Non-evaluation of the research programs

Ministry of AYUSH approved (February 2019) to constitute a Scientific Advisory Committee¹ (SAC) and accordingly NIA constituted (February 2019) the SAC for three years. The SAC was responsible for the scientific evaluation of the research programs and to decide the research

¹ Ministry of AYUSH vide order No. R.13011/11/2018-NI, dated 07 February 2019 approved to constitute 12 Member's Scientific Advisory Committee Director, NIA will be the Member-secretary in this Committee.

policy, research direction and timeline for projects. The SAC had to define new areas of research and advise new drug development programs or new instruments or new techniques for research. Thus, SAC had an advisory role. According to norms, SAC was required to meet twice a year. But only one meeting was conducted in July 2019 during entire period of three years.

NIA replied in April 2023 that meetings could not be held due to Covid-19 and no new projects were taken during the Covid period and hence SAC Meetings were not held during Covid period. Further, then Chairman of the SAC had passed away on 9 January 2021. However, recently Institute as Deemed to be University has constituted its own SAC on 10 April 2023. Ministry of AYUSH endorsed the reply of NIA (November 2023) and further stated that SAC does not have the role of project evaluation or monitoring. NIA has its robust mechanism of project evaluation, assessment and approvals including the research proposals. For this purpose, many other bodies which regularly evaluate and monitor the projects. Reply is not tenable as apart from scientific evaluation of the research programmes, SAC had an advisory role to define new areas of research, new drug development, new instruments, new techniques for research, research policy and timeline etc.

2.1.10.3 Non conducting workshops to PG and Ph.D. scholars

The Standing Finance Committee (SFC) in its 53rd meeting (05 June 2017) recommended operating a Central Laboratory (CL) at NIA on Public Private Partnership (PPP) mode. The PPP was executed with the objectives inter alia of enabling exchange of expertise, mobilizing additional resources for research activities and expanding the scope and scale of laboratory services. A work order was issued on 16 August 2018 to M/s Krisnaa Diagnostics Pvt. Ltd., Jaipur (Contractor). Accordingly, an Agreement was signed (17 September 2018) with the Contractor to operate the laboratory initially for five years. As per clause 27 of the Agreement, the Contractor was obligated to organize workshops twice in a year for the PG and Ph.D. scholars of the Rog Nidan and Vikriti Vigyan Departments, aimed at developing their special capabilities.

It was observed that no workshop was conducted by the Contractor. Thus, one of the very purposes of organizing workshops to develop special capability in-the Scholars could not be achieved. NIA in their reply accepted the facts and stated that no workshop was organized by the contractor even after repeated requests. Ministry of AYUSH endorsed the reply of NIA (November 2023) and further stated that NIA has recovered all the dues and has forfeited the security money of the Contractor.

2.1.11 Adequacy of infrastructure and medical facilities

NIA have 280 bedded Hospital with NABH Accreditation and with all modern facilities and also another 20 Bedded Hospital with OPD facilities in the Main Market Area of the Walled City. The NABH Accreditation has been awarded to NIA due to excellent facilities available in the Hospital. Audit noticed issues related to adequate infrastructure, medical facilities and their proper utilization ensured to provide adequate quality services to the public by the Ayurveda hospital, pharmacy and dispensaries run by NIA, which are discussed in succeeding paragraphs.

2.1.11.1 Delay in setting up of Institute at Panchkula

The Ministry of AYUSH approved (April 2017) proposal of the SFC (March 2017) for setting up All India Institute of Ayurveda, Yoga and Neuropathy at Panchkula, Haryana as an extension institute of the NIA, Jaipur. The land was taken on lease in April 2017. An Agreement was executed between NIA, Jaipur and M/s WAPCOS Limited (Project Management Consultant (PMC)) in July 2018 for Project Management Consultancy services and construction at a cost of ₹ 270.54 crore. As per clause 1.2 of Appendix A of the Agreement, the PMC was obligated to obtain all statutory approvals and clearances, expeditiously.

As per the Agreement (July 2018) with the PMC, work was to be completed within 24 months from the signing of the contract Agreement or release of mobilization advance, whichever is later. NIA released mobilization advance to the PMC in August 2018, therefore, the work was to be completed by August 2020.

It was observed that physical progress of the work was only 13 *per cent* up to March 2022, *i.e.*, even after lapse of 43 months. Thus, the work was not completed within the designated timelines specified in the Agreement. NIA did not impose penalty on the contractor for delay in completion of work.

It is evident from the causes of the delay as intimated by the NIA that the delay was attributable to both, NIA and PMCs; delay in the approval of concept plan by NIA and challenges in obtaining various No Objection Certificates (NOCs) by PMC. The concept plan was approved by the NIA on 14 September 2020, 22 months after its initial submission by PMC on 20 November 2018. Subsequently, PMC submitted the cost estimates on 17 December 2020, which is significant considering that it took 28 months after the contract Agreement was signed on 16 July 2018. Further, it was also evident that the PMC faced challenges in obtaining NOCs from Ministry of Defence (18 January 2020), Electrical NOC from Government of Haryana (13 July 2021), Forest Clearance (13 October 2021), Environment

Clearance (26 November 2021), Tree cutting clearance (01 December 2021), wildlife clearance (04 February 2022), Zoning Plan approval (20 April 2022) adding to overall delays. Approval of Building Plan, Clearance from Fire Department and Pollution Control Board were still under process.

NIA accepted the fact and stated in April 2023 that the delay occurred in the construction work of the project are due to the higher time consumed in getting various statutory approvals. NIA further stated that it was the responsibility of contractor to obtain all approvals and statutory clearances, which were not obtained by the Contractor, therefore work was delayed. NIA also stated that the delay was beyond control. Hence, NIA did not initiate any action or impose penalties against contractor/PMC. Ministry of AYUSH endorsed the reply of NIA (November 2023) and further stated that the project is being regularly monitored by various authorities of GoI and Haryana Government apart from NIA. All the authorities are doing their rigorous efforts to complete the project within the timeframe, i.e., November 2023.

These delays indicate that there is a need to achieve greater efficiency in approvals for such projects by streamlining and expediting the approval process.

2.1.11.2 Non completion of Audio-Visual History Repository/Museum Project

Standing Finance Committee (SFC) in its 52nd Meeting (09 January 2017) sanctioned a project proposed by the Department of Maulik Siddhant to set up an Audio-Visual History Repository/Museum at an estimated cost of ₹ 92.65 lakh. As per agenda item No. 9 of the meeting the main objective of the proposal was to propagate the true essence of history of Ayurveda and culture by taking advantage of the advanced scientific developments in information and communication technology. Further, the endeavour was to establish the world's first audio-visual museum of scientific history of Ayurveda. According to the proposal the estimated timeline for completion was 36 months.

Audit observed that infrastructure work for the project could not commence as the required 6,000 square feet area was not made available. As a result, NIA has incurred an expenditure of ₹ 14.18 lakh² from June 2018 to January 2022 without any progress on the infrastructure for the proposed Audio-Visual History Repository/Museum. Further, irregular payment of

² Honorarium to Senior Research Fellow - ₹ 5.59 lakh for the period June 2018 to July 2019 (14 months) and to Storekeeper cum Office Clerk - ₹ 6.31 lakh and ₹ 2.28 lakh for purchase of Backlight Sandwich Clipon Board.

₹ 3.90 lakh³ was made to two people hired on contract basis for whom extension was not found after May 2019 and June 2019 respectively.

Thus, objective of the project to establish the audio-visual museum could not be achieved even after lapse of more than 5½ years after taking decision. NIA in their reply accepted (April 2023) the fact that the project was kept pending due to non-availability of space.

2.1.11.3 Inadequacies in providing services by Seth Surajmal Bombaywala Government Ayurvedic Hospital (SBGAH), Jaipur

(i) Non availability of essential drugs in the hospital

It was observed that out of 41 essential drugs enlisted by NIA, five drugs⁴ from the period 2017-18 to 2021-22 and five drugs⁵ from the period 2018-19 to 2021-22 were not available at SBGAH. Additionally, one drug⁶ was not available in 2017-18 to 2021-22 except 2018-19. No evidence was found on records regarding requisition of these essential drugs from the NIA.

NIA replied (April 2023) that essential drugs were not available in store although they were available in Drug Distribution Room. However, institute has taken note of the fact and assured in future no such flaw or lacuna will be left. Ministry of AYUSH endorsed the reply of NIA (November 2023) that there was shortfall of drugs in the period of Covid when there was complete lock-down and pharmacy was not working to its full capacity. However, institute has taken the note of the fact and every effort will be made to provide the drugs to patients and improve the things further.

(ii) Non providing of sample collection facility

As per Agreement with the Contractor⁷, sample collection facility was also to be provided in the SBGAH by the contractor.

Audit observed that sample collection facility of the SBGAH had been closed since September 2018. As a result, centrifuge machine and other equipment were lying idle since September 2018. NIA did not ensure appropriate utilization of these machines and equipment.

³ On one person from 02 June 2019 to 31 July 2019 two months ₹ 40,000 pm x 2 months = ₹ 80,000 and on another person for 09 June 2019 to 13 January 2022 (31 months) Storekeeper ₹ 10,000 pm x 31 months = ₹ 3,10,000 Total ₹ 3,90,000

⁴ Five drugs (Guduchi Churn, Gozihbadi Kwath, Rasnasaptak Kwath, Punnarvastak Kwath and Sphatik)

⁵ Five drugs (Amalki Churn, Muleti Churn, Jwaraharth Kwath, Dashan Sanskar and Jwarahar Capsule)

⁶ Jwaraharmohra Khataipisti

⁷ M/s Krsnna Diagnostics Pvt. Ltd., Pune

NIA in their reply April 2023 stated that (i) Blood Collecting Centres have been established at SBGAH *w.e.f.* 29 March 2023, and (ii) All the required reagents, instruments and equipment have been provided and one trained Lab Technologist has been deployed for sample collection. The fact remains that patients were deprived of sample collection facility from September 2018 to March 2023.

(iii) Non-digitization of personal health records

IMCC Regulations, 2016 stipulated that Hospital shall maintain the web-based computerized central registration system for maintaining the records of patients in OPD and IPD.

Ministry of AYUSH specifically sanctioned budget for digitization of OPD and IPD records including budget for SBGAH for six computers (one for patient registration, four for OPD and one for pharmacy) in February 2021 for the digitization of personal health records of the patients.

It was observed that no computer was installed at SBGAH by the NIA till date (March 2023). Further, NIA purchased 56 computers at ₹ 26.75 lakh in March and July 2021. It is evident that there was a failure to implement a computerized central registration system in SBGAH resulting in operational inefficiencies and challenges in maintaining accurate and up-to-date registration records.

NIA replied (April 2023) that web-based computerized central registration systems for OPD and IPD and other Hospital services could not be taken up due to COVID-19 pandemic during the period 2019-20 and 2020-21 and due to pending renovation work by CPWD.

Ministry of AYUSH endorsed the reply of NIA (November 2023) and further stated that digitization of personal health records has been initiated *w.e.f.* 25 October 2023.

It is recommended that responsibility should be assigned to identify the reasons for the failure to implement the computerized central registration system in SBGAH.

2.1.12 Audit observations relating to financial management are discussed in succeeding paragraphs

2.1.12.1 Release of excess advances

(i) An Agreement was executed between NIA and M/s National Project Construction Corporation Limited (NPCCL) for repair, renovation and construction works. Clause B.1.0 of the Agreement stipulated that initial 10 *per cent*/30 *per cent* advance can be sanctioned as per clause conditions of the Agreement.

It was observed that NIA released advances of ₹ 730 lakh (100 *per cent* in five cases and 76 *per cent* in one case) to the contractor in March 2020. The advances were given to the contractors in contravention of the above clause of the Agreement. This has led to blocking of funds, consequent loss of interest and, thus, an undue favour to the contractors.

NIA replied (April 2023) that institute would be strictly following the laid schedule of the payment as per the norms and tender conditions. Ministry of AYUSH endorsed the reply of NIA (November 2023) that payment was made due to Covid crisis. Reply is not acceptable as excess advance was released in contravention of the Agreement.

(ii) In addition to the delays in project implementation detailed in Para 2.1.12.1 Audit observed irregularity about release of excess advances to the Project Management Consultant (PMC) in the work of setting up of All India Institute of Ayurveda, Yoga and Naturopathy at Panchkula.

Terms and conditions (B.3.0) of the Agreement with the PMC specified that an initial advance of 10 *per cent* of the total project cost was to be paid as Mobilization advance which was to be recovered on a monthly basis according to the utilization certificates (UC) submitted by the PMC. Subsequent advance was to be released after utilization of 80 *per cent* of the initial advance.

It was observed that initial advance of ₹ 24.68 crore (₹ 19.00 crore in August 2018 and ₹ 5.68 crore in September 2018) was released to the PMC. The PMC had utilized only ₹ 10.68 crore (43 *per cent*) up to September 2021. As the PMC had not utilized 80 *per cent* of the initial advance, therefore, no subsequent advance was to be released to the contractor. However, NIA released additional advance of ₹ 62.17 crore to the contractor with the approval of Director (NIA). Thus, release of the subsequent advance was in contravention of the Agreement.

NIA replied (April 2023) that after issuing of Letter of Intent (LOI) and demand of M/s WAPCOS Limited, payment of ₹ 62.17 crore was released as per terms & conditions. Ministry of AYUSH endorsed the reply of NIA (November 2023) and further stated no payment was done after the issue was pointed out by audit. Reply is not acceptable as excess advance was released in contravention of the Agreement.

(iii) Clause 3.4(2) of the CPWD Works Manual 2014, mandates that a maximum 33.33 *per cent* of estimated cost of the work can be paid in advance before award of the work.

It was observed that NIA, with the approval of Director (NIA) paid 100 *per cent* of estimated cost of ₹ 16.12 crore as advance to CPWD for 40 works during the period 2017-18 to 2021-22.

But, as per above provisions, 33.33 *per cent* of the estimated cost of ₹ 5.37 crore was required to be paid to CPWD. This resulted in excess payment of advance of ₹ 10.75 crore to CPWD in contravention of Clause 3.4(2) of the CPWD Works Manual.

NIA in their reply in April 2023 stated that the Institute is now strictly following the laid schedule of the payment as per the norms and tender condition. Ministry of AYUSH endorsed the reply of NIA (November 2023).

2.1.12.2 Interest earned on the project funds not recovered

As per terms and conditions B.3.0(c)(iv) of the Agreement, any interest accruing on the project funds would be the property of the Ministry of AYUSH. NIA & PMC will not have any *lien* on the interest earned on the project funds.

It was observed that interest of ₹ 2.42 crore earned on the project funds (up to December 2020) was deposited in October 2022 through RTGS by M/s WAPCOS. However, the interest earned on project funds from January 2021 to March 2023 was not refunded by the M/s WAPCOS to the NIA. Similarly, interest earned on project funds was also not refunded by the M/s NPCCL to the NIA. Any action initiated by the NIA to recover the same from the PMCs was not found on record.

NIA replied in April 2023 that correspondence is being made to produce the status of interest earned and recovery of interest from the PMCs. Ministry of AYUSH endorsed the reply of NIA (November 2023) and further stated that, the interest of ₹ 4.92 crore⁸ and ₹ 1.70 crore have been recovered from WAPCOS and M/s NPCCL. The fact remains that on being pointed out, Interests have been recovered from WAPCOS and M/s NPCCL in November 2023.

2.1.12.3 Allotment of work in contravention of SFC's recommendation and non -initiation of action against the contractor for non-execution of work

SFC in its 53rd meeting (05 June 2017) had recommended to operate Central Laboratory (CL) in PPP mode initially for two years. Further extension may be given on its success in patient care with the objective to improve the quality of laboratory services.

An Agreement was signed with Contractor (September 2018) to operate the CL initially for five years. This Agreement further obligated the Contractor to organize Workshops and to set up a sample collection facility at SBGAH, infractions of which have been reported in Para 2.1.11.

⁸ ₹ 2.50 crore interest (interest earned on project funds from January 2021 to March 2023) were recovered in November 2023 from WAPCOS.

Further it was observed that:

(i) Contract was given for five years in contravention of SFC's recommendation

SFC in its 53rd meeting recommended operating Central Laboratory (CL) in PPP mode initially for two years and further extendable contingent on success in patient care and obtaining NABL certification. However, it was observed that work order was issued to the Contractor for five years. Thus, recommendation of the SFC was not adhered to.

NIA in their reply in April 2023 stated that a two-year tenure of Agreement for PPP as sanctioned by SFC seemed inadequate and impractical because setting up of the lab involves a huge amount of capital investment. The department recommended that the tenure should be for five years with an extension clause for a further five years. Reply is not acceptable as no formal approval of SFC taken in this regard was available on records. Ministry of AYUSH endorsed the reply of NIA (November 2023) that NIA attained the status of Deemed-to-be University and SFC became non-functional, hence, the approval of the SFC could not be obtained. Reply is not tenable as the SFC was functional at the time of giving work order (August 2018) to the Contractor. Finance Committee has given post facto approval (November 2023) for operating the CL on PPP Model for five years.

(ii) Idling of equipment due to operation of Central Laboratory on Contract

It was observed that 24 equipment of ₹ 62.77 lakh was functional in the CL before it was handed over to Contractor on PPP mode. Post closure (September 2018) of the sample collection operations, these equipment were lying idle at Rog Nidan & Vikriti Vigyan Departments since. NIA did not ensure the use of the equipment already lying with it before entering into the PPP Agreement.

NIA in their reply in April 2023 stated that equipment are being used for the demonstration and teaching of students. Due to lack of space and to prevent congestion on the platform, these equipment/instruments are kept at their designated places in the Store. Reply is not tenable as these equipment were procured for use in the CL and not just for the purpose of training. Ministry of AYUSH endorsed the reply of NIA (November 2023) and further stated that the equipment were old and were not much suitable for the CL. Hence, these equipment are being used for the demonstration and practical training of the students. Reply is not tenable as the equipment were functional in the CL before it was handed over to Contractor. Further, demonstration and practical training with old equipment may directly impact the effectiveness of education and research activities.

2.1.13 Other Deficiencies

2.1.13.1 Non-obtaining of fire NOC and non-execution of AMC of firefighting system

NIA incurred an expenditure of ₹ 76.63 lakh on installation of firefighting system in various buildings of NIA⁹, however the Annual Maintenance Contract (AMC) of firefighting equipment was not executed by the NIA, indicating inadequate maintenance. Further, NIA has obtained Fire NOC for Girls Hostel, Hospital and Library but had not obtained Fire NOC of rest of the buildings, *i.e.*, Swami Laxmi Ram Hostel, Nagarjun Hostel, Agnivesh PG Hostel, Academic Block, Dravyagun and Panchkarma Department.

NIA in their reply (April 2023) accepted the facts and stated that AMC of firefighting equipment of the Institute was not executed. However, Ministry of AYUSH in their reply (November 2023) stated that NIA has deployed three trained firefighting persons for maintenance of firefighting system and the process for getting fire NOC is in active progress and shall be done at the earliest in phased manner.

It is evident from the reply that there was a failure to obtain the necessary Fire NOC which resulted into non-compliance with statutory and municipal regulations.

2.1.13.2 Excess non-teaching staff in NIA

As per information provided by the NIA, details of person in position against sanctioned strength of non-teaching staff during the period 2017-18 to 2021-22 is shown in **Table No. 2.3**:

Table No. 2.3: Person in position against sanctioned strength of non-teaching staff

Year	Sanctioned	Working		Total working	Excess	Percentage
		Regular	Contractual			
2017-18	284	171	183	354	70	25
2018-19	284	166	186	352	68	24
2019-20	284	188	182	370	86	30
2020-21	284	175	183	358	74	26
2021-22	284	197	197	394	110	39

⁹ NIA campus including Administrative Block, Academic Block, Departments, Hostels, NIA campus Hospital, Pharmacy, Library, Central Store *etc.*

It is evident from the above table that as against 284 posts sanctioned by Ministry of AYUSH, on an average 29 *per cent* excess non-teaching staff was working in the NIA during the period from 2017-18 to 2021-22. Further, more than 50 *per cent of* staff were deployed on contractual basis. Thus, approval of excess staff needs to be obtained from the competent authority.

NIA replied in April 2023 that the number of regular sanctioned posts and staff thereto are not sufficient to cater to the increased workload and areas of activities expanded in the Institute. All these activities, academic, teaching, training, research, patient care, hospital services *etc.* cannot be managed with the regular staff. Therefore, whenever necessary, staff on a contractual and outsourcing basis are required to be deployed and assigned. Therefore, unlike posts of permanent/regular nature, no specific approval of Government is necessary for their deployment and the decision-making bodies of NIA like Governing Body/Society/ Finance Committee of the Institute are sufficient bodies to approve such deployment of persons on contractual or outsourcing basis. Further, the approval of SFC and Governing Body had been obtained before filling the post on contract basis.

Reply is not acceptable as approval to increase sanctioned strength to cater the increased workload was required to be obtained from the Ministry. Further, SFC and Governing Body were not competent for approval. Sanctions for excess staff need to be obtained from the Ministry of AYUSH as per Rules and Regulations No. 4.4.6 of NIA. This requirement is also evident from the fact that Ministry of AYUSH approval was sought and obtained in February 2022 for 78 posts of regular and 87 posts of contractual staff for the new satellite institution to be established at NIA Panchkula. Ministry of AYUSH endorsed the reply of NIA (November 2023) and further stated that NIA has sent the proposals for the revival of lapsed posts and creation of the new posts of different levels.

2.1.14 Conclusion

National Institute of Ayurveda (NIA), Jaipur as an apex autonomous institute for promoting the growth and development of Ayurveda as a model institute for evolving high standards of teaching, training, research, patients care and to invoke scientific outlook to the knowledge of Ayurveda system of healthcare.

Committees/councils meetings were not being held as per prescribed norms, only nine government research projects by 10 Department were completed during the five years whereas 25 out of 38 private projects were completed in the same period.

Physical progress of the work of setting up of Institute at Panchkula was only 13 *per cent* upto March 2022, *i.e.*, even after lapse of 43 months as against scheduled completion of 24 months. Audio-Visual History Repository/Museum Project was not completed even after lapse of more than five and a half years. Infrastructure and medical facilities were not adequately developed in hospitals and pharmacies of NIA.

There were gaps in providing essential drugs as envisaged in the guidelines of Ministry of AYUSH. Further, sample collection facility of the SBGAH had been closed since September 2018.

Deficiencies in financial management were noticed which included excess advances given to contractors. Equipment were lying idle due to operation of central laboratory on contract. AMC of firefighting equipment was not executed and NOC for various buildings were not obtained.

2.1.15 Recommendations

- ***Committees/councils meetings should be held as per prescribed norms as these were the apex bodies for decision making to promote Ayurveda and Yoga.***
- ***The government research projects should be completed in time as these were all expected to contribute in imparting quality education & research activities.***
- ***The project work should be completed in time and various discrepancies as against the prescribed norms found in NIA Hospital, SBGAH and Pharmacy should be corrected. NIA should provide essential drugs to satisfy the healthcare needs as envisaged in the guidelines of Ministry of AYUSH.***
- ***Responsibility should be fixed for deficiencies in financial management such as giving 100 per cent advance, non-recovery of accrued interest, release of excess advance. Further, the systems of financial management should also be improved.***

CHAPTER-III: MINISTRY OF CULTURE

INDIRA GANDHI RASHTRIYA MANAV SANGRAHALAYA, BHOPAL

3.1 Functioning of Indira Gandhi Rashtriya Manav Sangrahalaya (IGRMS), Bhopal

The IGRMS did not achieve its targets related to programs and activities to its complete strength. The maintenance of its indoor galleries were not in good condition as these were having seepage, mosses, cracks, absence of ramp etc. Further, there was shortfall in achievements of targets in 35 activities though funds were fully utilized in these activities. The Sangrahalaya has displayed only 26 per cent of the objects procured and rest of the objects were lying idle. During the five years there was no joint review with the Ministry and no external or internal peer review was conducted. There was a shortage of staff as out of total sanctioned strength of 118 posts in all the cadres, there was a vacancy of 36 posts (30.51 per cent) which included five vacancies (100 per cent) in Group A cadre.

3.1.1 Introduction

The Indira Gandhi Rashtriya Manav Sangrahalaya (IGRMS)/(National Museum of Mankind), an autonomous organization of the Ministry of Culture, Government of India, began functioning since March 1977 as a 'Subordinate Office' of the Department of Culture, at New Delhi. By early 1979, the establishment was shifted to Bhopal on allotment of a 200-acre campus by the State Government of Madhya Pradesh. The status of the Sangrahalaya was converted from the 'Subordinate Office' into an Autonomous Organization in March 1985, and the 'Rashtriya Manav Sangrahalaya Samiti' was entrusted to control and supervise the programmes and activities of the Sangrahalaya.

The main aims and objectives of IGRMS are to present an integrated story of the Evolution of man and culture with special reference to India by organizing indoor and outdoor exhibitions and to highlight the richness and diversity of Cultural patterns in India and its underlying unity to promote national integration. An audit on the functioning of IGRMS covering the period from 2017-18 to 2021-22 was conducted under Section 20 (1) of CAG's (DPC) Act, 1971 during September to November 2022.

3.1.2 Audit findings

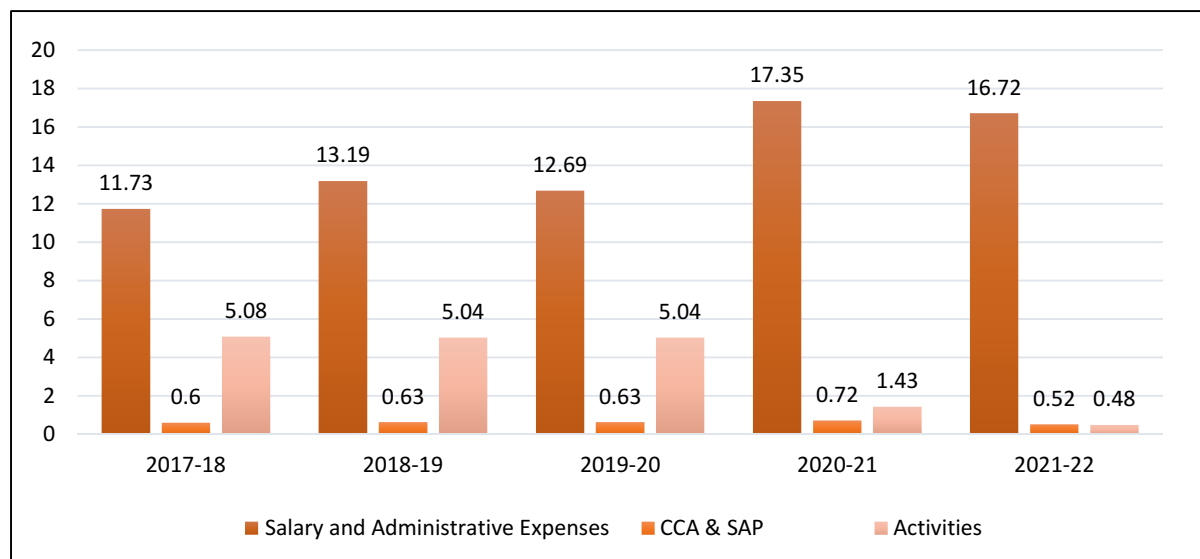
3.1.2.1 Budget Allocation on Salary, Administrative and expenses on Activities in the Sangrahalaya

A MoU is signed every year between the Sangrahalaya and the Ministry of Culture (MoC). The MOU has mainly three categories viz Salary, General Fund including Administrative & pension, and activities of Sangrahalaya (includes General, TSP (Tribal Sub Plan) and NE (North East)). The year wise allocation of budget for the year 2017-18 to 2021-22 is shown in

Chart No. 3.1:

Chart No. 3.1: Year wise allocation of budget for the year 2017-18 to 2021-22

(₹ in crore)



Scrutiny of records and information revealed that:

- The major chunk of budget allotted was for salary and administrative expenses during the period 2017-18 to 2021-22. The *percentage* of funds allotted for activities targeted to be achieved in MoUs ranged between **2.71 per cent to 29.18 per cent** and for Salary and Administrative Expenses **67.38 per cent to 94.36 per cent** during 2017-18 to 2021-22. Further, it was noticed that fund allotted for the activities during the period 2020-21 to 2021-22 showed decreasing trend and fund allotted for administrative expenses during the period 2020-21 to 2021-22 showed increasing trend. **(Annexure-3.1)**

3.1.2.2 Position of Revised Estimate of Grant-in-aid demanded *vis-a-vis* Expenditure incurred

Scrutiny of records revealed that during the years 2017-18 to 2021-22

- In Pay and Allowances
 - Revised estimate is ₹ 8.00 crore to ₹ 9.00 crore,
 - Grant released is ₹ 7.69 crore to ₹ 8.26 crore,
 - Expenditure incurred is ₹ 6.70 crore to ₹ 7.77 crore.

It is observed that in all the years the expenditure is less than the total grant released; thus, there is unutilized grant at the end of each year. **(Annexure-3.2)**

- In General Expenses
 - Revised estimate is ₹ 7.50 crore to ₹ 13.00 crore,

- Grant released is ₹ 5.00 crore to ₹ 9.00 crore,
- Expenditure incurred is ₹ 5.00 crore to ₹ 9.00 crore.

It is observed that in all the years the expenditure is same as grant allotted. **(Annexure-3.2)**

➤ in Schemes/Programme/Activities

- revised estimate is ₹ 0.02 crore to ₹ 7.15 crore,
- grant released is ₹ 0.01 crore to ₹ 4.93 crore,
- expenditure incurred is ₹ 0.01 crore to ₹ 4.90 crore.

It is observed that in all the years the expenditure is almost same as grant allotted. **(Annexure-3.2)**

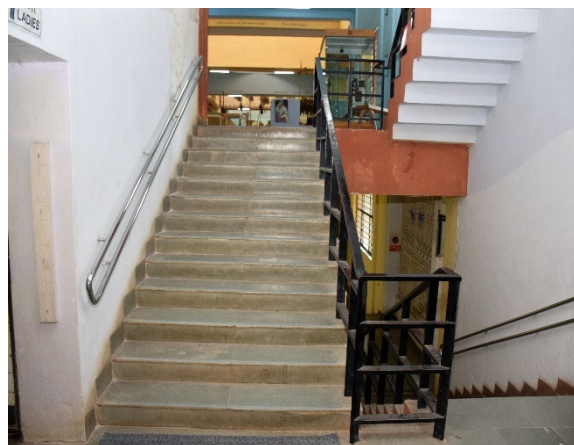
3.1.2.3 Sangrahalaya/Galleries and non-maintenance of equipment

A) Indoor Museum/Galleries of Veethi Sankul

Veethi Sankul/Indoor Museum of IGRMS-laid out within a dome shaped architecture has 12 galleries displaying varying facets of human culture, depict rich and diversified cultural patterns of tribal and rural India.

A joint physical visit of 12 Galleries of Veethi Shankul was conducted by audit team and representatives of the Sangrahalaya. The following shortcomings were noticed:

- With a view to ensure easy access to the Museums, within galleries and visitor facilities, provisions for the differently able person needs to be done. It is noticed that out of 12 galleries, Ramp for physically challenged persons was not available in five galleries (G. No. 3, 4, 5, 6 and 7). It was partially available in four galleries (G. No. 8, 9, 10 and 11), which was of no use as connecting ramp was not there and could not be used by differently abled. As such, expenditure incurred on construction of these partial ramps was unfruitful as the ramps could not be put to use.



Lack of ramp for physically challenged

- Out of 12 galleries, in ten galleries (G. No. 1, 2, 3, 4, 5, 6, 7, 8, 11 and 12), heavy seepage was noticed at several places, spoiling the overall aesthetic appeal of the galleries/exhibits. In one gallery (G. No. 4), due to heavy seepage, moss was noticed which require immediate repairs otherwise it may damage the exhibits.



Seepage



Mosses at the wall

- Out of 12 galleries, in nine galleries (G. No. 1, 3, 4, 7, 8, 9, 10, 11 and 12), descriptions of exhibits etc. was not written in Braille script for the visually challenged persons.
- In two galleries (G. No. 2 and 12), the display screens available were not in working condition.
- At many places though projectors are installed but they were not in working condition.



Display screen out of order



Projector out of order

- The focus lights are available in almost all the galleries for proper viewing of objects/specimens/ethnographic but none of them were in working condition.
- For monitoring the activities of visitors and security of invaluable objects/specimen, the security apparatus installed in all the 12 galleries were not working properly. Also the controlling unit was not available at Veethi Sankul.

The Sangrahalaya in its reply (March 2023) stated that the observation of Audit was noted and efforts were being made as per availability of fund and space.

From the reply it is evident that there is need to improve the maintenance of the Sangrahalaya including the security apparatus.

3.1.2.4 Non compliance of the provision of MoU between IGRMS and MoC

The MoU has been signed during the years 2017-18 to 2021-22 between the Sangrahalaya and the MoC. Following are the provisions of MoU:

- (i) The grant-in-aid released during these years will be dependent on IGRMS's ability to show measurable improvement in service delivery with reference to the key performance indicators and achievement of targets as included in prescribed annexure of the MoU.
- (ii) In the MOU of 2017-18 & 2018-19 it is mentioned that IGRMS and MoC were to undertake a joint review at the end of the financial year. The funding grants to be provided to the IGRMS in the subsequent financial year would largely be dependent on the outcome of these joint reviews.
- (iii) Monthly report in respect of physical and financial achievement is to be submitted in prescribed format.
- (iv) There should be a system of external or Internal peer review of the IGRMS every three year or five year depending on the size of the Museum.
- (v) Every two year a Performance Audit should be done by reputed Institution (like AnSI) of the activities of the Museum.

Scrutiny of records and information revealed that:

- (i) No such joint review had been conducted for the year 2017-18 & 2018-19 and grant had been released to the Museum in the subsequent years without conducting the review.
- (ii) Sangrahalaya did not submit monthly report in respect of physical and financial achievement in prescribed format. However, monthly activity report and monthly expenditure status report was submitted to Ministry.
- (iii) External or Internal peer review of the IGRMS in every three years or five years was not done as prescribed in the provisions of MoU.
- (iv) No Performance Audit of activities of IGRMS by reputed institutions in every two years was conducted.

The Sangrahalaya in its reply (October 2022) accepted the observation and stated that it was noted for future. Further, the Sangrahalaya stated (March 2023) that all the works such

as programmes & activities, achievement etc. were reported to Executive Council and RMS Samiti at the time of meeting. It was also reported to the MoC from time to time. The Sangrahalaya in its reply also accepted that peer review and performance audit shall be done in future.

The Sangrahalaya in its reply has accepted the observations for future compliance.

3.1.2.5 Manpower Management and capacity building in Sangrahalaya

A) Vacancies in Sangrahalaya

As per point no. 33 of Memorandum of Association of IGRMS, the Executive Council or any person or body to whom Executive Council may authorize in this behalf should have the power to appoint all categories of Officers and staffs for conducting the affairs of the Samiti, to fix the amount of their remuneration subject to budget provision, and to define their duties.

Scrutiny of records and information related to overall position of existing sanctioned strength *vis-à-vis* men in position in different cadres in the Sangrahalaya revealed that there was shortage of staff against sanctioned strength. The shortage ranged to **24 per cent to 100 per cent** in various cadres. The post-wise details of staff in the Sangrahalaya are given in the **Table No. 3.1:**

Table No. 3.1: Sanctioned Strength *vis-à-vis* Men in Position in the Museum

Sl. No.	Post	Sanctioned Strength	Filled	Vacant	Percentage of Vacancy
1.	Group A	05	00	05	100
2.	Group B	46	35	11	23.91
3.	Group C	35	26	09	25.71
4.	MTS	32	21	11	34.38
	Total	118	82	36	30.51

On being pointed out in Audit, the Sangrahalaya stated (March 2023) that the process to fill up the post of Group A, B, C and other remaining post were under process.

Reply of IGRMS is not tenable as in Group A cadre out of five vacant post one post of Curator is vacant since 2011, one post of Curator is vacant since 2012, one post of Project Engineer is vacant since 2018. The post of Director is vacant since 2020 and one post of Joint Director is vacant since 2021.

3.1.2.6 Shortfall as well as over-expenditure in achievement of target under sub-schemes

As per MoU signed between the MoC and the Sangrahalaya for the years 2017-18, 2018-19, and 2019-20¹, “The Programmes and Activities of IGRMS are organized under 3 sub-schemes, namely (1) Infrastructure Development (Development of Museum Complex), (2) Education and Outreach Activities, and (3) Operation salvage.”

As per sub-scheme “Infrastructure Development”, the Sangrahalaya is to make systematic efforts to showcase the architectural diversity and technical wisdom of India as part of cultural diversity in its open-air exhibitions (Tribal Habitat, Himalayan Village, Coastal Village etc.), Temporary and Travelling exhibitions, Exhibit of the month, Heritage corners and strengthening of archival resources.

Further, as per sub-scheme “Education and Outreach Activities” IGRMS organizes various education program and outreach activities i.e., Do and Learn Museum Education Programme, Artist Workshop, Seminars/Conferences/Workshops, Museum Popular Lectures etc.

The Sangrahalaya did not achieve the targets related to its objectives as shown in MoU in respect of both the sub-schemes cited above during the year 2017-18 to 2019-20.

- There was shortfall in 35 activities in achievement of the targets ranged between eight to 100 *per cent* despite expenditure incurred on these activities was 100 to 300 *per cent* of the financial target. **(Annexure-3.3 & 3.4).**
- The Sangrahalaya had not achieved any physical target, in seven activities as expenditure had not been incurred despite availability of sufficient fund. **(Annexure-3.3 & 3.4).**

The Sangrahalaya in its reply (November 2022) accepted the shortfall in respect of most of the activities while for some activities it stated that the reason for shortfall was lack of funds and shortage of manpower.

Further, the Sangrahalaya replied (March 2023) that the expenditure on activity was decided at the time of preparing MoU while in performing the activity some other parts needed to be repaired so the expenditure exceeded than allocation.

¹ For the year 2020-21 and 2021-22, MoUs were signed but few activities were performed due to stated reason of Covid-19 Pandemic.

The reply is not tenable as the final grant provided by the Ministry was higher than the budget approved in the MoU for particular activity. Further, in some cases the allotted budget had been fully utilized in performing less number of activities than targeted.

3.1.2.7 Other Deficiencies

A) Maintenance of General Accession Register (GAR) and Temporary Accession Register (TAR)

All antiquities in Sangrahalayas should be properly accounted for as soon as received. Proper and regular maintenance of the Accession Register is essential for the safety and security of the Sangrahalaya objects.

IGRMS aimed at salvaging the vanishing aspects of tangible and intangible cultures through sub-scheme Operation Salvage. For this, Sangrahalaya had to make systematic efforts for salvaging various aspects of life enhancing traditions, by collection, documentation and digitization of ethnographic objects/specimens.

Audit scrutiny revealed the following deficiencies in off-campus workshop/camp:

- The workshop 'Textile Traditional of Kom Tribe' organized during 2017-18, 24 objects/specimens were collected but accessioning of all these 24 items in General Accession Register (GAR) and Temporary Accession Register (TAR) was yet to be done despite lapse of more than four years.
- The workshop 'Shrishtikathaat' organized during 2018-19, 28 objects/specimens were collected but accessioning of all these 28 items in GAR and TAR had not been done despite lapse of more than three years.

The Sangrahalaya in its reply (March 2023) stated that the accessioning of objects acquired as camp products during the period under review was completed.

Reply of IGRMS is not tenable as document provided in support of reply showed that the accessioning of these objects were under process.

B) Specimens/objects not displayed and lying idle as reserve collection in store

The Sangrahalaya was engaged to portray the story of mankind in time and space. The Sangrahalaya is stated to be involved in generating a new Museum movement in India, to demonstrate the simultaneous validity of human cultures and the plurality of alternatives of human articulations. The Sangrahalaya depicts rich and diverse heritage of our nation.

Scrutiny of records revealed that the Sangrahalaya had total 29,701 Objects/Artefacts/Specimens. Out of these, 7,718 (26 *per cent*) objects were displayed in the Sangrahalaya and rest 21,983 (74 *per cent*) objects were lying idle in reserve collection in stores which were not available for public viewing.

The Sangrahalaya agreed (October 2022) that 74 *per cent* of collection were kept reserve considering the infrastructure and availability of space in the premises. Sangrahalaya further stated that it was not possible for any Sangrahalaya to showcase its entire collection. However, Sangrahalaya had a unique way to rotate the Sangrahalaya objects and facilitate them for public viewing and educating people about the cultural diversity as well through periodical exhibition, exhibit of the month series and during conservation objects were displayed for public viewing.

Further, the Sangrahalaya stated (March 2023) that it had organized various travelling and periodical exhibitions in its premises and other places and displayed various objects. Since last one and half year over 1500 objects had been displayed in 05 periodical exhibitions under the series "People of India" and nearly 135 objects under "Objects of the week" and about 120 objects are displayed under the "Exhibit of the Month".

Reply of the Sangrahalaya is not convincing as Museum has a vast area of 200 acres. The Sangrahalaya should explore options to enhance its infrastructure so as to showcase the maximum number of objects collected at a stretch.

The matter was reported to the Ministry (April 2023); however, their reply is awaited (April 2023).

3.1.3 Conclusion

The IGRMS did not achieve its targets related to programs and activities to the full of its strength. There was shortfall in achievements of targets though funds were fully utilized. Infrastructure of the IGRMS was not in good condition as indoor galleries were having seepage, mosses, cracks, absence of ramp, out of order display equipment.

Though there are deficiencies in up keeping the activities in the Sangrahalaya even after that Sangrahalaya is unique in conserving and disseminating the different traditional knowledge with the help of regional artisans and therefore the necessary corrective action should be taken to correct the deficiencies.

3.1.4 Recommendations

- *IGRMS should follow all terms and conditions mentioned in Memorandum of Understanding (MoU) made with Ministry of Culture (MoC).*
- *IGRMS should provide all public amenities to the visitor i.e., Ramp to its Handicapped visitors.*
- *IGRMS needs to expedite the repair and maintenance work of the galleries i.e., seepage, mosses, cracks, display equipment's etc.*
- *IGRMS needs to focus on achieving the targets in respect of activities/programs as signed in the MoU with parallel to financial targets as well.*
- *IGRMS needs to comply procedures strictly regarding collection of objects to avoid mismanagement of objects/specimen.*
- *IGRMS should explore options to enhance its infrastructure so as to showcase the maximum number of objects collected at a stretch.*

CHAPTER-IV: MINISTRY OF EDUCATION

NAVODAYA VIDYALAYA SAMITI, NOIDA

4.1 Functioning of Navodaya Vidyalaya Samiti (NVS), Noida

Eleven JNVs sanctioned during 2007-2016 were not yet opened even in temporary sites. Permanent buildings for 14 JNVs sanctioned during 1994-95 to 2020-21 were not taken up for construction and are running in temporary sites for long time. Vidyalaya Vikas Nidhi of ₹ 98.41 lakh was not collected in 15 test-checked JNVs. There was cost escalation of ₹ 36.93 crore at JNV Darjeeling due to delay in construction. NVS constructed school building at JNV U.S. Nagar on the land for which there were no ownership rights with the NVS. There were deficiencies in providing infrastructural facilities to the test checked JNVs such as staff quarters, class rooms, compound walls, toilets, overhead water tanks etc.

4.1.1 Introduction

National Education Policy, 1986 (NEP) envisaged setting up of co-educational residential schools called as Jawahar Navodaya Vidyalayas (JNVs), which are established and managed by a registered autonomous society called Navodaya Vidyalaya Samiti (NVS). Free¹ residential co-education is imparted in these schools for students of classes VI to XII and these Vidyalayas are fully financed by the Government of India (GoI). They are established on the basis of specific request from any State/UT Government which offers 30 acres of suitable land for each school free of cost. Currently JNVs are spread in 27 States and eight Union Territories across India.

4.1.2 Organizational Set up

NVS is an autonomous organization under the Ministry of Education (MoE), GoI. NVS functions through an Executive Committee (EC) which is responsible for management of all affairs and exercises all powers of the Samiti. It is assisted by two sub-committees, i.e. Finance Committee and Academic Advisory Committee. The executive head of the administrative pyramid is the Commissioner who executes the policies laid down by the EC.

4.1.3 Audit Objectives, Scope and Methodology

The objectives of the audit on the Functioning of NVS was to assess (i) whether admission norms and quality of education was ensured, (ii) whether adequacy of infrastructure was ensured, and (iii) whether construction at JNVs as per norms was ensured.

¹ Vidyalaya Vikas Nidhi fee is charged from class IX to XII students.

The audit was conducted for the period from 2017-18 to 2021-22 and records of the NVS Headquarters including 16² selected JNVs out of 154 JNVs in four States viz., Uttar Pradesh (UP), Uttarakhand (UK), Bihar and Jharkhand were test checked. Joint physical inspections were also conducted wherever necessary.

4.1.4 Audit Findings

The audit observations flowing from the audit objectives through verification of records at NVS and at test checked JNVs in UP, UK, Bihar and Jharkhand are discussed in the succeeding paragraphs.

4.1.5 Admission Norms and Quality of Education

4.1.5.1 Shortage of Teachers in JNVs

The objective of the Samiti is to provide quality education which requires committed teachers as they are the backbones of educational system. In each school there are different types of teachers viz., Trained Graduate Teachers (TGT), Post Graduate Teachers (PGT) and miscellaneous teachers like Physical Education Teacher (PET), Music teacher, Art teacher etc. The sanctioned strength of teachers and Person-in-position in all JNVs for the period from 2017-18 to 2021-22 are shown in **Table No. 4.1:**

Table No. 4.1: Sanctioned strength of Teachers and Person-in-position in all JNVs

Sl.No.	Year	Total JNVs	Sanctioned strength	Person in position	Shortage of teachers	Percentage of shortage
1.	2017-18	623	12377	10313	2064	16.68
2.	2018-19	625	12389	10304	2085	16.83
3.	2019-20	632	12684	10030	2654	20.92
4.	2020-21	647	13169	10095	3074	23.34
5.	2021-22	649	13287	11566	1721	12.95

The shortage in teachers' strength in the test checked JNVs is shown in **Table No. 4.2:**

Table No. 4.2: Details of shortage in teachers' strength in test checked JNVs

Sl.No.	Year	Test checked JNVs	Sanctioned strength	Actual strength	Shortage of teachers	Percentage of shortage
1.	2017-18	16	438	419	19	4.33
2.	2018-19	16	438	405	33	7.53
3.	2019-20	16	438	406	32	7.30
4.	2020-21	16	438	397	41	9.36
5.	2021-22	16	439	412	27	6.15

² Aligarh, Bahraich, Barabanki, Bijnore, Gorakhpur, Lucknow, Raebareli and Sitapur-I (UP), Haridwar and U.S. Nagar (Uttarakhand), Muzaffarpur, Samastipur and Vaishali (Bihar), Dumka, Lohardaga and Ranchi (Jharkhand).

There were large number of vacancies of teachers in JNVs all over India and the shortage of teachers during the period from 2017-18 to 2021-22 ranged from 12.95 to 23.34 *per cent* respectively.

The shortage of teachers in the test checked schools ranged from 4.33 *per cent* to 9.36 *per cent*. This extent of shortage/vacancies of teachers could potentially affect the quality of education along with resultant increase in the workload on existing teachers.

NVS replied (September 2022) that efforts are being taken to fill up the vacancies and temporary teachers are being engaged on contract basis against the vacant posts.

MoE replied (May 2023) that vacancies have been notified by NVS and recruitment drive will be finalised shortly on priority basis.

4.1.5.2 Non-availability of Female teachers as per norms

As per policy of NVS at least one-third of students admitted should be girls in JNVs. Accordingly, the EC in its meeting held in November 2006 approved that appointment of female teachers in the JNVs should be at least one-third of the total teachers in order to take care of girl students. It was noticed that there was shortage of female teachers posted in JNVs. The shortage of female teachers in total JNVs as well as in some of the test checked JNVs at the end of the academic year 2021-22 was as indicated **Table No. 4.3:**

Table No. 4.3: Details of shortage of female teachers in total JNVs

Name	Total teachers	No of female teachers as per norms	No. of female teachers in position	Shortfall	Percentage of Shortfall
All India	15629	5209	4218	991	19.02
JNV Lucknow	26	9	6	3	33.33
JNV Gorakhpur	26	9	2	7	77.78
JNVHaridwar	25	8	6	2	25.00
JNV Vaishali	28	9	5	4	44.44
JNV Lohardaga	28	9	3	6	66.66

The shortfall in posting of female teachers at all India level was 19.02 *per cent* whereas for some of the selected JNVs it was ranged from 25 to 77.78 *per cent*. This indicate that decision of EC to post female teachers was not implemented.

NVS replied (February 2023) that efforts are being made to post female teachers in JNVs as per norms but factors like resignation, promotion, and retirement affects the availability of female teachers in a JNV. It was also replied that teachers are recruited exclusively on merit basis and no reservation is provided to any gender. This indicate that specific policy to implement the decision of the EC to appoint one third female teachers to take care of girl students was not prepared and implemented.

MoE confirmed (May 2023) the reply of NVS.

4.1.5.3 Non-migrating of students to other linguistic regions

One of the features of NVS education is migration of students from one Vidyalaya in a particular linguistic region to another Vidyalaya in a different linguistic region to promote understanding of the diversity and plurality of India's culture and people. According to this scheme, 30 *per cent* of children from one JNV are to be migrated to another JNV at class-IX level for one academic year. There won't be any disturbance to the students migrated as the curriculum followed in all the JNVs across the country is one.

It was noticed that in six JNVs³, no migration of students took place during last five years.

JNV, Bahraich replied (October 2022) that due to accommodation problem no migration could take place and JNV, Barabanki replied (November 2022) that due to non-adjustment, the migrated students were sent back.

MoE replied (May 2023) that four audited JNVs of UP are having migration linkage with JNVs of J&K UT. The reply of the ministry is not in consonance with the reply of the Principals of JNVs concerned.

4.1.5.4 Short collection of fees towards Vidyalaya Vikas Nidhi from the students

As per the recommendations of Expenditure Reforms Commission of MoE, GoI, with effect from August 2017, Vidyalaya Vikas Nidhi fee (VVN) at the rate of ₹ 600 per student from all the students of classes IX to XII was to be collected excluding students belonging to SC, ST, girls and those below the poverty line. In addition to the above, a fee at the rate of ₹ 1500 per student per month is to be collected from all students whose parents are Government employees.

It was noticed in 15 JNVs⁴, that there was a short collection of fee towards VVN of ₹ 98.41 lakh at the end of March 2022. No concrete steps were, however, taken by these JNVs to collect the arrears.

NVS replied (March 2023) that fees towards VVN was not collected from students keeping in view of their financial condition during COVID pandemic. At the time of leaving the school, transfer certificates are being issued by taking undertaking from them that they would clear

³ Baharaich, Barabanki, Lucknow, Raebareli, Lohardaga and Ranchi

⁴ Aligarh, Bahraich, Barabanki, Bijnore, Gorakhpur, Lucknow, Raebareli and Sitapur-I of UP, Haridwar and U.S. Nagar of UK, Muzaffarpur, Samastipur and Vaishali of Bihar, Lohardaga and Ranchi of Jharkhand.

the dues once their financial condition improves. The reply of NVS is unacceptable as it is very difficult to trace out the passed out students and to monitor the collection of fees from them.

MoE replied (May 2023) that the students are allowed to pay fee towards VVN in instalments during their study in the JNV. During COVID pandemic period some parents could not pay VVN due to their financial constraints.

4.1.6 Adequacy of Infrastructure

As per the policy of the GoI, one JNV is to be established in each district in an area of 30 acres of land (relaxable on case to case basis) along with sufficient temporary accommodation to run the school till the completion of permanent Vidyalaya building. Each such Vidyalaya has a provision for a full-fledged campus with sufficient building for classrooms, dormitories, staff quarters, dining-hall and other infrastructural facilities viz., playgrounds, workshops, library and laboratory etc. Scrutiny of records relating to construction activities carried out in JNVs and test check of records relating to availability of infrastructure in the selected JNVs revealed the following deficiencies.

4.1.6.1 Facilities for *Divyang* students

Divyang students are to be treated specially and additional facilities such as ramps and special toilets are to be made available for them. During joint inspection of selected schools in UP, it was found that no ramps for *Divyang* student were provided in dormitories of JNVs Bijnore, Lucknow and Raebareli. Also, there were no special toilets in academic blocks and dormitories in these JNVs. Similarly, in Bihar, there were no ramps in JNV Muzaffarpur and Vaishali. In case of Jharkhand there was no ramp in boys dormitories in JNV Lohardaga.

MoE replied (May 2023) that in JNVs test checked by Audit, some ramps and special toilets were available and instructions are being issued to the concerned Regional Offices, NVS and JNVs to provide sufficient ramps and special toilets in the JNVs as per actual requirement so that the shortfalls in respect of toilets and ramps shall be attended during the financial year 2023-24.

4.1.6.2 Non-compliance of norms in construction of compound wall

In 23rd meeting of Construction Coordination Committee of NVS (January 2017), it was decided that a boundary wall with a height of six feet along with two-and-a-half feet of barbed wire fencing is to be built for safety of the children and staff residing inside the campus and to avoid encroachments.

It was found during the joint inspection of JNVs that in five JNV⁵s, the height of boundary wall was less than the prescribed norms and there was no barbed wire fencing built on the compound wall. In these JNVs, the height of the boundary wall ranged between two-and-a-half feet to four-and-half-feet only against prescribed height of six feet. Construction of the boundary wall with less than the prescribed height is a safety hazard to the residents of the school.

Joint inspection revealed that in JNV Vaishali, compound wall was demolished by the villagers at four points for using their day to day commuting and for using the playground of the school.



Picture No. 4.1: JNV Vaishali- Demolished compound wall

MoE replied (May 2023) that for the JNVs where the compound wall is of less height or require repairs, special drive has been initiated by NVS for raising the height of compound wall and to provide barbed wire/concertina coil over the compound wall. The data from all JNVs have been collected and necessary works will be executed and completed within one year.

4.1.6.3 Shortage of class rooms in JNVs

As per NVS norms, there should be at least 18 class rooms and three laboratories, a computer room, a library in each JNV. It was noticed that out of 16 test-checked JNVs in four States, shortage of class rooms in 12 JNVs were noticed as given in **Annexure-4.1**.

In all the 12⁶ test-checked JNVs in four States, there was shortage of 34 class rooms out of the required number of 216 class rooms. The percentage of shortage of class rooms was 15.74 *per cent*. Due to shortage of class rooms, the schools had to conduct classes in open areas, in workshops, laboratories and in multipurpose halls which are not their regular class rooms. This potentially affected the quality of education as well as class room atmosphere for the students to get themselves involved in the studies.

⁵ Aligarh, Bahraich, Gorakhpur, Lucknow and Muzaffarpur

⁶ Bahraich, Barabanki, Bijnore, Gorakhpur, Raebareli, Sitapur-I; Haridwar, U.S. Nagar Muzaffarpur, Samastipur, Vaishali and Dumka.

The NVS replied (March 2023) that though class rooms were built as per norms, creation of additional class rooms were necessitated due to opening of new laboratories, option for new subject combinations, skill subjects and creative subjects like Music, Art etc. As there was no extra class rooms for conducting these extra activities, the schools had to face the problem of shortage of class rooms. It was also stated that construction of additional class rooms required for extra activities shall be taken up with the approval of the Ministry. The reply of the NVS confirms the fact that there was shortage of class rooms and there is a need for construction of extra class rooms as per the increased requirement.

MoE stated (May 2023) that requirement of additional class rooms was due to change of norms by CBSE and all the new JNVs are being constructed with additional class rooms and in old JNVs where there is shortage of class rooms construction will be taken up on receipt of approval of Competent Authority.

4.1.6.4 Shortage of Staff Quarters in JNVs

As per NVS norms, there should be 45 residential quarters in the premises of all JNVs for the staff members working in those JNVs. However, it was noticed in the test-checked JNVs of four States that there was shortage of staff quarters as detailed in **Annexure-4.1**.

The shortage of 13.58 *per cent* staff quarters was noticed in 9 test-checked JNVs (Barabanki, Sitapur-I; US Nagar, Muzaffarpur, Samastipur and Vaishali Dumka, Lohardaga and Ranchi).

Further, in three⁷ test-checked JNVs, sheds built as temporary accommodation at the time of opening of JNVs *viz.*, SP Shed Quarters were made as permanent staff quarters. These sheds were built 36 years back and are in dilapidated condition. Even after allotment of these temporary shelters as residential quarters, there was further shortage of 19 staff quarters.

Since JNVs are generally located in rural areas where no rented accommodations around the schools would be available. The teachers for whom quarters are not available have to get rented accommodations in nearby villages and the teachers have to travel a long distance to go to these schools. The JNVs are residential schools and hence teachers have to take additional responsibilities to take care of students as House Master/Assistant House Master. In the absence of sufficient residential accommodation for the teachers it is difficult for teachers to carry out these duties.

MoE replied (May 2023) that initially cabinet approval was for construction of 41 quarters in JNVs. Need for construction of 45 quarters arose due to introduction of two streams at Senior secondary level. The SP sheds which are temporary structures and the life of which is around

⁷ Muzaffarpur, Samastipur and Vaishali.

30 years were in bad condition, proposal for conversion of these into permanent staff quarters is under consideration. Immediate action would be taken for repair of existing SP sheds and for construction of additionally required staff quarters to meet out the shortage of staff quarters after approval of competent authority.

4.1.6.5 Shortage in Accommodation to students

As per NVS norms, the full strength of students in any JNV is 560. All of them are required to be provided hostel facility. However, test-check of JNVs in four States revealed that there was shortage of hostel accommodation to students and the students residing in hostels have been facing problems as described below:

In JNV Raebareli, dormitory for girls was not constructed since inception of the school in October 1986 and the girl students are forced to stay in temporary sheds made of asbestos sheets.

In JNV Vaishali, 52 students were residing in holding house (temporary shelter) due to delay in completion of repair work of dormitories which was taken up in January 2019. The toilet of girls in upper dormitory was leaking into the lower toilet as a result of which the toilet in the lower dormitory was not being used. In JNV Samastipur, no dormitory for girls was constructed since inception. The girl students were residing in temporary sheds made of asbestos sheets. There was leakage of rain water due to damage of asbestos roof. Bathrooms and toilets were damaged and not in usable condition. Windows/roofs were in dilapidated condition. In these two JNVs, boys' dormitory was in dilapidated condition. In JNV Muzaffarpur, newly constructed dormitories were in poor condition and there was no toilet in the upper dormitory of boys. In these three JNVs the clearing of the jungle/vegetation on the exterior/rear side of the dormitory was not done as a result of which weeds grew in abundance.

MoE replied (May 2023) that in respect of JNV Raebareli one unit of girls dormitory has been sanctioned and the work is in progress and likely to be completed by June 2023. In JNV Vaishali, special repair works sanctioned in 2019 were delayed due to covid and the EE, CPWD assured to resume and execute the work soon. In case of Samastipur, the sheds made of asbestos sheets available since inception were being utilized as girls dormitory with regular repairs and maintenance. The defects such as leakage of rainwater, damaged asbestos roof, bathrooms and toilets are being rectified. In case of Muzaffarpur, CPWD has assured to rectify the defective works and for cleaning of jungle on exterior/rear side of dormitory.

The reply of the Ministry shows that the defects pointed out in Audit are yet to be rectified and the JNVs are functioning with deficiencies in proper accommodation for the students.

4.1.6.6 Water Facilities

All the students residing in hostels of JNVs are to be provided safe drinking water as well as water for other requirements. The designs approved for construction of JNVs envisaged construction of Overhead tank (OHT) and also underground sump of one lakh litres capacity. However, the OHTs constructed were not in good condition in JNVs test checked as detailed below:

In JNV Muzaffarpur and Samastipur, OHTs were in dilapidated condition requiring immediate demolition considering the safety of all inmates residing inside the school premises and in JNV Muzaffarpur, no RO water purifiers were installed in dormitories.

In JNV Ranchi, OHT was in bad condition and needs major repair. Availability of safe drinking water was found insufficient in boys dormitory as only one water purifier/filter was installed for 96 students. In JNVs Dumka and Lohardaga availability of safe drinking water was not found in any of boys' dormitories and no RO water purifiers were installed in dormitories which pointed out the scarcity of safe drinking water in the campus.

Availability of Overhead Tank in the residential schools like JNVs is mandatory as there would be continuous requirement of water for drinking purposes as well as for toilet needs of the students.

MoE replied (May 2023) that in case of JNV Muzaffarpur, Ranchi and Samastipur instructions were issued to get OHTs tested and demolish all unsafe OHTs. It was also replied that instructions were issued to get the water purifiers repaired wherever necessary for providing safe drinking water at JNVs.

4.1.6.7 Improper Drainage and Sewage System

In JNV Gorakhpur, JNV Muzaffarpur, Samastipur and Vaishali, there was no proper drainage system in dormitories as a result of which liquid waste was being dumped in an open big pit on the side of the inner road passing through the dormitory/quarter. In JNV Dumka and Lohardaga, wash basin, water pipes and taps were in poor condition and need urgent replacement.

MoE replied (May 2023) that the drainage system existed in JNVs was 30 years old and instructions would be issued to JNVs/ROs concerned for execution of drainage works on priority during summer vacations.

4.1.6.8 Seepage of Water

In JNVs Gorakhpur and Bijnore, there was seepage of water in class rooms and staff rooms. In JNV Muzaffarpur, the ceiling of the class room/lab etc. was broken. In JNVs Dumka and Lohardaga hostel building was in poor condition and the level of seepage in the walls and roof was high. There were many *ad-hoc* plaster patches due to patch work of the plaster from the ceiling.



Picture No. 4.2: JNV Lohardaga

MoE replied (May 2023) that NVS has already initiated a special drive to identify all issues of leakage and seepage in all buildings and repair works were entrusted to various construction agencies under the supervision of NVS.

4.1.6.9 Security of inmates

In JNV Samastipur, a big pond without boundary wall and fencing was situated beside the boys' dormitories and mess building. Thus, there was a risk of untoward incident due to the same.



Picture No. 4.3: JNV Samastipur

In JNV Muzaffarpur, high tension electricity line was passing over the playground and principal's residence.

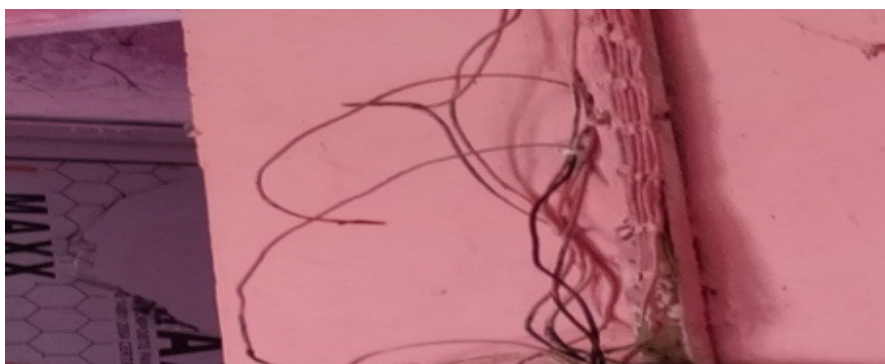
In JNV Vaishali campus, a Buniyadi Primary School of Government of Bihar was also running which is against to the norms of NVS.

As Jharkhand is placed in more thundering zone, lightening conductor is essential in school buildings and students hostels but was not installed in JNVs Dumka, Lohardaga and Ranchi.

MoE replied (May 2023) that CPWD submitted estimate for construction of fencing around the pond and the work will be started soon at JNV Samastipur. In case of Muzaffarpur, efforts are being made to get high tension electricity line shifted at the earliest. In case of JNV Vaishali, RO was directed to submit proposal for making the campus of JNV separate from the Buniyadi Primary School. Regarding lightening conductor, instructions were issued (May 2021) to all ROs/JNVs for protecting buildings and allied structures against lightening.

4.1.6.10 Status of electricity and electrical wiring

In JNV Vaishali, electrical wires and switches were loose and broken. In JNV Muzaffarpur, electric wire and switches were loose and broken at the mess building.



Picture No. 4.4: JNV Vaishali of Bihar

In JNV Lohardaga, electricity supply was available for about 4 to 5 hours per day. As electricity is very important for JNV, generation of power from other source of energy like Solar energy should be adopted in the Vidyalaya. Electrical wiring was also found in poor condition and need replacement. Major repairing work was needed in JNV dormitories, multi-purpose hall and other buildings.

In JNVs Dumka, Lohardaga and Ranchi proper lighting arrangements were not provided in the old boys' hostels.

MoE replied (May 2023) that financial power was delegated to ROs for attending electrical issues and works beyond their financial delegation would be taken up on receipt of proposals from them. The defects pointed out in Audit would be rectified before re-opening of JNVs after summer vacations and steps are being taken to ensure continuous power supply.

4.1.6.11 Non opening of 11 JNVs though sanctioned

Policy norms of Government (1986) require establishment of at least one JNV in each district. 661 JNVs have been sanctioned by Government of India up to 2021-22 across the country including 23 additional JNVs where people of SC/ST are more. 650 JNVs have been opened and were functional upto 2021-22 and the remaining 11 JNVs (**Table No. 4.4**) were not yet made functional, for the reasons given in the following table, though sanctioned by the GOI.

Table No. 4.4: Details of 11 JNVs that were not yet made functional

Sl. No.	Place/district	State	Year of sanction	Reasons for not opening the JNV
1.	Kamrup Metro	Assam	2007	Construction not taken up due to non-obtaining of forest clearance and a few temporary sites were offered by State Government but none was found suitable.
2.	Capital complex	Arunachal Pradesh	2016	No land (Permanent and temporary) was so far offered by the State Government for the school.
3.	National Capital Territory (7 JNVs)	Delhi	2016	No land (Permanent and Temporary) was offered by the State Government for 6 JNVs and land allotted for the other JNV was insufficient but no temporary site was offered.
4.	Old Malda	West Bengal	2016	Delay in handing over of the land for permanent site and no temporary site was offered by State Government.
5.	Khimber/Srinagar	J&K	2016	Delay in taking decision about the suitability of land for construction of JNV and a temporary site was offered but not found suitable.

From the above, it could be seen that eight JNVs could not be started due to failure in handing over of land by the State Governments, two JNVs were not started due to unsuitability of the land allotted, and remaining JNV was not started due to non-obtaining of the clearance from the Forest department for 15 years.

Non opening of these 11 JNVs resulted in non-achievement of intended objective to cater the educational needs of rural children through NVS scheme in these cases.

MoE replied (May 2023) that efforts are being made periodically to ensure transfer of suitable land for permanent building and temporary site.

4.1.7 Construction at JNVs

4.1.7.1 Non commencement of construction works at permanent sites

There were 14 JNVs opened at temporary sites during the period between 1994-95 to 2020-21 but construction at permanent sites was yet to be started. Details are shown in **Table No. 4.5:**

Table No. 4.5: Details of 14 JNVs opened at temporary sites

Sl. No.	Name of JNV	Year of opening of JNV at temporary site	No. of students enrolled till March, 2022	Reasons for non-commencement
1.	JNV Khagaria	1994-95	197	Clear land not available
2.	JNV Palamu-I	2003-04	200	NOC from forest department awaited
3.	JNV Howrah	2005-06	197	Due to non-performance of construction agency
4.	JNV Cooch Behar	2006-07	196	Due to land dispute
5.	JNV Kulgam	2010-11	134	Land was situated at flood prone area
6.	JNV Narmada	2011-12	224	Due to not receiving clear land
7.	JNV South Andaman	2017-18	179	Due to non-performance of construction agency
8.	JNV Ramanagara	2017-18	278	Due to non-performance of construction agency and Covid-19
9.	JNV Kishtwar	2017-18	119	Clear land not received
10.	JNV Pulwama	2019-20	58	Clear land received on July 2021. Tendering in progress
11.	JNV Ramban	2019-20	39	Delay in receiving clear land
12.	JNV West Tripura	2019-20	114	Delayed due to Covid-19
13.	JNV Singrauli	2019-20	131	Delay in receiving clear land
14.	JNV Bandipora	2020-21	64	Delay in receiving clear land

Owing to delay in starting of construction works at the permanent sites, the schools were functioning with less intake of students which is adversely affecting the objective of establishing these NVS.

MoE replied (May 2023) that in three cases pointed out in Audit, work has been commenced, in five cases, tendering process is on, in four cases, work is in pre-construction stage and in the remaining two cases, there were land issues. It further stated that as per NVS policy, all efforts are made to ensure completion of construction work as soon as possible, at the permanent sites once land transferred in the name of NVS is made available without any encumbrance. However, due to various reasons such as land disputes, interference of forest department, local encroachments, law and order problems etc., the construction work gets delayed.

The reply of the ministry clearly shows that in most of the cases the construction of schools sanctioned long back are yet to be started at permanent sites.

4.1.7.2 Delay in start of construction of JNV at Kurung Kumey, Arunachal Pradesh

A JNV at Kurung Kumey, Arunachal Pradesh was sanctioned during 2005-06. The State Government offered 20 acres of land at Longbia Village, Kurung Kumey district as a permanent site to construct JNV along with a temporary site at Palin, Kurung Kumey to start the school. Vidyalaya was opened at temporary site in 2006-07. After inspection of the permanent site the Deputy Commissioner, Regional Office, Shillong recommended (December 2005) that site was suitable for the construction of school. The 80,000 sq. meter of land was allotted by District Administration in April 2007. But in 2008, Executive Engineer (EE), NVS informed that the construction could not be started due to location of the site at hillock and having steep slope and on his advice it was decided to seek for alternative site. The land of 33.5 acres at new site was allotted by District Administration in November 2018 after the joint inspection with NVS. So far boundary wall could only be constructed in this site.

NVS replied (September 2022) that decision to select alternative site for construction of JNV was due to location of the originally allotted site on a hillock with steep slope and it consists of area of only 10.97 acres which was much less than the allotted area i.e. 20 acres. The new site was allocated in 2018 and work entrusted to DUDH in July 2019.

MoE replied (May 2023) that due to remoteness of site and Covid pandemic the pre-construction activities were delayed. As on date Detailed Project Report of work has been approved by NVS and tendering activities have been initiated.

Thus the defective selection of site resulted in delay in construction of JNV.

4.1.7.3 Escalation of construction cost of ₹ 36.93 crore due to long delay in construction

JNV Darjeeling was opened (June 2003) in a private building on temporary basis and Phase-A construction work was allotted to Rail India Technical and Economic Service limited (RITES) in November 2005 at an estimated cost of ₹ 7.55 crore with a due date of completion of work within 15 months. No work was commenced up to 2008 and RITES submitted (May 2008) Revised Estimate for an amount of ₹ 15.70 crore and same was approved (July 2008) by NVS.

Work was started in the year 2009, but it was suspended in the year 2011 due to some disputes between the Construction Agency and RITES. In the meantime, NVS paid ₹ 1.57 crore to RITES (March 2011). The work remained suspended till work was withdrawn from RITES (August 2019). No penalty for delay was levied on RITES as per contract.

Later, the work was re-allocated (August 2019) to CPWD with an estimated expenditure of ₹ 42.91 crore. NVS released an advance of ₹ 14.30 crore to CPWD (September 2021) but the

work was not started till March 2022. Due to delay in construction work, there was a cost escalation of ₹ 36.93 crore.

NVS (October 2022) as well as MoE (May 2023) replied that due to unresolved disputes between the construction agency and RITES, the work was reallocated to CPWD which is yet to finalise tenders.

The fact remains that the long delay in construction of work caused cost escalation by 489 *per cent* of the initial estimated cost.

4.1.7.4 Construction of school on the land not legally transferred to NVS

As per NVS norms (July 1987), new JNVs are opened on the basis of proposals from the concerned State Government offering about 30 acres of suitable land free of cost along with sufficient temporary building and other infrastructure free of rent till NVS constructs its own buildings at the permanent site. The construction at the permanent site cannot be taken up if the land is not legally transferred in favour of the NVS.

JNV U.S. Nagar district, UK started functioning from October 1986 at its temporary site. Land measuring 19.85 acres was allotted as permanent site but was not legally transferred in favour of NVS.

Regarding transfer of land in favour of NVS, Chief Secretary of UK Government stated (February 2006) that the land allotted to JNV was Nazul land⁸ and there is no provision for transfer of Nazul land at free of cost. Hence, the proposal of transfer of land was rejected. After that no pursuance was done by NVS with State Government for transfer of land in favour of NVS.

However, NVS constructed (September 2013) Phase-A buildings of the school by incurring an expenditure of ₹ 15.48 crore which was in contradiction to NVS norms to construct JNVs only after acquisition of land from the State Government.

NVS replied (December 2022) that construction of phase A work of JNV Rudrapur was carried out with the approval of commissioner. NVS has so far spent ₹ 15.48 crore for construction of school building on the site for which there were no ownership rights with the NVS.

MoE replied (May 2023) that the Vidyalaya is running smoothly since its inception for the last 37 years and there was no issue of land since then. However, regarding land transfer, necessary action would be again taken up for transfer of land in the name of NVS.

⁸ Type of Government land on which buildings or structures can be constructed but the ownership of such land lies with the Government itself.

The fact remains that the school was constructed on the land for which there was no clear title in the name of JNV.

4.1.7.5 Blockage of ₹ 8.47 crore due to abnormal delay in completion of work

JNVs are built up in phased manner. In Phase A, academic block along with half of other structures such as dormitories, mess, staff quarters are built and in Phase B, all the remaining buildings are constructed. Phase-A of JNV Lunglei (Mizoram) was completed in March 2010. The construction of Phase-B work was allocated to National Project Construction Corporation Limited (NPCC) with a sanction for expenditure of ₹ 7.14 crore (August 2012). The construction was to be completed within 18 months.

Though the work was expected to be completed by February 2014, the estimate was revised twice, first for ₹ 11.06 crore (July 2014) and second for ₹ 12.28 crore (December 2019). The revision of estimate after the stipulated date of completion of work resulted in increase in the cost of construction by ₹ 5.14 crore. NVS so far released an amount of ₹ 8.47 crore to the construction agency and the building is still incomplete which has resulted in blockage of ₹ 8.47 crore.

NVS replied (September 2022) that frequent local strikes and bandh in Garo hills, restriction in movements etc. hampered the progress badly.

The delay in completion of the work for more than ten years resulted in blockage of funds to the tune of ₹ 8.47 crore incurred on this work.

MoE replied (May 2023) that there are constraints of non-availability of man power and material in Mizoram in addition to law and order problems, frequent local bandhs, work permit to the outside labours etc. due to which the working period available is very less. The Ministry, however, assured that construction work will be completed by September 2023.

4.1.7.6 Delay in completion of work at JNV West Khasi hills district, Meghalaya even after spending ₹ 4.57 crore

Construction of phase-B work of JNV at Nongstain, West Khasi Hills district, Meghalaya was allocated (February 2005) to CPWD at a cost of ₹ 2.01 crore with stipulation time to complete the work in 15 months. The estimate was revised (March 2009) for ₹ 4.63 crore out of which NVS released ₹ 4.57 crore.

The Vidyalaya Inspection Committee reported (November 2021) that the quality of the work was defective and all the buildings need re-plastering. Besides this, Type-III of staff quarters and Guest House were not completed. Hence even after a lapse of 17 years the construction work of phase-B buildings remained incomplete.

NVS replied (September 2022) that the matter is being pursued with CPWD and it is expected to complete the work by August 2023.

MoE replied (May 2023) that JNV West Khasi Hill is very remotely located in hilly terrain of North East with very less working period and scarcity of manpower and material. The work remained halted due to death of contractor. Now CPWD has intimated that process of issuing fresh tender for the left over work is in progress and construction is likely to be completed by 2023.

4.1.7.7 Unfruitful expenditure of ₹ 1.54 crore due to suspension of work

Construction of Phase - A building of JNV Tuensang district of Nagaland with an initial estimated cost of ₹ 7.88 crore was allocated (October 2001) to RITES. The estimate was later revised (September 2011) for ₹ 13.11 crore.

The work was to be completed within 15 months including pre construction activities. RITES awarded the construction work of Phase 'A' to the contractor at negotiated bid price of ₹ 3.91 crore. A total amount of ₹ 1.54 crore was incurred on construction of Phase-A work, but the work was yet to be completed.

Project was under suspension since 2012 as RITES failed to manage the project properly which resulted in delay in completion of the work even after a lapse of 21 years.

Despite the work was not completed within the stipulated time, NVS did not take any action to withdraw the work from RITES for 21 years and initiate penalty provisions on RITES for non-completion of work. Finally, the work was withdrawn from RITES in November 2022 and now they are in the process of re-allocation to another construction agency.

Thus, the delay in execution of work for 21 years and delay in withdrawing of work by NVS from RITES resulted in unfruitful expenditure of ₹ 1.54 crore. Besides, abnormal cost overrun could not be ruled out.

MoE replied (May 2023) that State of Nagaland has many local issues which provide less time for construction works and makes the working difficult. During the course of execution, a dispute between the contractor and RITES took place and work remained under suspension. NVS has withdrawn the work on November 2022 due to non-finalization of tender by RITES. The allocation of balance work to other construction agency is in process and the left over works will be completed by June 2024.

The reply of the Ministry is not convincing as there was abnormal delay in withdrawal of work from M/s RITES despite it did not execute the work for 21 years.

4.1.8 Conclusion

Eleven JNVs though sanctioned by the Government of India during 2007 to 2016 were not yet started due to non-allotment of temporary accommodation by the State Governments concerned and 14 JNVs sanctioned during 1994-95 to 2020-21 are still running in temporary accommodations due to long delay in completion of construction of permanent buildings for the JNVs. Infrastructural deficiencies in the test checked JNVs are noticed such as shortage of staff quarters, gaps in availability of safe drinking water, shortage of class rooms, instances of unhygienic toilets & drainage system and dilapidated overhead water tanks and non-availability of ramps for divyang children. There was shortage of teachers up to 23.34 per cent. Time and cost overrun in number of construction works were noticed.

NVS as an autonomous body needs to improve the monitoring and execution of time bound construction of Buildings and the related amenities in test checked JNVs to ensure provision of necessary facilities to the students and faculties.

4.1.9 Recommendations

- *NVS in coordination with the MoE may take proactive steps for ensuring the land availability to JNVs and to complete constructions within the stipulated time schedules.*
- *NVS may periodically review the availability of teachers and attempt to fill the vacancies of teachers on regular basis.*
- *Shortage of staff quarters and class rooms which impacted the learning of students may be corrected by construction of additional class rooms.*
- *Deficiencies in infrastructure facilities at the JNVs needs to be rectified.*

VISVA-BHARATI UNIVERSITY, SANTINIKETAN

4.2 Internal Controls in Visva-Bharati University

A review of the internal controls and internal audit system in Visva-Bharati University revealed weaknesses resulting in non-compliance with applicable rules and regulations in several areas such as appointments and promotions, dealing with cases of unauthorised absence, procurement and tendering procedures, financial management, etc. Audit noted deficiencies in the functioning of several functional divisions like Internal Quality Assurance Cell, Central Purchase Section and the Engineering Department. The University could not utilize a number of high value assets and equipment for the intended purposes and did not take adequate steps to safeguard its assets and resources. The Internal Audit System of the University was neither independent nor functioning in accordance with its mandate.

4.2.1 Introduction

The Nobel Laureate Rabindranath Tagore laid the foundation stone of Visva-Bharati University (VBU), in 1921 situated in Santiniketan, West Bengal. This is a Central University and designated as an Institution of National Importance. It functions as an autonomous organization under the administrative control of the Ministry of Education, Government of India and the University Grants Commission. It is substantially funded by Government of India through grants. The Visva- Bharati Act of 1951, and the Statutes of Visva-Bharati, lay down the powers and functions of the University and its constituent authorities. The main functions of the University are academic and research activities. It being a centre of culture, its objective includes to provide research into and study of the religion, literature, history, science and art of Hindu, Buddhist, Jain, Islamic, Sikh, Christian and other civilisations along with the culture of the West.

4.2.2 Audit Objectives, Scope and Methodology

Internal Control is a management tool that provides reasonable assurance regarding reliability of financial reporting, effectiveness and efficiency of operations and compliance with applicable laws and regulations and fulfillment of accountability obligations. The audit of the Internal Controls in VBU was taken up to ascertain:

- (i) Whether an effective internal control system exists in the University, for ensuring that accountability obligations are fulfilled, compliance is made with applicable laws and regulations and the University is conducting its operations in an effective, ethical, efficient and economical manner;
- (ii) Whether there is proper and effective financial management, including prompt realisation and accounting of revenue;
- (iii) Whether there are proper systems for procurement and for safeguarding of resources against loss;
- (iv) Whether adequate mechanisms are in place to prevent wasteful and avoidable expenditure;
- (v) Whether an independent Internal Audit Department exists to evaluate the efficiency and effectiveness of existing internal control mechanisms and make an independent appraisal of the activities within the University for review of accounting, financial and other business practices.

The thematic audit covered the period of three years from FY 2019-20 to 2021-22. Field audit was conducted during September 2022 to November 2022. Audit Methodology included obtaining information through issue of audit enquiry and requisitions, scrutiny of records related to financial management, procurement of consumables and assets, infrastructure works, internal audit department, establishment and administration of the University. Audit commenced with an Entry conference with the University on 05 September 2022 wherein audit objectives, scope and methodology were explained to the University. Exit Conference was held on 15 November 2022 wherein audit findings were discussed. The replies furnished by the Institute during & after audit⁹ and Exit Conference have been suitably incorporated.

4.2.3 Audit Findings

4.2.3.1 Compliance with rules and regulations and fulfilment of accountability obligations

Government organizations are required to comply with applicable laws and regulations and their officials are to account for their decisions, actions and all aspects of performance. Audit noted that the University deviated in compliance with rules & regulations and fulfilment of accountability obligations in various areas as discussed in subsequent paragraphs.

(A) Functioning of Internal Quality Assurance Cell (IQAC)

VBU notified the setting up of its Internal Quality Assurance Cell (IQAC) in January 2011. Its mandate included the development and application of quality benchmarks/parameters of various academic and administrative activities and facilitating the creation of a learner-centric environment, conducive for quality education and for participatory teaching and learning process, dissemination of information on the various quality parameters of higher education.

The Ministry of Education (MoE), using the National Institutional Ranking Framework (NIRF) evaluate Higher Education Institutions for their conformance to the standards of quality in terms of teaching- learning and Resources, Research and Professional Practices, Graduation Outcomes, Outreach and Inclusivity, and Perception. As mentioned above, IQAC was responsible to augment areas of quality education and research based upon which NIRF ranking is awarded. However, Audit noted that there has been continuous fall of NIRF rankings of the University in past five years viz. Rank # 31 in 2018, # 37 in 2019, # 50 in 2020, # 64 in 2021 and # 98 in 2022.

University replied (September 2022/March 2023) that they had been without a permanent Vice-Chancellor for a long period of time (from February 2016 to November 2018) which

⁹ Between September-March 2023.

affected the functioning of the University, including that of the IQAC. It stated that initiatives are now being taken for offering improved quality and learner centric education.

(B) Irregularities in appointments and lack of remedial action

As per records made available to audit it was noted that 58 appointments to teaching and non-teaching posts made by the University (advertised during 2006-2014¹⁰) were irregular, as the qualifications/experiences/minimum age criteria, etc. stipulated in the respective advertisements were violated. In this context, a Fact Finding Committee (FFC) was constituted by the Ministry of Education which had observed (April 2015) that in 23¹¹ cases, the appointees did not satisfy the prescribed eligibility criteria. The observations of FFC were confirmed (August 2020) by an Enquiry Committee constituted by the University. Audit, had also pointed out 35¹² similar cases of irregular appointments through Inspection Reports issued from time to time.

The Executive Council of the University endorsed (September 2020), the report of the Enquiry Committee but instead of taking further action against irregular appointments, the University sent the report of the Enquiry Committee to the Ministry of Education (September 2020), seeking opinion and advice for further action. No further correspondence was found on record regarding the issue nor was any action taken by the University or the Ministry in the matter.

Lack of action in the irregular appointments cases has resulted in continuation in service of such irregular appointees with full salary and service benefits. It has also resulted in extending them the opportunity to retire/resign with all retirement/service benefits. Out of the 58 irregular appointees, 18 persons retired till April 2023.

University replied (March 2023) that cases related to irregular appointments pointed out by Ministry of Education or Audit have been sent to the Ministry of Education in September 2020, April 2021 and October 2021 for seeking views regarding further course of action. However, no reply was received from the Ministry.

It may be noted that the instances of irregular appointments are based on a test check of records and the data made available by the University, therefore the number of cases mentioned above are not exhaustive and the University/Ministry, may review other similar cases and take necessary action in this regard.

¹⁰ In 53 cases, advertisements were made during 2006-2014 while in four cases no advertisements were made by University. In one case relevant information was not made available to audit.

¹¹ Fact Finding Committee had pointed out cases of 24 irregular appointments, out of which one person did not join the post.

¹² Out of 58 cases, 35 cases were pointed out by audit (Inspection Reports for the FYs 2014-15, 2016-17, 2019-20, 2020-21) excluding 12 cases which were overlapping with cases pointed out by FFC.

(C) Inordinate delay in dealing with cases of unauthorized absence

The DoPT has reiterated in OM dated 28.03.2013¹³ that unauthorized absence warrants prompt and stringent action by the administrative authorities. In this context, MoE vide orders dated 03.03.2016¹⁴ *inter-alia* stated that in administrative matters decision must be taken in strict conformity with the rules, regulations, instructions of GoI/UGC, failing which strict disciplinary action will be taken against the responsible officials.

Audit noticed that the University did not take timely action in the following cases of unauthorized absence and made irregular payment of salary and allowances:

Test check revealed following instances of unauthorized absences:

- (i)** One employee was continuously absent w.e.f. 21 February 2015, for which explanation was sought from him (April 2015). The University, however, continued to pay Salary and Allowances to him till December 2020. Disciplinary proceedings were initiated only in March 2021, after delay of more than six years, and in November 2021, the Executive Council dismissed him from service w.e.f. 21 February 2015. However, the University neither took any action against the officials responsible for continuing irregular payment of Salary and benefits to that employee for nearly six years¹⁵, amounting to ₹ 27.66 lakh¹⁶, despite prolonged unauthorized absence from duty, nor did it take action to recover the irregularly paid amount.
- (ii)** Despite unauthorized absence from 17 June 2019, the University called for explanation from another employee after seven months (in February 2020) and confirmed his dismissal from service in September 2022. University continued to pay him salary and allowances till January 2020, which resulted in irregular payment of ₹ 7.74 lakh¹⁷, as computed by the University. The name of that employee was struck off from the rolls of the University only in September 2022 w.e.f. 17 June 2019.

University replied (March 2023) that disciplinary action was taken against both the employees for unauthorized absence but remained silent regarding not taking action against the officials responsible for continuation of payment of salary to both the employees during the period of

¹³ OM No.13026/3/2012-Estt (Leave) dated 28 March 2013.

¹⁴ F. No. 61-19/2015-Desk(U) issued by MHRD, Deptt. of Higher Education, Central Universities Bureau, dated 03 March 2016.

¹⁵ From February 2015 to December 2020.

¹⁶ Gross salary including Basic Pay, Grade Pay, DA, HRA, TA, Washing Allowance during the period from February 2015 to December 2020.

¹⁷ Gross salary including Basic Pay, DA, HRA, TA during the period from 1-16 June 2019 and July 2019 to January 2020.

unauthorized absence. Thus, University not only made irregular payment of Salary and Allowances to both the employees amounting to ₹ 35.40 lakh for their unauthorized absence but also did not fix responsibility on the concerned officials, which was in violation of MoE orders dated 03 March 2016.

(D) Non-adherence to instructions regarding Student Grievance Redressal System

The UGC (Redressal of Grievances of Students) Regulations, 2019, came into effect from 6 May 2019 and was applicable to all higher education institutions. Audit noticed that VBU had not implemented certain key provisions of the Regulations even after more than three years after its notification.

- (i)** Each institution was required to create an online portal within three months of the issue of above notification where aggrieved students may submit an application seeking redressal of grievance. No such portal has been created by Visva-Bharati University.
- (ii)** The Regulations require each University to constitute Departmental Student Grievance Redressal Committees¹⁸ (DSGRCs) at the department level, an Institutional Student Grievance Redressal Committee (ISGRC)¹⁹ at Institute level to deal with cases not relating to any academic department, such as hostel and canteen facilities, and a University Student Grievance Redressal Committee²⁰ (USGRC) at the University level to deal with the grievances remaining unresolved by the ISGRC or DSGRCs. It was noted that VBU has only constituted DSGRCs at the Departmental level in April 2022.
- (iii)** University is not maintaining any register/records of the grievances of students and the status of their redressal.

University replied (March 2023) that UGC's Students Grievance Portal was functional.

The reply is not tenable because each institution is required to create its own online portal and the University has not yet created its own online portal which is required as per UGC Regulations.

¹⁸ DSGRC to include 05 persons viz. HoD of the respective department as Chairperson, two professors from outside the Deptt. as members, a member of the faculty well versed with the mechanism of grievance redressal, one representative from Students as special invitee.

¹⁹ ISGRC to include five persons viz. Pro VC/Dean/Senior professor as Chairperson, Dean of students/Dean, Students Welfare and one Sr. Academy as members, Proctor/Sr. Academic as member, one representative from Students as special invitee.

²⁰ USGRC to include six persons viz. Senior professor as Chairperson, Dean Students Welfare as member, two Principals drawn from affiliating colleges as members, one Professor of the University as member and one representative from Students as special invitee.

(E) Non-settlement of outstanding audit observations

In December 2017, the UGC directed all Central Universities to take prompt action on Audit Paras pending with them. VBU constituted a Standing Audit Committee (SAC) in May 2018 and February 2020 in order to comply and settle all audit observations. However, it was noted that 55 Audit Paras pertaining to the period from FY: 2008-09 to 2020-21, including seven Audit Paras issued more than five years ago, remained outstanding as of October 2022. Pendency of a large number of Audit observations for such prolonged periods indicates lack of appropriate and adequate action to rectify the defects, omissions and irregularities pointed out by Audit.

The University stated (March 2023) that replies of outstanding paras have been submitted during Audit Committee Meeting (March 2023) and 23 paras were settled. However, fact remained that the University initiated action for pending reply of outstanding paras only after being pointed out by audit.

(F) Functioning with ad-hoc appointees in key positions

DoPT circular No.28036/1/2012-Estt(D) dated 03.04.2013 stipulates that persons appointed on ad-hoc basis to a grade are to be replaced by persons approved for regular appointment by direct recruitment, promotion or deputation, as the case may be, at the earliest opportunity. Audit observed that VBU has been functioning with key senior officials such as Registrar, Finance Officer and Internal Audit Officer appointed on *ad-hoc* basis for more than three years during 2019 to 2022, except for a brief period of three months from 15 December 2021 to 15 March 2022, when a regular Registrar held the charge. Mentioned above are the statutory posts at senior management level entrusted with responsibilities and sensitive assignments. The University needs to take effective steps to appoint these senior functionaries in regular capacity as their continuation on *ad-hoc* basis for prolonged periods may adversely affect the functioning of the University.

The University replied (November 2022/ March 2023) that these posts remained vacant due to non-availability of suitable candidates, or because the selected candidate did not join. They added that University was taking necessary steps to frame revised recruitment rules in accordance with model recruitment rules prescribed by UGC and thereafter appointments to these posts would be made as early as possible.

4.2.3.2 Financial Management

Financial management is concerned with planning, raising, controlling and administering of funds used in the organisation. Effective financial management is vital for ensuring financial propriety and transparency in managing funds of an organization.

Audit noticed following deficiencies in financial management by the University:

(A) Deficiencies in cash management and cash handling

Audit noticed the following deviations from stipulated rules in respect of cash management and cash handling:

(i) The University did not maintain the Cash Book in the prescribed format as per Rule 13²¹ of the Receipt and Payments (R&P) Rules, 1983. Instead of the Cash Book, it prepared cash inflow and cash outflow/disbursement register. In absence of the Cash Book in the prescribed format, reconciliation of Cash Book balances with the Bank book, including wrong debit/credit entries, interest and commission charged by the bank, etc., remained unascertainable. Un-reconciled amounts pending since many years, continued to be shown by the University in the accounts, and in the accounts for the FY 2021-22, an un-reconciled amount of ₹ 5.32 crore was shown. Particulars of unreconciled amounts were not made available to audit.

University accepted (March 2023) that they maintained cash inflow register (instead of cash book). They stated Bank Reconciliation Statement was not prepared during 2007-08 to 2012-13 due to which long pending un-reconciled amount was continued to be shown by University in accounts over the years.

(ii) Rule 7 of GFR-2017 and Rule 6 of the Receipts and Payments Rules, 1983 stipulate that all moneys received by or on behalf of the Government are to be brought into the Government account without delay and these receipts should not be utilized to meet departmental expenditure except for specific cases mentioned therein. Audit observed that (i) there was delay in deposit of cash to accredited bank, ranging between 02 to 21 days during 2019 to 2022, and (ii) the University directly utilized cash receipts to meet departmental expenditure, instead of first depositing them into bank account.

University stated that they utilized money for departmental expenditure from internal receipts instead of withdrawing money from the bank and that the cash was deposited in bank account after taking into consideration the payment to be made in future.

The reply confirms the audit observation. The fact remains that this practice was in violation of the provisions of the GFRs and the R&P Rules.

(iii) Rule 13 (iv) of the Receipts and Payments Rules *inter alia* prescribes that at the end of each month, Head of the Office should verify the cash balance in the cash book and record a

²¹ In Form GAR-3 (Government Accounting Rules).

signed and dated certificate to that effect and in case the verification of cash balance is not possible on the last working day of a month, it may be done on the first working day of the next month before making any transactions on that day.

Audit noticed that cash verification was conducted by the Head of Office only at the end of financial year, instead of, on the last working day of each month in violation of above rule.

University stated (March 2023) that cash balances were verified periodically but not on first working day of each month every time.

Reply of the University is not tenable because the cash verification was not done on monthly basis as per Rule 13 (iv) of the R&P Rules.

(B) Non-adjustment of advances for prolonged periods and improper maintenance of advance register

Audit noticed that:

- (i) Advances paid prior to FY 2014-15 to two departments of the University, namely, General Advance paid to Palli Shiksha Bhavana (PSB) and Official Business Advance paid to Palli Samgathana Vibhaga (PSV), amounting to ₹ 91.73 lakh and ₹ 248.13 lakh, respectively, remained unadjusted till date (March 2023) despite lapse of more than 8 years.

The University, while admitting the fact stated that advance registers and calculation sheets of PSV and PSB were not maintained properly prior to FY 2014-15. They added (March 2023) that there was no possibility of meeting the liability by the two departments.

- (ii) University maintains records of advances to its employees in 'Official Advance Ledger'. However, besides Advance Ledger, it is also recording advances in tally software from 2014-15.

- Audit observed that in 24 cases (in respect of 22 no. of employees) the University paid an amount of ₹ 12.85 lakh, prior to March-2018. Out of 24 cases, 12 cases were not carried forward and another 12 cases were deleted/erased from the Advance Register for the year 2019-20.
- In this context, the University admitted that in 15 cases, records were not traceable. In four cases University initiated the process of adjustment only after being pointed out by Audit (September 2022) and ₹ 3.58 lakhs (out of total ₹ 12.85 lakh) were adjusted/recovered (November 2022). In remaining five cases, it stated that the advances were already adjusted. However, Audit observed that in these five cases, entries regarding advances were deleted/erased from the Advance Register without

making any reference to the adjustment of those advances {included in 12 cases deleted/erased as referred in para above}.

University in its reply (March 2023) assured to trace the pending cases and confirmed that all the cases of advance were recorded in tally Software.

Reply of the University may be seen in the light of the fact that details of 15 cases were not traceable even in Tally software, in four cases adjustment of advances pending for more than eight years was made only at the instance of audit, while in remaining five cases the advances had been improperly removed from the advance register.

(C) Deficiencies in maintenance of Imprest

Audit noticed the following deficiencies in maintenance of imprest:

- (i)** The University was maintaining its imprest advance ledger without showing entries for adjustment and recoupment. It did not maintain the Register of Permanent Advance or Imprest, as laid down in Form CAM²² 61.
- (ii)** The University did not keep any record of transfer of charge of imprest holder. Neither the imprest account was closed nor the note showing imprest balances was recorded.
- (iii)** Imprest of ₹ 2.24 lakh granted to 68 departments of the University between FY 1975-76 and FY 2019-20, remained unutilized as of September 2022 and came down to ₹ 0.51 lakh through adjustment²³ of ₹ 1.73 lakh in respect of 25 cases, after being pointed out in Audit (September 2022).

The University replied (March 2023) that amount of idle imprest has further reduced to ₹ 0.31 lakh and it was in process of surrendering the imprest amount by 31 March 2023.

- (iv)** The guidelines for imprest were issued by the University (2013) regarding the procedures and principles which *inter alia* prescribed that the recoupment must be submitted at least once every fortnight, review of imprest should be done every two years and statement of account should be submitted by the imprest holders in respect of amounts held by them in form of cash and vouchers as on 31 March of every year. It was noted that these guidelines were not being adhered to by the University.

The University accepted the observations and stated that these have been noted for future guidance.

²² Civil Accounts Manual as referred in rule 332 of GFR 2017.

²³ Imprest adjustment made during 14 September 2022 to 09 November 2022.

(D) Disbursement of Pension & Family pension despite non-submission of life certificates

As per Central Government scheme²⁴ for payment of pension, every Central Govt. Pensioner/family pensioner has to submit annual life certificate in the month of November to avoid discontinuation of their pension.

Audit noted that there was lack of internal control in monitoring the submission of life certificates by pensioners/family pensioners and the timely collection of information regarding death of pensioners/family pensioners. Test check of records revealed that University continued to disburse the pension to pensioners/family Pensioners even without submission of Life Certificates by them. Such pension disbursements resulted in payment of ₹ 22.06 lakh to deceased pensioners/family pensioners in four cases which were subsequently recovered by the University from the linked bank accounts. Out of this, ₹ 19.42 lakh was recovered only after being pointed by Audit.

The shortcomings were also noticed in the registers maintained to record the personal appearance of pensioners and family pensioners, such as:

- (i) Thumb impressions/signatures of Pensioners/Family Pensioner were not appearing in the concerned Register and in case where the thumb impressions/signatures were recorded these were not authenticated in many cases, by any Official of the University.
- (ii) Date of birth of pensioners/family pensioners was not noted in the register in many cases.
- (iii) Names of pensioners/family pensioners who are neither appearing/submitted life certificate for several years nor any payment are being made to them, are continuing in the register.

The University replied (March 2023) that it had noted the Audit Observation for future guidance and further stated that it has now devised an internal mechanism to ensure stoppage of pension in case of non-submission of life certificate by the pensioners. Pensioners who do not appear personally will be called over video calling by the University official for confirming that the pensioner is alive. It also stated that thumb impression will now be authenticated by the University Official.

4.2.3.3 Procurement and Asset Management

An organization needs proper and transparent systems for procurement and a well-designed mechanism for safeguarding its resources. Audit noticed cases of non-compliance with rules

²⁴ Clause 14 of Scheme for Payment of Pensions to Central Govt. Civil Pensioners.

in respect of procurements and deficiencies in the mechanism for safeguarding of resources, as discussed in subsequent paragraphs:

(A) Deficiency in the functioning of the Central Purchasing Section (CPS)

In July 2017, the Central Purchasing Section (CPS) of the University was entrusted with the task of all purchases for Academic and Administrative Departments/Sections. Audit noticed the following deficiencies in the functioning of the CPS:

(i) Purchase of Consumables

- University procured consumables of ₹ 3.58 crore during April 2019 to March 2022, out of which procurement through CPS was only ₹ 0.33 crore and remaining procurement were made directly by various departments themselves, without the involvement of the CPS.
- In violation of the stipulation in GFR 211, CPS did not maintain the stock register for consumables in the Form GFR-23 which records the details regarding receipt, issue and balance quantity of a particular item. In the absence of Stock Register, frequency of requirement and quantity of consumable item required and optimum buffer stock cannot be determined. Non-maintenance/improper maintenance of stock records entails the risk of misappropriation.
- Rule 213 (2) of GFR, 2017 stipulates that physical verification of all the consumable goods and materials should be undertaken, at least once in a year, and discrepancies, if any, should be recorded in the stock register for appropriate action by the competent authority. In violation of the said rule, the University could not make available any record relating to the physical verification of consumables procured by it.
- No acknowledgements were obtained from the persons to whom the stores were issued while issuing stores and stock.

University replied (March 2023) that it will take necessary steps in accordance with audit observation.

(ii) Non-maintenance of Register of Fixed Assets

- (a)** University procured fixed assets of ₹ 10.81 crore during April 2019 to March 2022, out of which procurement through CPS was only ₹ 7.05 crore and remaining procurement were made directly by various departments themselves, without the involvement of the CPS.
- (b)** The University did not maintain any Fixed Asset Register in accordance with Rule 211 and Form 22 of the GFR which records the details like particulars, cost and location of

the fixed asset. In absence of Fixed Asset Register in the prescribed format, the University was not in a position to ascertain the particulars of the fixed assets, or their point of installation/utilization. Moreover, as per the records made available by the University, physical verification of fixed assets had not been conducted from FY 2014-15 onwards. Without existence of Fixed assets register, physical verification to ascertain the actual existence of the assets cannot be done properly.

University replied (March 2023) that it will take necessary steps in accordance with audit observation.

(B) Excess payment to security agency on manpower procurement

As per order dated 02 February 2017²⁵ issued by the Employees' Provident Fund Organization, payment to a manpower supply contractor should be made only after verifying that the statutory Provident Fund (PF) payments have been made to EPFO, either directly from the EPFO portal or by obtaining payment receipt from the contractor, which can be downloaded from the EPFO portal. VBU had outsourced its security manpower requirements to a Security Agency (contractor) and had made monthly payments for the same, which included the amount of PF contributions required to be deposited by the contractor to the EPFO.

Audit noticed that the PF contributions paid by the contractor to the EPFO for the period December 2018 to October 2021 as per TRRN²⁶ details submitted by him to the University, did not match with the contributions shown in those TRRNs, when verified by audit from the EPFO website. Audit verification revealed that the actual payments made by the contractor to the EPFO were less than the amounts shown as paid in the submitted challans. Further analysis of the discrepancy between the challans submitted by the contractor and the challans, downloaded by audit from the EPFO website, revealed that the agency had availed PMRPY²⁷ benefit, but had not mentioned this in the challans submitted to University, thereby gaining the benefit of the incentive which was meant for the principal employer i.e. VBU. Thus, non-verification of EPF Challans from EPFO website by the University, resulted in the excess payment of ₹ 15.39 lakh to the contractor (**Annexure-4.2**).

Reply of the University was silent in this regard.

²⁵ Letter No. CAIU/011(33)2015/HQ/Vol.II dated 02 February 2017.

²⁶ Temporary Return Reference Number.

²⁷ Pradhan Mantri Rojgar Protsahan Yojana, introduced w.e.f. April 2016, was designed to incentivise employers for generation of new employment where Gol will be paying the full employers contribution towards EPF and EPS both w.e.f. 01 April 2018 (earlier benefit was applicable for employers' contribution towards EPS only) for new employment. PMRPY has been closed w.e.f. 31 March 2022.

(C) Shortcomings and irregularities in the Management of Libraries

Rule 215 (i) of GFR, 2017 stipulates that complete physical verification of books should be done every year in case of libraries having not more than 20,000 volumes, while in respect of libraries having more than 20,000 volumes and up to 50,000 volumes, verification of books should be done at least once in three years. For libraries having more than 50,000 volumes rule stipulates that sample physical verification at intervals of not more than three years should be done. Rule 215(ii) of GFR prescribes the action to be taken for the losses noticed, if any, during the physical verification.

The University has a three-tier library system consisting of Central Library, Sectional Libraries and Department/Seminar Libraries²⁸. Test check of records related to libraries for the period from FYs 2019-20 to FYs 2021-22 revealed the following shortcomings and irregularities in the functioning of libraries:

- (i)** Out of the 38²⁹ Sectional and Seminar Libraries in the University, 33 libraries had not conducted verification of books as stipulated in Rule above, resulting in non-ascertainment of the physical existence of the books which increased the risk of misappropriation. Audit observed that 620 books valuing ₹ 7.06 lakh³⁰ were found missing after physical verification in Department of Geography (December 2021). The University is yet to take action against the official responsible for the missing books under Rule 215 (ii) of GFR 2017.
- (ii)** The University did not prescribe any standard format for preparing Physical Verification Report, which resulted in preparation of Physical Verification Report by Sectional Libraries in different formats.
- (iii)** Audit noticed that 26 Seminar Libraries containing total 28,927 books pertaining to various departments did not have any library staff, resulting in non-verification, missing/shortage, etc. of books as noticed in case of Geography Department.

University accepted the observation and stated (March 2023) that 15 more libraries have submitted the physical verification report and other libraries are working on the verification. Audit noted that in 8 out of 15 libraries where verification was done, 1.6 *per cent* to 25.7 *per cent* books were found misplaced/missing. The University informed that preparation

²⁸ VBU has three-tier library system - at the Apex is Central Library to cater services to all VB fraternity and temporary members, then there is Sectional Libraries to cater services to all the students, scholars & faculty members of the concerned Bhavana and last is Seminar library at the department level to be used by departmental students and faculties.

²⁹ 12 Sectional and 26 Seminar Libraries.

³⁰ Gross value of books was ₹ 8.83 lakh and realizable value is ₹ 7.06 lakh after deducting a discount of 20 *per cent* on purchase of books.

and approval of Guidelines/SOP for maintaining uniformity in format of physical verification of library books is under process.

(D) Issues in maintenance of Rabindra-Bhavan Museum

Founded in July 1942, Rabindra-Bhavan is an important asset of the University, which houses a museum and the five homes lived in by Shri Rabindranath Tagore. Rabindra-Bhavan museum has Tagore's original paintings, photograph collection, curio collection and various statues. Audit noticed several shortcomings in the maintenance of Museum as below:

- (i)** GFR 211(ii)(d) stipulates that a register of assets (in Form GFR 24) of historical/artistic value, in which various details such as date and acquisition of assets, source of acquisition, cost price, custodian and location etc., shall be maintained. No register in the prescribed format GFR 24 was maintained by the University in respect of assets of the Rabindra-Bhavan museum.
- (ii)** A number of oil paintings kept in the strong room were deteriorating, and many have developed wrinkling, embrittlement, fragility, cockling, tears, cracking and flaking.
- (iii)** Periodical Physical verification of artefacts was essential to ensure the availability and existence of the artefacts and also to assess the conditions of the antiquities. The University did not furnish records regarding physical verification of artefacts kept in the museum.
- (iv)** Important posts entrusted with the work of preservation, such as Preservation Assistant, Sr. Book binder, mender etc. were lying vacant. Posts were also vacant in Lipika unit, Archives unit and Museum Unit. The records of the University revealed that Internal Management Committee of the museum had highlighted the requirement of electricians to control humidity in the strong room of the museum to protect the paintings and other valuable objects, however, the post was lying vacant till date (March 2023).

In above context, University replied (March 2023) that:

- (i)** They have been maintaining a separate account for assets of historical/artistic value since inception in a format similar to GFR 24. However, they agreed to take steps to maintain the separate accounts for assets of museum in the Form GFR 24.
- (ii)** They did not have sufficient funds to run a proper conservation laboratory with modern equipment, accessories and conservation materials and that essential items

required for preservation/conservation/restoration could not be procured due to its non-availability on GeM Portal.

This reply may be viewed in the light of the fact that no records were made available by the University regarding procurement of the required materials during the period 2013-14 to 2021-22.

- Physical verification of museum objects are internally conducted by the respective departments of Rabindra-Bhavan as no funds were available to get the verification done by any trustworthy and safe external agencies.

Fact, however, remained that no record regarding physical verification was furnished by the University.

- University stated (March 2023) that the preservation and conservation department can resume functioning properly after the vacant posts are filled up. It admitted that acute shortage of staff was one of the constraints for the preservation and conservation work.

Fact remained that preservation and conservation of artefacts are the main function of the museum and therefore, University should address the issue of adequate manpower required for the work.

(E) Non-installation of high value network equipment

The University procured a high value Active Networking Equipment in December 2017 at a cost of ₹ 4.65 crore, for up-gradation of the existing campus Local Area Network (LAN) which was more than 10 years old. However, the procured equipment could not be installed due to the unavailability of proper earthing and electrical wiring in the terminal points of the passive components, for which an amount of ₹ 28.19 lakh was sanctioned by the University in December 2020, after a delay of three years. Subsequently, the installation work awarded to the contractor, was terminated in December 2021, as he failed to start the work.

Due to non-installation of the Equipment till date (March 2023), the three-year comprehensive warranty of equipment as well as AMC³¹ services have already expired in December 2020 and December 2022 respectively. After termination of the contract for installation of the equipment in December 2021, the University did not make any efforts for installation of the high value equipment which led to the blockage of funds to the tune of ₹ 4.65 crore for more than five years.

³¹ Warranty services were to be provided by the vendor for three years from procurement date and Annual Maintenance Contract services for two years after completion of the warranty period.

The University replied (March 2023) that it was taking steps to install the network components and complete the work of the project as soon as possible.

(F) Idling of infrastructure

In March 2016, the University decided to set up an Audio-Visual Studio at the Sangit-Kala Bhavana in its campus, for the purpose of broadcasting regular 'Visva-Bharati programme' and to cater to the need of the University community especially the students, teachers, artists & other professionals. The work was awarded to BECIL³², a Government of India Enterprise, in March 2017, at a cost of ₹ 5.97 crore, which handed over the studio to the University on 23 June 2019. Project Technical Committee decided (September, 2017) that qualified and experienced staff should be appointed to run the studio without any technical difficulty, and until regular appointment is done, the staff meeting minimum qualification can be hired through outsourcing. The Nodal Officer for the Project submitted a detailed report (July 2019), for operationalization of the studio wherein annual revenue generation from studio was projected at ₹ 4.71 crore per year.

Audit noticed that University did not conduct any Feasibility study before acquisition of the AV Studio. However, it was found that AV Studio committee submitted a feasibility report to make the studio functional on 19 July 2019, i.e. after acquisition of the Studio. The referred feasibility report highlighted several difficulties in operationalizing the studio like non-availability of required funds to run the studio, non-implementation of Expert Committee's (Project Technical Committee) recommendation regarding creation of posts to run the studio, non-availability of competent staff to run the studio, non-availability of dedicated power line and high-speed internet connectivity. However, no action has been taken to address the issues indicated in the Report. As a result, the University could not utilize the acquired asset till date and not a single programme has been broadcast. Non-conduct of feasibility/viability study before undertaking the project resulted in idling of the asset procured at a cost of ₹ 5.97 crore and non-generation of projected annual internal funds of ₹ 4.71 crore.

The University stated (March 2023) that it was taking necessary steps to start the activities of the Audio-Visual Studio.

4.2.3.4 Execution of Works

The Engineering Department of the University, headed by a University Engineer (UE), is entrusted with the responsibility of maintenance of University properties with respect to civil,

³² Broadcast Engineering Consultants India Limited.

electrical and water supply works and liaisoning with external agencies like CPWD³³, PHED³⁴, WBSEDCL³⁵, etc. with respect to engineering issues. The test check was conducted in respect of seven works having estimated cost more than ₹ 30 lakh and infirmities were noticed in the tendering process by the Engineering Department as mentioned below:

(A) Infirmities in tendering process

- (i)** Rule 133(2) read with Rule 133 (3) of General Financial Rules (GFR), 2017 stipulates that a Ministry or Department may award repair works estimated to cost above ₹ 30 Lakhs and original works of any value to any Public Sector Undertaking or any other Central/State Government organisation/PSU notified by the Ministry of Urban Development for such purpose, after evaluating their financial strength and technical competence. Audit noticed that the University did not award works of repairs/renovation/original works to Govt/PSU agencies in respect of seven (07) works involving ₹ 3.92 crore during FY 2019-20 to 2021-22 though the estimated costs of each of them were above ₹ 30 lakh (**Annexure-4.3**).

The University merely stated (March 2023) that these were administrative decisions.

Reply of the University is not tenable as the award of works costing above ₹ 30 lakh to private contractors was in contravention of referred provisions of GFR.

- (ii)** Clause 4 of Manual for Procurement of Works, 2019 stipulates that the text of the bid document should be self-contained and comprehensive without any ambiguity. All essential information, required by the bidder for sending responsive bid, should be clearly spelt out in the bidding document in simple language. Audit noticed that University did not have any approved Standard Bidding Documents (SBDs).

The University accepted the observation and stated (March 2023) that they will take approval of SBD from the competent authority, in line with the Government manual and CPWD procedure³⁶.

- (iii)** The Manual for Procurement of Works, 2019 (Procurement Manual) issued by Ministry of Finance on 06 June 2019, stipulated³⁷ that there four officials should be identified as

³³ Central public Works Department.

³⁴ Public Health engineering Department.

³⁵ West Bengal State Electricity Distribution Company Limited.

³⁶ Manual for procurement of Works, 2019 issued by Ministry of Finance on 06 June 2019 & CPWD Works Manual, 2019 issued by Director General CPWD in February 2019.

³⁷ Clause 3.0 (ii) of Appendix 3.

'bid openers'. In contravention of said provision the University identified maximum of three officials as 'bid openers'.

University replied (March 2023) that as per the order of University administration, three officials may remain present in the tender opening committee.

The reply is not acceptable as the internal order of the University was not in line with the provisions of procurement manual.

(iv) Clause 3.3.3 (iii) of Procurement Manual *inter-alia* prescribes that the techno-commercial bids are to be opened, scrutinised and evaluated by the tender committee (TC) with reference to parameters prescribed in the tender documents and responsive, eligible and technically compliant bidders are decided. Audit noted that in all the seven works with estimated cost ranging between ₹ 37 lakh to ₹ 66 lakh as mentioned in **Annexure-4.3** technical bids were scrutinized and evaluated only by one official (University Engineer) instead of by the Tender Committee (TC).

University replied that the referred clause is applicable for the works which are technically complex and the value of procurement is not low and therefore, is not applicable for the works mentioned.

The reply is not tenable because all the works mentioned in the **Annexure-4.3** were of estimated cost of more than ₹ 30 lakh.

(v) As per clause 5.6.1 of Procurement Manual, delays in finalising procurement deprive the public of the intended benefits and results in lost revenues and cost over-run. As per the Manual, award of contracts should in no case exceed 75 days. In contravention of this, University took time period ranging between 102 days and 299 days in award of contract from the date of tender opening in respect of seven works valued at above ₹ 30 lakh (**Annexure-4.4**). There was no uniformity in the time taken by the University in various stages of the tendering process.

The University stated (March 2023) that additional time taken for processing the tenders were either due to Covid-19 lockdown or due to procedural delay. University assured to prepare a standard operating procedure as suggested by Audit to fix a standard timeline to complete the tendering process in line with the Manual.

(B) Lack of adequate monitoring during construction of new hospital building and its non-utilization:

Audit noted that the University constructed new hospital building, but there were gaps in monitoring the construction and taking adequate action to utilize the building for the intended purposes as detailed below:

(i) Inadequate monitoring by the Engineering Department in construction of hospital building

The University planned to up-grade the existing medical facilities available in the Pearson Memorial (PM) Hospital. The up-gradation work included the construction of a new building³⁸ (adjacent to the existing hospital building) having ICCU³⁹ along with procurement of equipment and other infrastructure essential to make the project operational and functional. Work of construction of new building was entrusted to the CPWD in February 2010 at a cost of ₹ 13.37 crore⁴⁰, which was completed and taken over by the University in May 2019, after a delay of more than six years, against the scheduled completion date of June 2013.

The available records show that Engineering Department of VBU was to liaise with CPWD regarding the engineering issues. In this context, Hospital Management Committee (HMC) of the University reported (May 2018) that the construction of the building had some architectural defects and structural problems viz. the Operation Theatre (OT) room was too small to serve its purpose and the Lift did not have space to accommodate a patient with stretcher. Audit noted that the defects in the building were brought to the notice of the CPWD by the University Engineer only once in November 2016, but he did not follow-up or escalate the matter thereafter, and hence the construction of the building was completed with functional deficiencies mentioned above. Engineering Department of the University took over the building from CPWD without resolving the matter and without rectification of identified defects.

The University stated (March 2023) that the suggestion from hospital authorities was received in November 2016 and alteration of OT room was very difficult at that stage since this required alteration in structure of the building which was completed long back. Further, the lift had also been purchased and installed by that time.

The above indicates major lapse by the University Engineering Department in monitoring the work while it was under construction.

³⁸ G+2 storey building of area 3266 sq.m.

³⁹ Intensive Critical Care Unit.

⁴⁰ Amount of ₹ 13.37 crore was released by the University to CPWD in three instalments during February 2010 and May 2011.

(ii) Hospital building remaining unutilized for intended purpose

Scrutiny of records revealed that the new building of PM Hospital was taken over by the University from the CPWD in May 2019 as mentioned in 3.4.2 (a). However, for utilizing the new building, the University sought permission from the UGC only in February 2020 for e-tendering for running entire PM Hospital in PPP mode. In June 2020, the MoE required that leasing out of the assets of Autonomous Bodies requires mandatory approval of the Government of India and in June 2021, it (MoE) stated that the cost-benefit analysis given by the University was inadequate and sought a detailed analysis. In March 2022, the Ministry gave in-principle, approval to the proposal for selection of a Private Partner, by e-tendering in PPP mode, and asked the University to submit complete proposal, along with Detailed Project Report (DPR), feasibility study and other details. No further developments were available on record. Thus, failure of the University to initiate the process of planning for utilization of the hospital building, before its completion and taking over (May 2019), has resulted in idling of the building, constructed at a cost of ₹ 13.37 crore. The infrastructure is lying idle even after more than three years of taking over by the University.

University replied (March 2023) that process for utilization of the hospital building through PPP mode is ongoing.

The fact remains that the new building remains unutilized till date (March 2023).

4.2.3.5 Internal Audit System

Internal Audit is one of the most important components of the Internal Control mechanism of an organization. An independent Internal Audit System should be in place to evaluate the efficiency and effectiveness of existing internal control mechanisms and make an independent assessment of accounting, financial and other business practices. Though the University created an Internal Audit System in February 1957 and approved an Audit Manual in July 1962, it never revised/updated the Audit Manual to keep pace with changing audit requirements.

Functioning of Internal Audit in the University was found to be inadequate and ineffective, as explained below:

- (i)** The Audit Manual of the University mandated for post audit of transactions by Internal Audit. Instead of post-audit, pre-audit was conducted by the Internal Audit Office for obtaining administrative approval/financial sanction *viz.* regarding establishment matters, tendering and procurement. Hence, the IAO was not performing its functions as mandated in Audit manual.

- (ii) There was no concept of audit planning by Internal Audit Wing of the University.
- (iii) Despite having of seven Officials in Internal Audit Department, no audit report was submitted to the Management. Due to absence of reporting system on audit findings by Internal Audit, University Management did not get timely information on weaknesses in its internal controls.
- (iv) The Internal Audit Officer was under the control of the Finance Officer and Registrar and was not directly reporting to the head of the organisation. Without independent reporting, effective functioning of the internal audit system cannot be ensured.
- (v) Ministry of Education while suggesting measure to improve financial management and compliance of rules/procedures in the Central universities issued instruction vide letter No. F. No. 61-19/2015-Desk (U) dated 03 March 2016, which mentioned that it was mandatory for all Universities to conduct internal audits of their accounts in a time bound manner. It was noticed that VBU was not conducting internal audits of its accounts. The University did not furnish the reasons for not doing so.

Lack of training to the internal audit staff, non-execution of internal audit functions, absence of a reporting system and lack of audit planning rendered the Internal Audit system in the University ineffective, which in turn has left the University exposed to risk of non-reporting of weaknesses in its internal controls.

The University accepted the audit observation and stated (March 2023) that revision and updation of Audit Manual would be brought to attention of the administration and that post audit would be started from the next financial year.

Matter was reported to the Ministry in December 2022. Reply is awaited.

4.2.4 Conclusion

There were significant weaknesses in the internal control mechanism and internal audit system in the University. There has been continuous fall of NIRF rankings of the University. Appointments were made in deviation of eligibility criteria and applicable rules in number of cases and even after detection, no subsequent remedial action was taken. Lack of monitoring mechanism led to inordinate delay in taking action against unauthorized absence of officials and continuation of irregular payments. Records of the details of advances, cash book and disbursement of pension to pensioners and family pensioners were not maintained as per extant provisions. Deficiencies were noticed in procurement of assets and cases of excess payment to security agency on manpower procurement. Lack of planning and timely action resulted in non-installation/non-utilization of the high value assets and buildings. Deficiencies in tendering procedures were noticed and Internal audit was not functioning effectively.

Recommendations:

- *The University may strengthen functioning of Internal Quality Assurance Cell.*
- *Compliance to various rules and regulations in appointments may be ensured and appropriate action may be initiated in cases of unauthorized absence in timely manner.*
- *Details of advances and cash book may be maintained in prescribed format and due diligence may be exercised in disbursement of pension to pensioners/family pensioners and making statutory payment to contractors.*
- *The University may improve its library management and maintenance of Museum for ensuring preservation and conservation of valuable objects.*
- *Monitoring mechanism may be strengthened to ensure that works are completed as per University's requirements. High value assets may be acquired only after adequate feasibility studies and proactive efforts may be taken to ensure installation/utilization of the equipment/assets.*
- *Internal Audit Manual may be revised to keep pace with changing audit requirements.*

4.3 Non-deduction of Income Tax on Employer Contribution to National Pension System

Visva-Bharati University did not comply with the Income Tax Provisions relating to Tax Deduction at Source (TDS) on Employer's Contribution to National Pension System (NPS), resulting in non-deduction of Income Tax amounting to ₹ 1.05 crore.

As per Section 17(1)(viii), r/w Section 15 of the Income Tax Act, 1961, "Salary" chargeable to income-tax includes contribution made by the Central Government or any other employer, to the account of an employee under a pension scheme referred to in section 80CCD. Further, as per Section 80CCD(2) *ibid.*, if the Central Government or the State Government or any other employer makes any contribution to the pension account of an assessee, being an individual employed by the Central Government or any other employer, under a pension scheme notified by the Central Government, the assessee shall be allowed a deduction in the computation of his total income, of the amount contributed by the Central Government or the State Government or any other employer as does not exceed—

- a) 14 per cent of his Salary⁴¹ in the previous year, where such contribution is made by the Central Government or the State Government.

⁴¹ Basic Pay plus Dearness Allowance.

- b) 10 *per cent* of his Salary in the previous year, where such contribution is made by any other employer.

Further, the Central Board of Direct Taxes (CBDT) has also clarified⁴² that the allowable deduction from total income, for contribution in the National Pension System (NPS) by employers other than Central Government, was limited to 10 *per cent* of the Salary (Basic Pay plus Dearness Allowance).

Visva-Bharati University (VBU), Santiniketan, is a Central Autonomous Body, under administrative control of the Ministry of Education. It has been clarified by the Ministry of Finance⁴³ that employees of Central Autonomous Bodies are not Central Government employees. Accordingly, allowable deduction from income for Employer Contribution to NPS under Section 80CCD(2) for employees working in autonomous organizations is limited to 10 *per cent* of the employee's salary.

It was noted that VBU enhanced the Employer's Contribution under NPS from 10 *per cent* to 14 *per cent* of Basic Pay plus Dearness Allowance (DA) w.e.f. 01 April 2019⁴⁴, as per Ministry of Finance gazette notification on NPS in this regard. However, from the TDS certificates (Form 16) for FYs 2019-20, 2020-21 and 2021-22, it was observed that the University neither included the 14 *per cent* Employer Contribution in the total salary income of the employees, as required under Section 17(1)(viii) of the Income Tax Act, nor considered 10 *per cent* Employer Contribution therefrom as admissible for deduction from taxable income, as allowed under Section 80CCD(2) *ibid*.

This resulted in the non-deduction of tax at source on four *per cent* of Employer's Contribution (excess of the allowable deduction of 10 *per cent*) amounting to a total of ₹ 1.05 crore⁴⁵ in three FYs 2019-20, 2020-21 and 2021-22.

The Ministry, in its reply (December 2022) has conveyed that Visva-Bharati has contested the audit observation, that the University did not comply with IT provisions relating to TDS on employer contribution to NPS resulting in non-deduction of tax. The University has stated that as per IT provisions of Section 80CCD(2), VBU is considered as 'any other employer', but it follows the same NPS as notified by the Central Government for its employees and the amount of employer's contribution to NPS of VBU employees is contributed by the Central Government through Grants-in-Aid, so source of fund is the same as that of Central Government employees, i.e. the Consolidated Fund of India. Ministry's contention is not

⁴² Para 5.5.3 of Circular No. 4/2020 dated 16 January 2020.

⁴³ Ministry of Finance OM F.No.1/1/2016-E.III(A) dated 13.01.2017 and OM No. F.No.1(3)/EV/2020 dated 26.08.2021.

⁴⁴ In accordance with Ministry of Finance, Gazette Notification dated 31 January 2019.

⁴⁵ ₹ 29.14 lakh in FY 2019-20, ₹ 36.47 lakh in FY 2020-21 and ₹ 39.72 lakh in FY 2021-22.

correct because Section 80CCD (2) of IT Act, 1961 clearly draws a distinction regarding allowable deductions for computation of taxable income for employees of Central/State Government and any other employee. Thus, the difference in treatment in respect of taxation is based on category of employee and not the source of fund.

The VBU has also stated that other Central Universities and Central Institutes like IIMs and IITs are also following the same practice as VBU. Therefore, VBU employees should be entitled to the same benefit of income tax deduction limit as Central Government employees.

The VBU's contention is also not acceptable because of reasons cited above. In this case VBU, being an autonomous body, falls in the category of 'any other employer'. As per extant income tax provisions the employees of Central Autonomous Bodies are liable to pay income tax on Employer contribution in excess of 10 *per cent*.

Ministry should also review the status in other similar cases of Central Autonomous Bodies.

INDIAN INSTITUTE OF INFORMATION TECHNOLOGY, DESIGN AND MANUFACTURING (IIITDM), KURNOOL

4.4 Activities of Indian Institute of Information Technology, Design and Manufacturing, Kurnool

The DPR was inconsistent with regard to prescribed standards on built up area per student. The Institute did not have the minimum required land suitable for infrastructure development. Hostel construction was delayed leading to cramped accommodation for students. There were gaps in provision of campus amenities like potable water, sports facilities and transportation facilities. Envisaged numbers of academic programmes and seats were not created. Vacancies were observed in faculty positions and Faculty Student Ratio was low. Shortfalls were observed in availability of laboratory equipment in Mechanical and ECE departments.

4.4.1 Introduction

Indian Institute of Information Technology, Design and Manufacturing (IIITDM), Kurnool (the Institute) was established in April 2015 by Government of India (GoI) under Andhra Pradesh (AP) Re-organisation Act and is governed by the IIIT Act, 2014. The Institute aims to become a leading Centre of higher learning in IT-enabled design & manufacturing to create technologies and technologists befitting the industries globally. It started functioning from its mentor institute—IIITDM Kancheepuram's Campus in 2015-16. Land measuring 151.51 acres was allotted by Government of Andhra Pradesh (GoAP) on a hillock adjoining Kurnool town in October 2015 for construction of the Institute's permanent campus. Subsequently, in 2017 it was declared as an Institution of National Importance under IIIT Act, 2014. From July 2018 onwards, the Institute started functioning from its permanent campus located at Kurnool. It

is established as an autonomous body under the Ministry of Education and is headed by a Director who reports to the Chairman, Board of Governors of the Institute.

4.4.2 Audit Objectives, Scope and Methodology:

A theme-based Audit of IIITDM, Kurnool was taken up to seek an assurance on the following:

- (i) The infrastructure creation at its permanent Campus at Kurnool is efficient and effective for functioning of the institute.
- (ii) Academic programmes are commensurate with the Institute's aim of becoming a center of excellence pioneering in education, R&D in design and manufacturing.
- (iii) Setting up of a teaching environment that attracts suitable talent as well as industry sponsorship to carry out advanced R&D activities in design and manufacturing technologies.

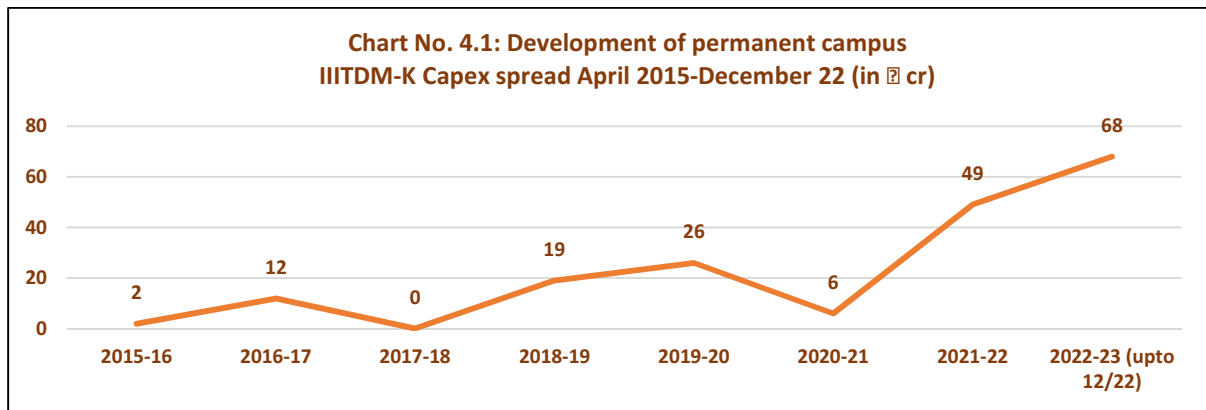
The Audit of the Institute covered the activities during the five-year period from 2017-18 to 2021-22. Field audit was conducted during September 2022 to January 2023. Audit Methodology included scrutiny of records, obtaining information through standardized spreadsheets and joint physical inspection of selected infrastructure works. Further, the audit also conducted a small survey of students and faculty through structured questionnaires that were shared with the entity. The infrastructure works were audited by examining a sample of capital projects/works taken up based on Simple Random Sampling without Replacement Method. Audit commenced with an Entry conference with the Institute on 15 September 2022 wherein audit objectives, scope and methodology were explained to the Institute. Exit Conference was held on 21 March 2023 wherein important audit findings were discussed. The replies furnished by the Institute during audit and Exit Conference have been suitably incorporated.

Audit Findings

4.4.3 Creation of Infrastructure

The Institute is fully funded by the Ministry of Education (MoE). It also generates internal receipts by way of fees and charges. Till December 2022, the IIITDM Kurnool has received total Grants from MoE ₹ 153.80 crore and HEFA⁴⁶ loans of ₹ 33.93 crore towards creation of Campus infrastructure. Out of the total ₹ 187.73 crore, the Capital expenditure of ₹ 181 crore between April 2015 and December 2022 is shown in **Chart No. 4.1**:

⁴⁶ Higher Education Funding Agency (HEFA) is a JV between MoE and Canara Bank to finance the creation of capital assets.



A good infrastructure plays a major role in attracting and retaining good faculty and it is conducive to exposing the students to higher standards of education. The Institute was established at Dinnedavarapadu village at Kurnool alongside the Rayalaseema Express Highway (NH 40). Land admeasuring 151.51 acres was identified and allotted by the Government of Andhra Pradesh (GoAP) during 2015 for construction of a permanent campus for the institute.

Infrastructure development at the campus commenced in November 2015 under the supervision of the mentor Institute (IIITDM, Kancheepuram). It remained under the supervision of mentor Institute till February 2019, and thereafter infrastructure development has been ongoing under directions of regular Director, IIITDM, Kurnool. Detailed Project Report was approved by MoE in March 2018.

4.4.3.1 Improper Project Planning and Management

A) DPR not prepared as per norms

MoE's Master circular dated 03 June 2019 regarding infrastructure projects in centrally funded Institutes stipulated that the built-up area shall be upto 75 sqm per student, while the DPR envisaged this at 40 sqm per student. The DPR to that extent was inconsistent with the prescribed norms.

The capital cost of the proposed campus was estimated at ₹ 256 crores for a total built-up area of 50458 sqm including cost of equipment/compound wall/site development/consultancy/contingencies and taxes for a projected student strength of 1260 (cumulative) at the end of the five-year period ending 2019. The component wise estimated cost is as shown in the **Annexure-4.5**.

The DPR included the plans for infrastructure development for five years from 2015-16 to 2019-20. The Institute replied (March 2023) that the BoG had accorded in-principle approval

(13th meeting on 04 March 2023) to prepare DPR for the next phase of projects to IIITDM, Kurnool.

The facts remains that the norms of Ministry were not followed in preparation of DPR.

4.4.3.2 Land availability and Development

A) Short-availability of usable land

As per the guidelines issued by MoE in respect of “Scheme for setting up 20 new IIITs on Public Private Partnership (PPP) mode”, each IIIT should be allotted 100 acres of land, preferably contiguous for developing an integrated campus consisting of core infrastructure and facilities like incubators, science & technology park etc., which are essential for IIIT to achieve its objectives. The minimum required land was 50 acres.

GoAP allotted (October 2015) 151.51 acres of land at Kurnool for establishing the Institute. As per DPR, the land development included construction of three-metre-high compound wall around the periphery of campus, Bulk services, landscaping, roads etc. Before allotment of the land, a Committee⁴⁷ verified various alternative sites and selected current site which was initially 52.96 acres and subsequently increased⁴⁸ to 151.51 acres, where the possession of same was taken over by the mentor Institute i.e IIITDM Kancheepuram. Immediately after allotment of land in 2015 an MOU was entered into by the mentor institute with the CPWD for construction of the permanent campus of the Institute at Kurnool. After substantial portion of the construction entrusted to the CPWD (during 2015 to July 2020), the Institute intimated (March 2021) the State Govt. that out of 151.51 acres allotted, an extent of 110.51 acres of the land was not in usable condition due to the presence of hillocks, valleys and HT lines on the land allotted. In view of this, the Institute requested (March 2021) for an additional land of 38.80 acres adjacent to the allotted land which was not yet acceded to by the State Govt. (March 2023). Thus, a net of 41 Acres (27 per cent⁴⁹) of land only was usable by the Institute for developing the physical infrastructure.

The Institute replied (March 2023) that proposals were sent to State Government for allotment of additional land for future expansion and that the matter was under persuasion.

The above shows that the Institute took abnormal time of more than five (05) years for assessing the usefulness of allotted land and requisitioning additional land. The issue needs to be pursued at sufficiently higher levels in the concerned State and Central Government for

⁴⁷ Consisting of Director, Mentor Institute, representatives from MoE & State Government and CPWD.

⁴⁸ Increase was based on the request of the site selection committee to allot additional land as the proposed land has HT lines etc.

⁴⁹ 27 per cent = 41 acres/151.51 acres.

ensuring the availability of appropriate usable land required for development of integrated campus in all respects while also ensuring the future expansion needs.

B) Construction of compound wall

The DPR envisaged for construction of compound wall of three meter height measuring four Kms. all around the campus. The state government was required to construct the compound wall on reimbursement basis by the Institute.

Accordingly, the State Government had awarded the work (February 2019) to a contractor, to an extent of 2.51 km only as against four km. Out of which only a length of 1.15 km was executed (as on December 2022) leaving a balance of 1.36 km unexecuted. The work for remaining 1.49 km (04 km - 2.51 km) wall was not awarded till March 2023 as the administrative sanction for same was yet to be accorded by the State Govt. Thus, large portions of compound wall are yet to be constructed even after a lapse of more than seven years from date of handing over of land (October 2015).

Picture No. 4.5: Incomplete Compound wall



Since the Institute possesses valuable laboratory equipment besides providing hostel facilities to the students (boys/girls), the construction of a compound wall around the entire campus is an important pre-requisite for the safety of inmates and the property.

The Institute replied (September 2022/March 2023) that the construction of boundary wall is under the scope of Government of Andhra Pradesh, and that part of compound wall is almost completed and sanctions for remaining part of compound wall are under progress. They added that matter is being pursued with the State Government to resolve the issue.

The reply is not acceptable as the compound wall was being constructed by the State Government on reimbursement basis, but the responsibility of securing the boundaries rests with the institute. Hence, considering the fact that the work through State authorities has not progressed substantially and that the cost of construction would have to be borne by the

Institute only, Institute may, in consultation with the Ministry of Education and the State Government take initiative for getting the construction of boundary wall completed along the demarcated land for the campus, in speedy manner so that safety of both the students as well as property of the Institute could be ensured.

C) Approach Road to the Institute in a poor state

An approach road admeasuring 3.6 km. connects the campus with National Highway- 40. Audit observed that the road was in bad condition, measured only three meters in width with steep slopes and without street lighting. At many places, the BT layer/gravel base was damaged. Due to poor condition of the road (**Picture No. 4.6**) visiting the campus is difficult for the stakeholders. Although the Institute had brought these issues to the notice of the State Government authorities in September 2021, the issues remained unaddressed (March 2023).

Picture No. 4.6: Poor condition of approach road



The Institute replied (March 2023) that they had taken up the issue several times with the State Government.

The fact remains that the hardships faced by the students, as well as the faculty, staff and the visitors of the Institute, continue to be unresolved.

4.4.3.3 Progress of Infrastructure works

The Mentor Institute (at Kancheepuram) entered into a MoU with CPWD during November 2015 (MoU-I) for construction of buildings comprising of Academic building, Hostel blocks I & II, Multi-purpose hall and other Bulk services and development activities. However, by the time the Institute started functioning from its permanent campus (Kurnool), i.e. July 2018, only the Academic building was completed.

Later, IIITDM, Kurnool entered into another MoU with CPWD (MoU-II) in September 2019 for construction of remaining buildings comprising of Administrative block, Seminar hall, Lecture block, Laboratory blocks, additional Hostel blocks, Sports facilities, and other development works.

The status of creation of the envisaged infrastructure (MOU-wise) as of December 2022 is as shown in the **Table No. 4.6:**

Table No. 4.6: Status of infrastructure creation as of December 2022

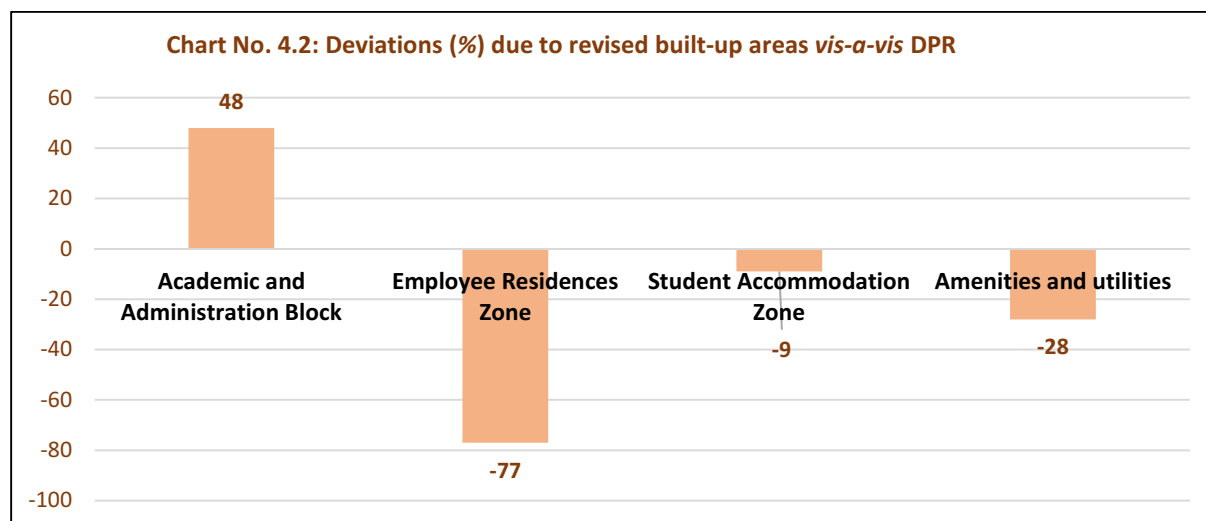
MOU-I (2015)		MOU-II (2019)	
Name of the Building	Status	Name of the Building	Status
Academic Building	Completed	Dining Shed adjacent to Kalpana Chawla	Completed
Multipurpose hall	Work foreclosed and completed under MoU-II	Administrative Block, Seminar Hall, Cafeteria Block, Lecture Block, I-No of Hostel Block (8A), Dining Block, Faculty Housing, Substation and Director's Residence	Not Completed
Hostel-I and Dining Block	Completed	Construction of Hostel Block-7B	Not Completed
Hostel Block-II	Completed	Sports Arena	Not Completed
Hostel Block-III	Not started and moved to MoU-II	Indoor Badminton Court Complex	Not Completed

Audit findings in respect of works mentioned in **Table No. 4.6** are discussed in paras 4.14.3.4 to 4.14.3.6 as below:

4.4.3.4 Deviations from DPR without approval of Ministry

In March 2018, the Ministry of Finance, while according the approval to the DPR, stipulated that any deviation in the scope of the work will not be funded by the Government. Further, MoE's master circular (June 2019) stipulates that once the construction starts, mid-way change in design etc. are not permitted without specific approval of the Govt.

Audit observed that there were substantial deviations in the designed areas from the approved DPR as shown in the **Chart No. 4.2 (details in Annexure-4.6).**



The deviations were significant in respect of ‘Academic and Administration block’ (increase by 48 per cent), ‘Employee residence zone’ (decrease by 77 per cent), ‘Amenities and utilities’ (decrease by 28 per cent) as of December 2022.

Audit observed that Building Works Committee (BWC) of the mentor Institute sought approval of BoG to consider the planning of ‘Academic and Administration block’ over and above the DPR limits on account of site conditions with the available savings from ‘Employee Residences’ (reducing the nos. from 96 to 20 quarters) and other facilities, thereby complying with the overall permissible area limits and the approved capital cost of ₹ 256 crore.

Besides, the Institute did not seek the approval of the Ministry for the deviation from the approved areas (as per DPR).

The Institute replied (March 2023) that based on the need, then existing sanction of posts, location, prioritizing academic zone and hostels first etc. was considered and the same was approved in BoG.

Reply needs to be viewed in the light of the fact that the variations were substantial and deviations needed the approval of the Ministry as per MoE’s instructions dated June 2019.

4.4.3.5 Inadequate Project Monitoring mechanism

While sanctioning the Project, the Ministry of Finance stipulated that periodic and intense project monitoring may be put in place and accountability fixed to ensure quick completion of infrastructure works and prevent possibility of time or cost overruns. The MoU (2015) between the Institute and CPWD provided for a joint committee consisting of officers of Institute and CPWD, which shall monitor the progress of work at frequent intervals by holding regular site/coordination meetings. Further, MoU (2019) mandated that an empowered nodal officer should be designated for coordinating with the CPWD for the entire project duration.

Audit observed that the Project Management Committee was not established. Further, a delay of 19 months in appointment of nodal officer for coordinating with CPWD was also observed.

Audit also noticed the following lapses indicating lack of sufficient coordination between the CPWD and Institute, which could be addressed with effective joint monitoring:

- Construction of all the buildings commenced without obtaining the approval from Directorate of Town and Country Planning (DTCP).
- In 04 out of 26 contracts, excess expenditure of ₹ 1.62 crore (excess by 28 per cent) was noticed over and above the administrative sanction without prior approval of the BoG (**Annexure-4.7**).
- Buildings were occupied without obtaining the occupancy certificates from DTCP, which was a mandatory requirement as per Andhra Pradesh (Buildings) Rules, 2017.

The Institute replied (March 2023) that the project monitoring was responsibility of CPWD. Also, an Internal advisory committee was setup by the Institute and regular review meetings were being conducted, However, there is no formal joint project monitoring mechanism.

The fact remains that joint project monitoring committee was non-existent in violation of provisions of MoU (2015) and that nodal coordinating officer was appointed only in April 2021, after significant delay. Further, the lapses observed indicate that the existing monitoring mechanism was not effective.

4.4.3.6 Progress of Capital works

A) Works not completed within the stipulated period.

Time is the essence of any contract. Contractors shall complete the works within the stipulated period and hand over the same as per the time frame prescribed in the agreement.

Audit observed that out of 26 works undertaken during the period 2015-22, 16 works (61.54 per cent) were delayed as of December 2022 as shown in the **Annexure-4.8**.

The delay in execution of works ranged from one month to 11 months. The highest delay of 11 months was in construction of Academic Building which has delayed the shifting to the permanent campus at Kurnool by 11 months. As a result of above delays, against the envisaged built up area of 50,458 sqm, only 12,268 sqm (24 per cent) could be completed as shown in **Table No. 4.7**:

Table No. 4.7: Built-up area planned vis-a-vis constructed (as on December 2022)

Description	Area as per DPR (sqm)	Built up area constructed so far (sqm)	Shortfall (sqm)
Academic and Administration Block	15214	3860	11354
Employee Residences Zone	12370	0	12370
Student Accommodation Zone	18475	6930	11545
Amenities and utilities	4399	1478	2721
Total	50458	12268	37990

The Institute stated (March 2023) that the delay in completion of various projects was due to foreclosure of projects. They also added that the contractors were facing difficulties due to the difficult terrain/location and Covid conditions.

Reply is factually incorrect because these 16 works in which delay is noticed, were not foreclosed. Had the Institute commenced the construction from 2015-16, i.e. the period originally envisaged in DPR (2015-16 to 2019-20) with proper planning and effective project monitoring, these delays could have been minimized before onset of Covid-19 pandemic.

B) Slow progress in execution of a major work

As per MoU 2019 entered with CPWD, the major capital work was construction of Academic & Non-Academic buildings for which administrative sanction of ₹ 133.43 crore was accorded (July 2020). The major work included 12 sub-works viz. construction of Administrative Block, Seminar Hall & Cafeteria Block, Lecture Block (3A), three Nos. Laboratory Block (4A, 4B and 4C), one Hostel Block, dining block, faculty housing, Director's residence, and sub-stations I & II. The work was awarded (April 2021) by CPWD with an agreement value of ₹ 92.11 crores with a scheduled completion period of 20 months i.e., by December 2022.

The actual expenditure of ₹ 95.46 crore till March 2023 has exceeded the agreed value (₹ 92.11 crore) by ₹ 3.35 crore. However, only three (03) out of 12 sub-works have been completed as on March 2023. Remaining nine (09) sub-works are partly completed viz. Administrative building (90 per cent) Seminar block (70 per cent), Director's residence (95 per cent), Faculty Housing (95 per cent), Lecture Block (50 per cent) Laboratory Block 4A (60 per cent) & 4B (95 per cent), Hostel block (90 per cent), and Dining Block (90 per cent).

The delays resulted in non-completion of campus facilities within stipulated time, shortage of hostel facilities, non-availability of faculty residence, laboratories, lecture block etc. which were envisaged as key components of teaching and learning environment of the Institute.

The Institute replied (March 2023) that the work did not progress as per the time frame due to the foreclosure of work and due to the pandemic situation during the year 2020-2021.

Institute also replied that they had made alternate arrangement for hostel facility, development of temporary classrooms and labs in the basement of the existing Academic building, adjusting class work without affecting students, conducting teaching/learning process in shifts, the learning was ensured and the placement statistics shows clearly the improvement.

The reply on foreclosure is factually incorrect w.r.t. because as per the records made available to audit, the subject work was not in the list of foreclosed works. Pending completion of the above buildings, the Institute had to make *ad-hoc* arrangements overburdening the existing resources, as accepted by the Institute.

C) Cost and time over-run in execution of Bulk-services

A work for establishment of bulk-services including Internal Roads and paths, levelling of site, Under Ground (UG) sump, external water supply, external drainage, storm water-drains, septic tank, bore-well, chain link fencing, street lighting and pump sets was originally awarded during December 2015 with administrative approval of ₹ 4.24 crore. The agreement was concluded in August 2016 for ₹ 3.03 crore and the targeted period of completion was January 2017. However, the work was foreclosed (June 2018) due to delay in release of funds. Thus, even after lapse of about 18 months from the targeted completion date, the work could not be completed but had to be foreclosed after about two years of its award (August 2016).

Later, the work was re-tendered and awarded for ₹ 4.29 crore in April 2019 after ten months of foreclosure. Due to re-tender, the estimated capital cost increased by ₹ 1.26 crore (₹ 4.29 crore - ₹ 3.03 crore). The work was completed and handed over during February 2020.

Thus, there was overall delay of about three years from the original targeted date (January 2017 to February 2020). Due to this, the institute was deprived of the intended facilities contained in these bulk services till February 2020. Besides, expenditure incurred up to December 2022 was ₹ 5.52 crore as against original administrative approval of ₹ 4.24 crore (December 2015) indicating a cost over-run by ₹ 1.28 crore.

The Institute while accepting (March 2023) the fact stated that the works were pre-closed due to shortage of funds during initial years. These works were stopped during initial years to avoid payment of interest/compensation to the contractor and due to the pandemic situation during the year 2020-2021.

Fact remains that during July 2018 to February 2020, the permanent campus at Kurnool was operating without supporting facilities like internal roads and paths, under-ground and external water supply, external drainage, storm water-drains, septic tank, bore-well, chain link

fencing, street lighting and pump sets which were integral part of overall campus development.

4.4.3.7 Campus Amenities and Residential facilities

A) Non provision of Water supply by State Government:

The DPR estimated that the Institute would require a supply of fresh water to the tune of 3.00 lakh litre per day to cater to the needs of around 1,260 students, residences, and other purposes during the initial five years.

The State Government was required to provide⁵⁰ water supply, electricity, drainage, and approach road up to the gate of the Institute.

Audit observed that even after a lapse of more than four years from the date of shifting to the campus, a reliable permanent source of water for catering to basic need of potable drinking water in the campus was not available. As an alternative measure, three borewells were dug in the campus for meeting the requirements of water, out of which only one borewell was in working condition. It was also noticed that since the water drawn from the available single borewell was not sufficient to meet the needs of the campus, the Institute was forced to purchase water from outside sources on payment basis which was ₹ 4.78 lakh from July 2018 i.e. shifting into the current campus till December 2022. Also, the Institute requested (December 2022) CPWD for digging six new borewells as an alternate water supply to meet the requirement of water. It may also be added that small rainwater harvesting structures planned and awarded as a part of bulk services could not be completed {mentioned in para 4.14.3.6 (C) above}.

The Institute replied (March 2023) that water from Sewage Treatment Plant (STP) was proposed to be treated and used for horticulture and flushing purposes in order to reduce the burden. The Institute also stated that several requests were made to the State Government for supply of municipal water to the campus and that the efforts are being continued.

B) Non-providing of transportation facilities to the students

Ministry of Social Justice and Empowerment launched 'Accessible India Campaign' in December 2015 to ensure persons with disabilities to have access on equal basis with others, to physical environment, to transportation, to information and communications technologies and other facilities/services opened or provided to the public.

⁵⁰ As per minutes of meeting regarding discussion of pending State Reorganization issues held on 25 March 2021.

A pathway admeasuring one kilometre was constructed connecting the Boys/Girls hostels with the classrooms in the academic block. The dining block is nearby to the hostel block. Each student approximately walks 04 km per day (hostel to classroom, classroom to dining hall during lunch, return to classroom after lunch and returning back to hostel from classroom).

It was noticed that the BoG in its first meeting (April 2019) took a decision to procure transportation facilities⁵¹ for bringing students from hostels to academic block and back as the terrain of the campus was extremely uneven and is situated on a hilltop.

However, Audit observed that the decision of the BoG was not implemented till date, causing hardship for the students in commuting between hostels and academic block.

The Institute replied (January 2023) that the approval from BoG was obtained assuming all the internal campus roads would be ready by December 2019; however, due to delays in construction of internal roads, the proposals of buying the vehicles has been kept on hold.

Thus, delays in completion in internal roads has impacted the provision of transportation to the students, thereby causing them avoidable hardships on daily basis besides resulting in non-compliance to the guidelines of Accessible India campaign.

C) Non-creation of sports infrastructure due to non-suitability of land

The DPR envisages that each student mandatorily participates in two co-curricular activities which includes physical education and sports. Even the Master Circular of the Ministry mentions the sports facilities as a priority work.

Audit observed that even after lapse of four academic years (2018-19 to 2021-22), the Institute could not establish adequate sports facilities for the students within the new campus. Audit noticed that Institute accorded administrative sanction (February 2022) for basketball & tennis court amounting to ₹ 6.57 crore and for badminton court complex to the tune of ₹ 3.97 crore. Both the works were yet to be completed as on December 2022. Further, it was observed that the Institute had hired services of private sports arena by paying a sum of ₹ 1.20 lakh for utilizing the services for a month (November 2021).

The Institute replied (October 2022) that the campus is located in tough terrain and due to geographical constraints the said facilities are taking time to complete. They also stated (March 2023) that the students were not deprived of the sports facility since as interim arrangement of private sports facility was hired. It was further added that BWC decided to take up the works of developing Cricket and Football Grounds in the next phase of works.

⁵¹ One mini bus and one or two battery operated vehicles.

The reply may be viewed against the fact that the Institute started functioning in new campus from July 2018. Due to delay in establishment of sports facilities the students were deprived of the vital activity of playing sport in the interim period.

D) Delay in construction of hostels

DPR provided that IIITDM Kurnool was to be a fully residential institute with respect to students in line with the prevailing practice in the older IIIT Group of Institutions. Hence, on campus accommodation would need to be provided in Student Hostels for 1,260 UG/PG/PhD Students. Under MoU-I, the Institute sanctioned three Hostel works for boys and Girls. The construction work of Hostels-I (Girls), and II (Boys) which were taken up in 2015 & 2016 and scheduled to be completed by September 2017 were foreclosed due to paucity of funds. These works were subsequently re-awarded and Hostels I & II were completed by October 2019 with an overall delay of 24 months. Thus, the Institute did not have the hostel facility at the time of shifting to the permanent campus at Kurnool (July 2018).

The availability of hostel facility for boys during 2019-22 is shown in **Table No. 4.8:**

Table No. 4.8: Year-wise details of the availability of Hostel facility

Hostel Name	Year	Capacity of the Hostel	Actual Number of Inmates accommodated	Shortage/ Inadequacy	Alternative arrangements
Kalam Hall of Residence/Boys	2019-20	245	319	74	Outside the Institute
	2020-21	305	397	92	-do-
	2021-22	305	498	60	-do-

Although there was no shortage in respect of hostel accommodation for Girls⁵², Audit noticed that the accommodation was insufficient for Boys, as only a capacity of 305 was available against the total enrolment of boys of 516, leaving a shortage of 211⁵³ (41 per cent) for the year 2021-22. Audit observed that due to shortage in availability of accommodation, the Institute has accommodated 438 boys in campus hostel against the capacity of 305, resulting in cramped accommodation. Moreover, 60 boys were to be accommodated in rented hostels which is at a distance of about four km from the Institute campus, necessitating them to commute on daily basis, which was against the spirit of integrated residential campus. Incidentally, the Institute incurred a financial burden of ₹ 70.25 lakh in paying the hostel rents for the period of 2018-22.

⁵² Against the hostel accommodation for 96 girls, total enrolled girls during 2021-22 were 88, out of which 87 required hostel accommodation.

⁵³ 305 capacities of boy's hostel (-) 516 total boys.

The Institute replied (March 2023) that the delay in completion of the Hostel facility was due to foreclosure of work owing to non-receipt of funds from Ministry and now all planned hostels have been completed and all students are staying in Institute hostels only. They added that in order to provide hostel facility to all students, alternate arrangements were made with private hostel on rental basis, and there was no financial burden on the Institute since the rent was paid from the hostel fee paid by the students.

The reply is evident of non-coordination between the Ministry and Institute which led to paucity of funds and subsequently to foreclosure of works which resulted in gaps in availability of hostel accommodation in the campus. Further, the fee structure of the institute has been designed to include the hostel accommodation charges. The institute had to pay rent for the accommodation hired to provide hostel facility to the students, which could have been avoided had the construction of the hostel was completed as scheduled.

4.4.4 Academic activities

The Institute commenced its academic activities in Academic year 2015-16 with two undergraduate programmes (B.Tech in Computer Engineering & Electronic and Communication Engineering) with enrolment of 50 students. Postgraduate and PhD programmes were commenced in 2019-20. Till the end of Academic year 2021-22, there were total four undergraduate programmes⁵⁴, three postgraduate programmes⁵⁵ and Ph.D (full time & Part time) programmes with a total student strength of 634.

Audit examined whether the Academic programmes rolled out were commensurate with the Institute's aim of becoming a center of excellence pioneering in education, R&D in design and manufacturing. Audit findings were focused on the introduction of courses, student enrolment and academic evaluations during the five-year academic period of 2017-18 to 2021-22 and are detailed below:

4.4.4.1 Many academic programmes not rolled out

To meet the Institute's aim in becoming a leading global centre of learning in IT-enabled Manufacturing and Design, the Detailed Project Report of the Institute envisaged introduction of 17 academic programmes covering Under Graduate, Post-Graduate, Ph.D programmes besides Continuing Education Programmes for working professionals.

⁵⁴ B. Tech in (i) Computer Science and Engineering, (ii) Artificial Intelligence and data Sciences, (iii) Electronic and Communication Engineering and (iv) Mechanical Engineering.

⁵⁵ M. Tech in Computer Science and Engineering, (ii) Electronic Systems and Design, and (iii) Smart Manufacturing.

Table No. 4.9: Details of Courses envisaged but not commenced in UG/PG

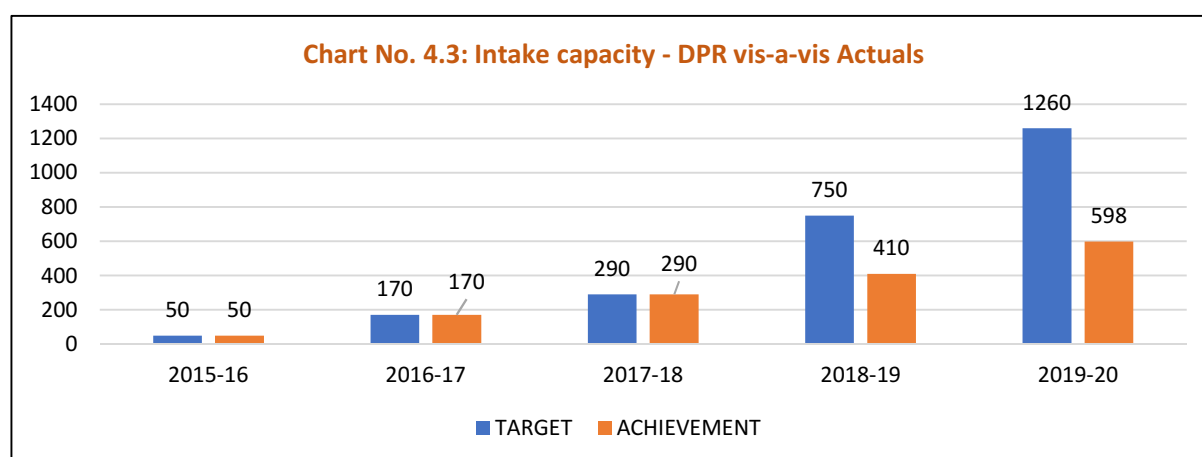
Courses Not Commenced (UG)		Courses not commenced (PG)	
1	B. Tech (Smart Manufacturing)	1	M. Tech (Communication System Design)
2	Dual Degree (Computer Science & Engineering)	2	M. Tech (Computer Engineering)
3	Dual Degree (Electronics & Communications Engineering with D&M)	3	M. Tech (Energy System Design)
4	Dual Degree (Mechanical Engineering with D&M)	4	M. Tech (Industrial Automation Design)
5	Dual Degree (Smart Manufacturing)	5	M. Tech (Mechanical System Design)

The Institute replied (October 2022) that the campus is under development stage and because of delay in constructions due to Covid pandemic during 2020-22, the Institute could not start the other programmes. They added that admissions under M. Tech were not attractive due to Covid and that programmes were also delayed due to lack of experienced and expert faculty. It was further stated (March 2023) that Institute is framing strategy to start B. Tech Smart Manufacturing in near future; Senate/BoG approved the scheme and syllabi for three (03) new M. Tech programmes w.e.f 2023-24 onwards.

The reply may be viewed in the light of the fact that these courses were supposed to be introduced within the first five years i.e. 2015-16 to 2019-20 i.e. prior to the onset of Covid pandemic and the campus infrastructure creation was accordingly targeted to be completed by that period (as per DPR).

4.4.4.2 Shortfall in seat creation

The DPR projected the student intake capacity of the Institute for UG/PG programmes in the initial five-year period 2015-16 to 2019-20. Audit noticed that there was shortfall in actual student intake capacity occurring from 2018-19 due to non-introduction of the B.Tech, M.Tech and PhD programmes in 2018-19 as envisaged. (**Chart No. 4.3**)



Against the targeted intake capacity of 1,260 seats during 2015-20 (as per DPR), the Institute could create capacity of 598 seats (47 *per cent*) during the said period. However, intake capacity has been increased to 1108 till 2021-22.

The Institute admitted (March 2023) the shortfalls and stated that the intake capacity has been increasing in a gradual manner.

The fact remains that there was shortfall in student intake capacity against the target.

4.4.4.3 Shortfall in PG and PhD programs

A) Commencement of programmes without adequate faculty

The DPR envisaged for introduction of PG courses and PhD's with a targeted intake of 200 and 30 respectively during 2018-19. The PG course and Ph.Ds. were not introduced as envisaged in the DPR and were delayed by one year.

Further, the Institute commenced PG courses and Ph.Ds. from the Academic Year 2019-20 wherein, the available number of Professors were 'nil' and only one (01) Associate Professor and eight (08) Assistant professors.

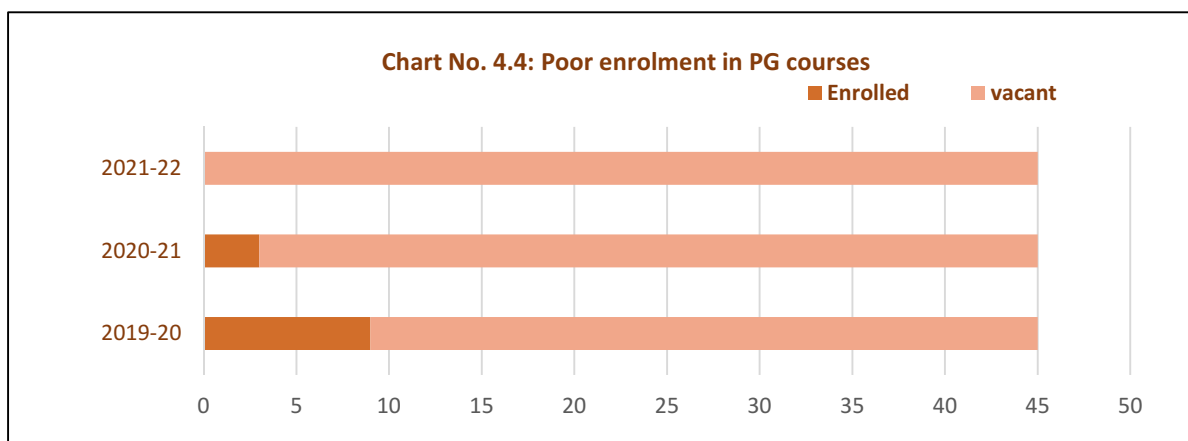
In this context, MoE instructions dated 8 May 2008 regarding creation of posts in centrally funded institutions including IIITs, the *inter-alia* prescribed the faculty ratio as 1:2:4 in terms of Professors, Associate Professors and Assistant Professors.

Thus, the Institute lagged behind with timelines in offering the PG courses and Ph. D courses. Also, the Institute had introduced PG courses and PhDs without ensuring the availability of even a single Professor and adequate number of Associate and Assistant Professors.

Further, the inadequate teaching environment in terms of low number of faculty along with other factors like inadequate teaching and learning facilities contributed to low admissions in both these courses as detailed in subsequent paragraphs of this Report.

B) Poor enrolment in PG and Ph. D courses

It is evident from **Chart No. 4.4** that registration for M.Tech courses at the Institute has been very low, with 12 students joining against 135 seats (45 seats each during the years 2019 to 2021) thereby registering a 91 *per cent* vacancy. There were no takers for M. Tech course in 2021-22.



Further, against the 60 Ph. D seats envisaged in DPR, only four seats were filled up in 2019-20. In the subsequent period also, the enrolment is not up to the mark since only 11 more students enrolled for full time PhD till March 2022 making total of 15. Even after considering the part-time Ph. D admissions, the total Ph. D admissions were only 32 to the end of March 2022.

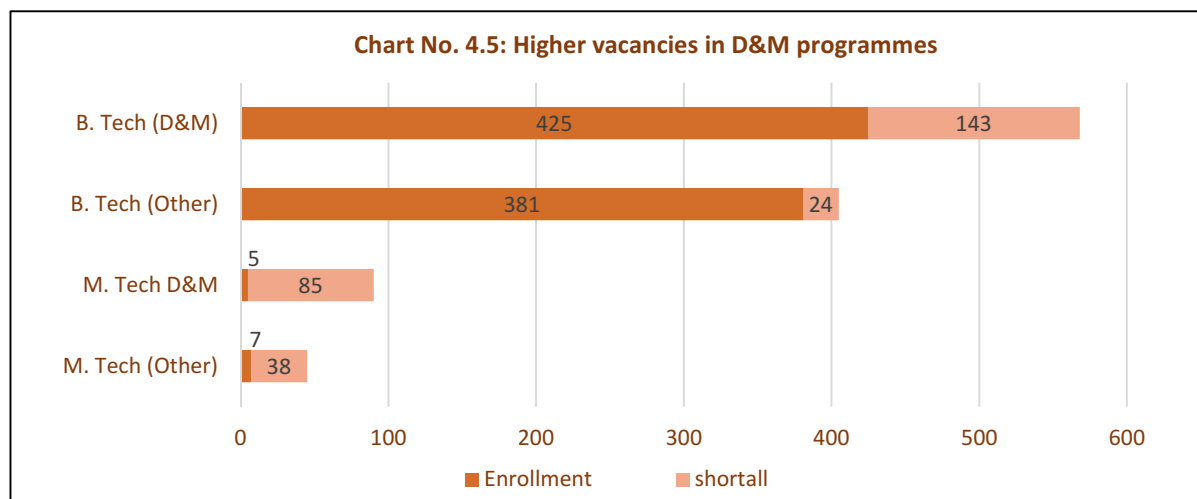
The Institute replied (December 2022) that the shortfall in PG is due to the high fee structure of the Institute, as decided by its Council, in comparison to other Centrally Funded Technical Institutes (CFTI). They also stated that problem of low enrolment in PG courses was common to all CFTIs because of high availability of IT jobs in the industry, due to which student are unlikely to take admission in PG programmes. The Institute further stated (March 2023) that it is the choice and decision of the students to choose as part of Centralised Council for M. Tech Programmes.

A poor response to the PG and PhD programmes offered by the Institute even after seven years of its establishment also limits the research and development possibilities at the Institute.

C) Specialisations in Design and Manufacturing: lowest response

The Vision of the Institute is to become a leading institute of higher learning in Information Technology enabled Design & Manufacturing (D&M) to create technologies and technologists befitting the industries globally. Accordingly, the Institute has been offering UG/PG programmes with specialization in D&M besides other courses.

A course-wise analysis in Audit indicated a particularly low response to courses specializing in D&M which is the core area of specialization for IIITDM, Kurnool.



As evident from **Chart No. 4.5**, The vacancies in D&M courses are distinctly high as compared to PG programmes. Audit noticed that the vacancies in D&M programmes in UG⁵⁶ were 25 *per cent* compared to six *per cent* in other programmes⁵⁷. Similarly, in PG also the vacancy in D&M was 94 *per cent*⁵⁸ vis-à-vis 84 *per cent* in other courses⁵⁹.

The Institute replied (December 2022) that during past few years, IT sectors have gained great attraction from the student community which might have contributed to this shortfall in intake of Design & Manufacturing branches. Further, it was stated (March 2023) that the Institute was putting continuous efforts to attract students by revising the curriculum from Academic Year 2023-24.

Thus, the factual position indicated that specific interest was not shown by the stakeholders towards the Design & Manufacturing courses and that the purpose for which these Branches were offered was not fully served. Audit did not find any specific instance of discussion in the Senate/BoG regarding measures to improve the enrolment in D&M courses. Since the Vision/ Mission of the IIITDM are distinct from the other IIITs with a specific mission, protracted efforts need to be taken by the Board/Senate in consultation with MoE/Industry and other stake holders to make the design & manufacturing branches more relevant to the needs of the industry and appealing to the student community.

⁵⁶ B. Tech in Electronics Communication and Engineering with specialisation in Design and Manufacturing, Mechanical Engineering with Specialisation in Design and Manufacturing.

⁵⁷ B. Tech in Artificial Intelligence and Data Science and, Computer Engineering, Computer Science and Engineering.

⁵⁸ M. Tech in Electronics System Design, Smart Manufacturing.

⁵⁹ M. Tech in Computer Science and Engineering with specialization in Data Analytics and Decision Sciences.

4.4.4.4 Academic programmes not accredited from National Board of Accreditation

The National Board of Accreditation is one of the two major bodies responsible for accreditation⁶⁰ of higher education institutions in India, along with the National Assessment and Accreditation Council. The purpose of accreditation by NBA is to promote and recognize excellence in technical education in colleges and universities - at both the undergraduate and post graduate levels. The accreditation of engineering programmes by NBA would enable international recognition of the quality of undergraduate engineering education offered by the member country⁶¹ and is an avenue to bring it into the world class category.

NBA conducts evaluation of Programs of technical institutions in India based on evaluation criteria and parameters like Research etc. laid down by its committees and councils. IITs, IISc, IIITs, NITs, Central Universities etc. fall into the category of Tier-I accreditation. The assessment and evaluation process of accreditation of an engineering program is based on 10 broad criteria developed through a participatory process involving experts from reputed national-level technical institutions, industries, R&D organizations and professional bodies.

Audit observed that accreditation to NBA was not obtained by the Institute (December 2022).

The Institute *inter-alia* stated (March 2023) that it has taken many initiatives and conducted training programmes for NBA assessment and accreditation process to all faculty members and plans to apply for NBA for eligible programmes in academic year 2023-24 are underway.

Being a growing Institute, the accreditation process would be beneficial to the Institute in terms of providing assurance to the stake holders with regard to the quality of programmes on offer.

4.4.5 Teaching Environment

Audit examined whether the management of the Institute has been adequately engaged in setting up of a teaching environment that attracted suitable talent as well as industry sponsorship to carry out advanced R&D activities in design and manufacturing technologies and meet the teaching requirements of the Institute. This was done by mainly focusing on the availability of faculty, non-faculty, laboratories/equipment, research parameters such as funding/publications/ patents, establishment of governing bodies, and availability of key officials.

⁶⁰ Accreditation is a tool that stakeholders use to monitor, assess and evaluate the standards and quality of the education a student receives at a college, university or other institution of higher learning. (NBA website).

⁶¹ As per Washington Accord 2007.

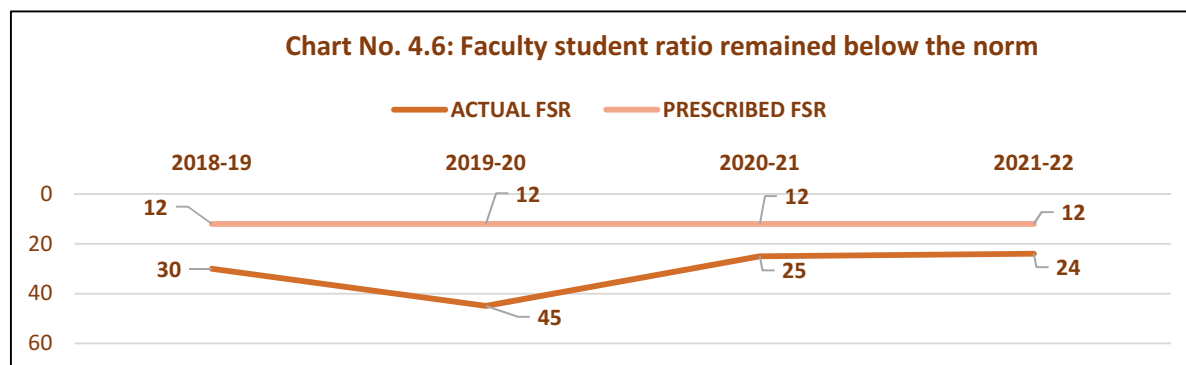
4.4.5.1 Vacancies in faculty posts

Although the Institute commenced its academic activities in 2015-16, the faculty posts were sanctioned by the MoE only in June 2018. Initially, a total of 15 posts (Associate Professor-05 & Assistant Professors-10) were sanctioned by MoE for AY 2018-19. Subsequently, these were increased to 31 in 2019-20 and to 51 in AY 2021-22, MoE sanctioned these additional faculty posts in flexi cadre⁶². The posts were sanctioned on the basis of a prescribed Faculty Student Ratio (FSR) of 1:12. Subsequently, to prepare the roster for implementation of Central Educational Institutions (Reservations in Teachers' Cadre) Act, 2019, the BoG⁶³ has distributed (June 2022) these 51 posts as Professors (08), Associate Professors (16) and Assistant Professors (27). The posts of Professors/Associate Professors/Assistant Professors were required to be filled up through open recruitment as per defined eligibility criteria of respective posts. The year-wise number of faculty posts sanctioned, cumulative recruitments, student enrolments and actual FSR is shown in **Table No. 4.10**.

Table No. 4.10: Shortfall in Faculty recruitment

Year	Student enrolment	Faculty posts Sanctioned	Faculty in position	Faculty Vacancies	Faculty Student Ratio (FSR)
(i)	(ii)	(iii)	(iv)	(v)=(iii)-(iv)	(vi)=1:(ii)/(iv)
2018-19	325	15	11	4	1:30
2019-20	407	31	9	22	1:45
2020-21	502	31	20	11	1:25
2021-22	602	51	25	26	1:24

Though, the number of faculty posts were sanctioned by MoE as per FSR, against 51 sanctioned posts, only 25 faculty (2 Associate Professors and 23 Assistant Professors) have been recruited, leaving 26 posts vacant (51 *per cent*) to the end of 2021-22. As a result, that the actual FSR remained considerably below the prescribed norm of 1:12 and which only marginally improved in the period 2020- 22 as shown in **Chart No.4.6**.



⁶² Sanction of number of faculty posts without regard to designation viz., Professor, Associate Professor or Assistant Professor.

⁶³ Item No. BoG10(2022)-12.

Audit also observed that no Professor was available in the Institute. Due to non-availability of Professors and overall vacancies, the MoE recommended *inter-se* ratio of 1:2:4 (Professor, Associate Professor and Assistant Professor) which was also not being maintained by the Institute.

The Institute replied (March 2023) that efforts are made for recruitment of faculty. In order to bridge the gap, the Institute has appointed adjunct professors, visiting professors, visiting faculty and temporary faculty in various departments.

The vacancy position in faculty posts potentially resulted in excess workload on existing faculty and delaying introduction of planned academic programmes which would also have a bearing on the performance of the Institute in terms of National Institutional Ranking Framework (NIRF⁶⁴) introduced by the Ministry of Education in September 2015.

Effective steps need to be taken for conducting regular recruitment drives to fill the vacant faculty posts in order to improve the FSR for ensuring rolling out of planned programmes and dedicating time for R&D activities.

4.4.5.2 Faculty performance metrics

The BoG in its third meeting (December 2019) advised the Director to initiate necessary approvals from Senate for immediately adopting the recommendations stipulated in the minutes of 4th IIIT Council meeting. Board had authorized the Director to present the mechanism to evaluate the 360° review of faculty performance by designing suitable rubrics covering parameters related to teaching, research, quality and reputed journal publications, Outreach, Institution building, ICT related courseware design and development or usage of ICT tools in classroom etc. Board also advised the Director to present annual performance of every faculty and the same is to be considered with promotion.

When the compliance to above instructions of BoG by the Institute was sought by Audit, the Institute replied (January 2023) that mechanism to assess the performance was devised and informed to the staff to perform the works as per rubrics and form circulated.

The Institute replied (March 2023) that a committee would be constituted to review and provide report to the BoG Shortly.

⁶⁴ NIRF outlines a methodology to rank institutions across the country based on five parameters considered for scores which include Teaching, Learning & Resources (TLR), Research and Professional Practice (RPP), Graduation Outcome (GO), Outreach and Inclusivity (OI) and Peer perception (P), with highest weightage accorded to Resources (TLR) and Research (RPP).

However, the documentary evidence showing the devised rubrics and evaluation of performance were not provided to audit. Thus, despite a delay of three years, the decision of IIT Council w.r.t. faculty performance has not been implemented.

4.4.5.3 Non-faculty Posts

The administrative and technical functions of the Institute are performed by the non-faculty staff. A total of 20 non-faculty posts were sanctioned by the Ministry in June 2018. The posts have been sanctioned in the categories of Assistant Registrar (three), Technical Officer Gr.1 (one), Jr. Engineer (two), Jr. Technical Superintendent (three), Jr. Superintendent (three), Jr. Superintendent–Library (one), Jr. Assistant (three), Jr. Technician (three) and Jr. Technician-Library (one).

A) Recruitment of non-faculty Group ‘C’–Statute requiring amendment

The Statute of the Institute provided that all positions, other than faculty, i.e., technical and administrative staff, shall be filled as per the recruitment rules of the Institute approved by the Board and all services rendered by Group ‘C’ level shall be made by outsourcing and contract. The Institute recruited seven posts under Group-C category (three posts of Jr. Assistant, three posts of Jr. Technician and one post of Jr. Technician (Library)) during 2018-19 to 2021-22.

Audit pointed out that the Institute had made the recruitment of Group ‘C’ staff in regular basis instead of contract/outsourcing which was against the provisions of Statutes of the Institute.

The Institute replied (March 2023) that while preparing the Statutes, the office had wrongly typed, the word Group ‘C’ instead of Group ‘D’.

Thus, the issue needs to be regularized by way of an amendment in the Statute in consultation with the Ministry.

B) Appointments of non-faculty made with a delay

Audit observed delays in appointment of the non-faculty. The two Jr. Engineers (Civil & Electrical), who are the key officials in carrying out the monitoring of infrastructure and other campus development works, were appointed (June/July 2020) with a delay of almost two years from the date of sanction of post (2018). Similarly, the appointment of three Assistant Registrars was also made with a delay of four years (June 2022).

The Institute, while accepting the observation replied (March 2023) that the delay was due to non-availability of suitable candidates for selection, postponement of recruitment drive due to Covid.

4.4.5.4 Shortfall in availability of laboratory facilities/equipment

The Institute has four (04) Departments viz. Mechanical (Mech.), Electronics and Communications (ECE), Computer Sciences (CS) and Sciences (Sc.). The HoDs of each department prescribed the minimum requirements of equipment. Audit observed shortfalls in the adequacy of equipment in eight (08) laboratories of two Departments (Mech. and ECE) when compared with the minimum requirements as of March 2022 (**Annexure-4.9**).

In ECE Department, there was shortfall of 60 computers and one Laser based prototyping machine relating to four Laboratories. Similarly, in Mechanical Department, shortfall of 287 equipment was noticed in four laboratories. Further, in Mechanical Department, 52 types of critical equipment were not procured till 2021-22 (**Annexure-4.10**). Thus, the laboratories were not fully equipped as against the prescribed minimum requirements.

The Institute replied that (January 2023) due to inadequate space and fund constraints the equipment could not be provided. It was further stated that as the mechanical equipment was very costly, the laboratory experiments were done in rotation/batches. During Covid time, no activities related to purchases were made. The Institute further replied (March 2023) that required labs as per curriculum will be established in the academic year 2023-24.

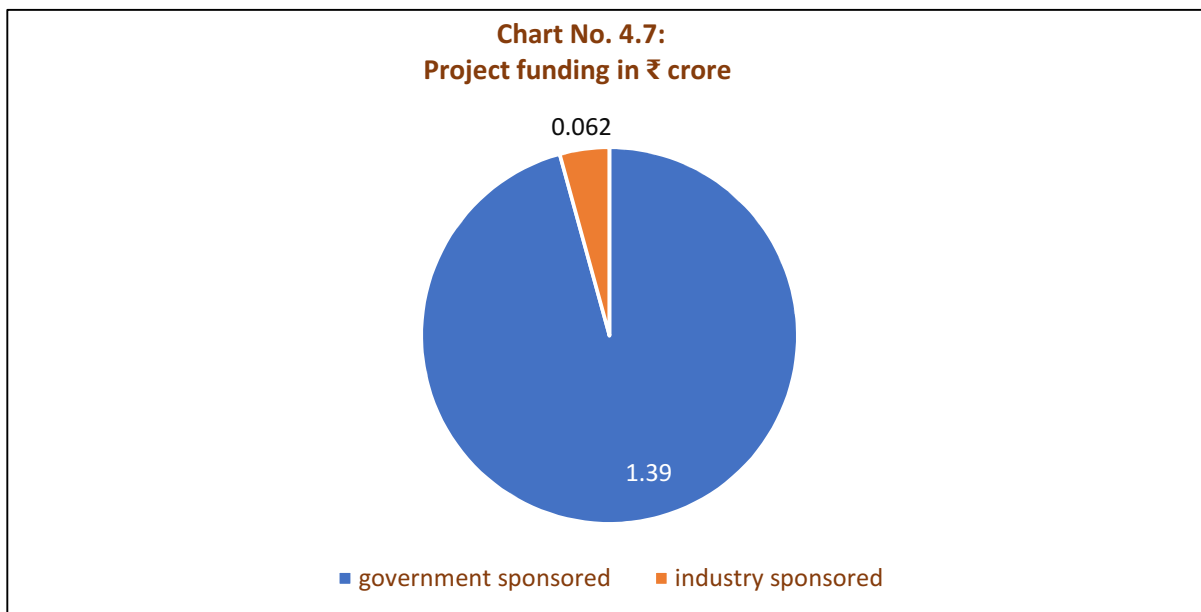
The fact remains that the required laboratory facilities and equipment were not established. Action needs to be taken to provide the required equipment in a phased manner to overcome the shortage and provide access to the students.

4.4.5.5 Delay in constitution of the Research Council – dependency on Government funding for research

As per the Vision Document, one of the objectives of the Institute was to carry out advanced research and development activities in design and manufacturing technologies, both on its own and on sponsorship basis for the industry. Further, the provisions of clause 22 of the Act stipulated that the Institute shall establish a Research Council (RC). The functions of Research Council shall, *inter-alia*, include identifying potential areas for research, organizing and promoting research, assisting teachers in obtaining funding from external sources, providing for incubation of technology applications emerging from research etc. The RC was to comprise of the Director and such other members as may be specified, by the Statutes, by the Board.

Audit observed that Statutes were silent regarding composition of the members of RC. However, RC was established⁶⁵ (March 2022) with the approval of the Board (January 2022) after a delay of almost seven (07) academic years since the inception of the Institute in 2015-16. Though the institute made progress in terms of research publications (16 publications were made in various international conferences, 51 publications in SCI journals⁶⁶ and seven patents filed during 2018-19 to 2021-22), the funding pattern from non-government sources was not encouraging.

To the end of March 2022, against total 12 research projects undertaken by the Institute, 11 projects with a funding of ₹ 1.39 crore were funded by Government sources like Department of Science & Technology, Science & Engineering Research Board, IITs etc., while only one project with a funding ₹ 0.062 crore (four per cent) was funded by non-government sources/industry (**Chart No. 4.7**). This indicated heavy dependency of the Institute on the government for carrying research & development activities, thus lagging behind in attracting non-govt. funding.



The Institute replied (September 2022) that as the infrastructure development was in progress during 2019-22 and due to COVID-19, the committee was constituted only in the month of January 2022. They added (March 2023) that progress was made in attracting Government/industry research projects.

In respect of research projects, the fact remains that during the period covered in the audit the industry sponsored research was inadequate.

⁶⁵ Director as Chairman, along with six members from other national Institutes/industry experts.

⁶⁶ Science Citation Index is a tool that indexes 27 major scientific domains and over 5,000 international publishers from 239 countries worldwide.

4.4.5.6 Shortfall in conduct of meeting of statutory authorities

The Act stipulates that the following shall be the authorities of an Institute, viz. (a) Board of Governors, (b) Senate, (c) Finance Committee, (d) Building and Works Committee, (e) Research Council and (f) such other authorities as may be declared by the Statutes to be the authorities of the Institute. Accordingly, the BoG and other authorities of the Institute came into force from 2019-20, prior to which the activities were governed/overseen by the Board and other authorities of the mentor Institute.

Substantial portion of the infrastructure development of IIITDM, Kurnool was carried out under supervision of the mentor institute (IIITDM, Kancheepuram) authorities. As seen from the minutes of these bodies during the said period, the authorities at mentor Institute were mostly engaged with various issues pertaining to the construction activities of Kancheepuram campus.

Further, after constitution of regular BoG, Senate and FC during the three years (2019-22) at IIITDM, Kurnool, shortfalls were noticed in conduct of minimum prescribed number of meetings of governing bodies, as detailed in **Table No. 4.11**.

Table No. 4.11: Number of meetings conducted (Yearly)

Sl. No.	Name of the Governing Body	No. of minimum meeting prescribed (yearly)	Shortfall in conduct of Yearly meeting		
			2019-20	2020-21	2021-22
1	Board of Governors (BoG)	4	1	2	1
2	Senate	4	1	3	2
3	Finance Committee (FC)	2	nil	1	nil

Such shortfall in meetings of the Governing Bodies would have led to lack of effective supervision in planning and monitoring the campus development issues of IIITDM, Kurnool as evident from the lapses viz., failures in ensuring the fund flow of the projects, foreclosure of works, deviations made to DPR without approval of Ministry, delay in completion of constructions works and non-implementation of BoG resolutions etc.

The Institute replied (January 2023), the less meetings during the year 2020 were due to Covid-19. It was further added (March 2023) that the Institute would ensure conducting the minimum number of meetings from now onwards for BoG, FC and Senate.

Action needs to be taken to conduct the meetings of governing bodies as stipulated in Act/statutes for ensuring the effective achievement of the organizational goals.

4.4.5.7 Non-establishment of Grievance Redressal mechanism

As per Section 44 of the Statute, a grievance redressal mechanism in the form of a sub-committee of the Board shall be constituted and the committee shall function with proactive disclosure of its decisions on Institute website in order to enhance transparency. In case of a complaint by an employee/faculty/student not resolved by the mechanisms in place in the Institute, the same shall be referred to this committee.

Audit observed that the stipulated grievance redressal mechanism was not existing in the Institute till March 2023 when the Institute replied (March 2023) that the BoG has approved the constitution of the committee and orders were issued.

The reply may be viewed against the fact that there was no formal grievance redressal mechanism existing in the Institute for a period of more than seven years from the date of its establishment (2015-16).

The matter was reported to the Ministry on 12 April 2023. Reply is awaited.

4.4.6 Conclusion

The project planning and management were deficient as the DPR was prepared without adhering to MoE norms. Only 27 *per cent* of the allotted land was suitable for construction of permanent campus due to hilly terrain; as a result, the Institute did not possess the minimum required usable land of 50 acres for campus development. Deviations were made in built-up areas *vis-à-vis* DPR norms without Ministry's approval. Only 1.15 km of compound wall was constructed against the requirement of four km, even after lapse of four years from the date of shifting to the new campus. Activities like development of approach road, potable drinking water facility remained pending with the State Government, causing hardships to the stakeholders. Envisaged Project monitoring mechanism was not put in place resulting in issues like delay in construction, excess expenditure, not obtaining of approvals/NOC from local bodies etc. Basic amenities like sports infrastructure and transportation facilities meant for the students/staff were yet to be fully provided. Delay in execution of works resulted in non-availability of sufficient hostel accommodation for students in the hostels. The Institute did not roll out 10 envisaged academic programmes till March 2023. There was 53 *per cent* shortfall in seats creation for UG and PG programmes owing to delay in creation of infrastructure and huge vacancies in faculty positions. Even the seats created remained vacant, particularly in PG programmes, where the vacancies were 91 *per cent* during 2019-21 and there were 'nil' enrolment during 2021-22. The vacancies in Design and Manufacturing programmes are high compared to other programmes. Only 25 out of the 51 faculty posts were filled with regular faculty leading to constantly adverse Faculty Student Ratio during the

period 2018-22. Two out of four Departments have reported shortage of Laboratory equipment. Audit noticed lack of effective supervision and monitoring by the governing bodies both at Kancheepuram and Kurnool.

4.4.7 Recommendations

- *The Institute may engage with the State government entities in a proactive manner for early resolution of long pending issues like allotment of additional land, completion of compound wall, upgradation of approach road, assured supply of potable water.*
- *The Institute may find ways to strengthen the project monitoring system that can periodically monitor the physical and financial progress and make timely interventions for early completion of campus and academic infrastructure facilities.*
- *The Institute may regularly engage with major stakeholders in IT enabled design and manufacturing Industry for enriching the course content and industry exposure for students – making these courses more desirable to the student community.*
- *The Institute may evolve an effective methodology for attracting qualified faculty so as to reduce the vacancies and enhance desirability in terms of learning and research environment.*
- *The Governing bodies may lay emphasis for attracting Industry partners for research funding for effective achievement of its research oriented goals.*
- *The Institute may ensure that the laboratories are adequately equipped for enabling the students/researchers to get hands-on experience with latest tools and technologies.*

INDIAN INSTITUTE OF TECHNOLOGY, MADRAS

4.5 Indian Institute of Technology, Madras- Ministry Sponsored Projects

There were infirmities in the financial management exercised by IITM as dues were not refunded and interests were not calculated properly. Overheads have been deducted in excess of the sanctioned amount/rates from the Project Funds. An expenditure of ₹ 259.68 lakh incurred remained infructuous as a Project could not be completed in time and put to use. No monitoring was done by IC&SR in the progress/completion of the projects/research outcomes which is against the provisions contained in the Intellectual Property Rights Policy of IITM.

4.5.1 INTRODUCTION

Indian Institute of Technology, Madras (IITM) is carrying out several Sponsored and Consultancy Projects for State and Central Governmental agencies, Public and Private Sector

Industries and International Institutions through its Centre for Industrial Consultancy and Sponsored Research (IC&SR). IC&SR is responsible for the promotion, facilitation, coordination and administration of all these projects which are executed by the faculty of IITM.

A sponsored research project may be initiated either by one or more faculty members of the Institute submitting a proposal to the sponsoring agency or by a client institution or industry seeking the help of the Institute.

The sponsored research project can be taken individually or collectively by a group of investigators and one of the investigators must be the Principal Investigator (PI). On sanction of such research proposals, Projects will be notified and Budget Allocation will be done accordingly.

4.5.2 AUDIT OF MINISTRY SPONSORED PROJECTS

An audit on the Ministry Sponsored Projects was undertaken during the period from February 2022 to May 2022 in IC&SR covering the period from 2018-19 to 2020-21.

During the period of Audit, 1,427 sponsored projects valued at ₹ 2,509.60 crore were executed, of which 683 projects valued ₹ 1,560.63 crore were on-going and 744 projects worth ₹ 948.97 crore were completed/under finalisation/dropped.

Audit selected 41 projects for detailed scrutiny which were closed/completed and 18 of the on-going projects.

4.5.3 FUND MANAGEMENT

4.5.3.1 Dues to the sponsoring agencies not refunded after the closure of the projects - ₹ 4.21 crore

An unspent amount of ₹ 4.21 crore pending refunds to the various sponsoring agencies after an expenditure of ₹ 294.85 crore out of the total receipts of ₹ 299.06 crore in respect of 195 closed projects during the period 2007 to 2021 (**Annexure-4.11**). Ministry replied that unspent balances of ₹ 4.21 crore available in the project are being settled on case-to-case basis and refunds are initiated consequent upon approval from the PIs and finalization of UC. The reply is not acceptable as Institute did not refund an amount of ₹ 4.21 crore for the projects which were closed between 2007 to 2020-21.

4.5.3.2 Loss of Interest to Gol

A) Inappropriate calculation of the interest – ₹ 5.93 crore

As per the terms and conditions the interest earned on the closing balances of the Projects should be refunded/adjusted against the future installments of Grant. It was, however, noticed that in case of 11 Projects the interest on the balance grant available at the end of the financial year was neither calculated/accounted nor calculated with actual rate of interest offered by the respective banks, but randomly assigned lower rate of interest which resulted in loss of interest of ₹ 5.93 crore to the Gol.

Ministry replied (March 2023) that the difference between savings bank interest rate and the rate of interest of IC&SR credited to the project is the administrative charges of IC&SR as a policy. The reply is not acceptable as there was no approved policy existing for calculating interest. IITM is not scientifically calculating interest excluding administrative charges but randomly assigning lower rate of interest for the closing balances of the projects. IITM should have refunded the interest earned till the date of refund to the funding agency.

B) Delayed refund of Unspent Balance

Closing balance of one project amounting to ₹ 3.43 crore was refunded late to the Government on 01 December 2021. But the interest on the balance was calculated only up to closure of the project (31 March 2020) resulting in revenue loss to the Ministry to the extent of ₹ 16.57 lakh by way of interest for the period from 01 April 2020 to 30 November 2021.

It was replied that the interest will be transferred to the Sponsoring agency based on the clauses available in the Sanction order or when the Sponsoring agency requests for interest refunds. Reply not tenable as IITM should have refunded the interest earned till the date of refund to the funding agency instead of date of closure of account

C) Excess expenditure incurred over and above the Receipts from Sponsoring Agencies of the projects - ₹ 9.31 crore

IC&SR had incurred excess expenditure of ₹ 9.31 crore in 173 cases (141 completed projects and 32 ongoing projects) over and above the Funds received (December 2022) detailed in **Annexure-4.12**. However, no effective action was taken to obtain the remaining funds from the Sponsoring Agencies.

In reply it was stated that the grants for sanctioned budget cost of the projects were not released by the sponsoring agency in time and also there was cost escalation due to time lapse. However, the fact remains that an amount of ₹ 5.27 crore for 141 projects which were

completed/closed during the period 2009 to 2021 was not received by the institute which indicated the lackadaisical approach by the institute for recovery of excess expenditure incurred on sponsored projects.

4.5.4 OVERHEADS

4.5.4.1 Excess drawl of Institute Overhead (INOH)

The rates for Institute Overheads admissible in respect of a Project is stipulated in the Project Sanction Orders issued by the Sponsoring Agencies. However, in the following cases, Institute Overheads have been deducted in excess of the sanctioned amount/rates from the Project Funds.

4.5.4.2 Defence Research and Defence Organization (DRDO) Projects

As per the DRDO Sanction Orders the maximum Overheads chargeable is *20per cent* of expenditure incurred on Staff, Contingency and TA/DA. However, it was found that in respect of the closed DRDO Projects, the Overheads drawn were more than the admissible rate of expenditure incurred and the excess Overheads drawn in respect of 18 DRDO projects worked out to ₹ 59.87 lakh.

4.4.4.3 National Entrepreneurship Award 2019

The sanction order granted by the Ministry of Skill Development and Entrepreneurship (MSDE) provided for drawing overheads based on the actual expenditure. IITM claimed ₹ 75.47 lakh based on the sanctioned amount instead of ₹ 34.11 lakh actual expenditure which had resulted in excess drawl of overheads by ₹ 41.36 lakh. Ministry replied (March 2023) that the Sponsoring agency has not raised any objection for the entire Overheads being deducted during the time of project closure and the same has been shown in the Utilization Certificate (UC) & Statement of Expenditure (SE) submitted to the sponsoring agency. The reply is not acceptable as Query was not raised by SA cannot treated approval of inadmissible expenditure

4.5.5 PROJECTS

4.5.5.1 Infertuous Expenditure – ₹ 2.60 crore

In one project, ₹ 380.00 lakh was sanctioned with a project duration of five years from 21 September 2016 to 20 September 2021. After incurring an expenditure of ₹ 259.68 lakh for the Project till 21 September 2021, the Department of Science and Technology was requested for extension of the project for one more year without any further financial grant and stated that if extension of time for the project is given, the final objective as given by the PI in his proposal and as sanctioned, could be achieved. However, the Sponsoring Agency has not

agreed the requested of Department of Science and Technology and project was not extended by the SA. Therefore, the balance amount of ₹ 38.35 lakh has been refunded to the SA. Thus, from the above it clear that the objectives of the project have not been achieved. Delay in execution resulted in unfruitful expenditure amounting to ₹ 2.60 crore.

Ministry in its reply (March 2023) had stated that the project was not extended by the SA as requested by the PI. The extension/short closure is not under the purview of IIT, Madras. The reply is not acceptable as seen from the letter sent to the SA by the PI, seeking extension of time for the reasons that clear statement of objectives have not been achieved so far but will be achieved during the extended period with Milestones. Thus, due to delay in project execution and objectives of the project have not been achieved in time. The extension of time was not given by the Sponsoring Agency, expenditure of ₹ 259.68 lakh already incurred remained infructuous as the Project could not be completed and put to use.

4.5.6 MONITORING

4.5.6.1 Filing of Patents/IP rights and Performance Targets from the closed projects

Section 4 of the Intellectual Property Rights Policy of IITM deals with the Evaluation and Management of IP. The Patent Cell/Office of IC & SR is responsible for evaluating, protecting, marketing, licencing and managing the IP generated at the Institute. The creators of the IP shall provide all the necessary information to the IPR Committee of IC&SR which will determine whether the Institute desires to own and manage the IP based on the ultimate commercial motivation and viability even if it is not in the immediate future. In case the contract/agreement/ MOU with a sponsor, specifies that the sponsor will manage the process of filing of patents, progress of the application will be informed to the Patent Cell/Office by the creators as and when the creators become aware of such progress.

After obtaining UCs, 540 sponsored projects have been closed during the period from April 2018 to December 2021. Regarding the IP/Patent filed/granted in respect of individual Projects, IC&SR stated that they could not correlate patents/IP to projects. However, IP filing is being done as separate procedure without following the time pattern of the projects and IP Cell did not link filings to the respective projects which is contrary to Section 4 of IP Policy. IC&SR further stated that the performance/targets/achievements and commercialisation of patents/IP were directly shared by the respective Principal Investigators (PI) to the sponsoring agencies and IC&SR is handling only the accounts and purchase operations of the projects and thereby accepting the fact that no monitoring is done by IC&SR in the progress/completion of the Projects, which is against the provisions contained in the Intellectual Property Rights Policy of IITM.

4.5.6.2 Non-furnishing of Utilisation Certificates (UCs) as stipulated in GFR

Rule 238 of the General Financial Rule, 2017 stipulates that in respect of non-recurring Grants to an Institution, a certificate of actual utilization of the Grants received for the purpose for which it was sanctioned in Form GFR 12-A, should be insisted upon in the order sanctioning the Grants-in-aid. The Utilization Certificate in respect of Grants referred to in Rule 230 (10) should also disclose whether the specified, quantified and qualitative targets that should have been reached against the amount utilized, were in fact reached, and if not, the reasons thereof. However, the UCs given by IITM did not contain these disclosures and, thereby, Audit could not ensure the achievement of the specified objective of the respective Projects.

4.5.6.3 Lack of approval by BoG of IITM for Resolutions passed in IC&SR Board

Though the meetings of the Board of IC&SR were being conducted at regular intervals and resolutions being passed, the same was not being brought to notice of Board of Governance (BoG) of IITM. Instead all the agenda once approved by the IC&SR Board, was duly signed by the Director of the Institute as against normal procedure of placing before the Board of IITM.

4.5.7 Conclusion

There were infirmities in the financial management exercised by IITM as dues not refunded and interest were not calculated properly. Overheads have been deducted in excess of the sanctioned amount/rates from the Project Funds. An expenditure of ₹ 259.68 lakh incurred remained infructuous as a Project could not be completed in time and put to use. No monitoring was done by IC&SR in the progress/completion of the projects/research outcomes which is against the provisions contained in the Intellectual Property Rights Policy of IITM.

CHAPTER-V: MINISTRY OF FISHERIES, ANIMAL HUSBANDRY AND DAIRYING

ANIMAL WELFARE BOARD OF INDIA

5.1 Functioning of Animal Welfare Board of India

The Animal Welfare Board of India (AWBI) established in 1962 for promoting welfare of animals is to ensure that animal welfare laws are diligently followed and provide financial assistance to various organizations. Shortage of financial assistance and staff together with in-effective mechanism for registration/disposal of complaints regarding animal cruelty cases also proved as a deterrent to efficient working of AWBI.

5.1.1 Introduction

The Animal Welfare Board of India (AWBI) is the country's apex body under administrative control of Ministry of Fisheries, Animal Husbandry and Dairying, Govt. of India (MoFAH&D). It was established in 1962 for promoting the welfare of animals as per the provisions of Section 4 of the Prevention of Cruelty to Animals Act, 1960 (PCA Act). Through its services, AWBI ensures that animal welfare laws in the country are diligently followed, provides grants to Animal Welfare Organizations (AWOs) and advises the Government of India (GoI) on animal welfare issues.

The Central Government has devised four schemes for providing financial assistance to AWOs for the effective implementation of the functions of the AWBI, namely (i) Scheme for Provision of shelter house grant for looking after the animals, (ii) Scheme for Birth Control and Immunization of stray dogs and Medical Screening of and Treatment of Tuberculosis in Urbanized Monkeys of Delhi, (iii) Scheme for provision of Ambulance Services to animals in distress, and (iv) Scheme for relief to animals during natural calamities and unforeseen circumstances. In addition, AWBI has also launched one scheme *i.e.*, Regular Grant Scheme.

These schemes were transferred by the Ministry of Environment and Forest (Animal Welfare Division) vide its direction No. 21-28/2003-AWD dated 11 April 2004 to AWBI for implementation. In addition, the AWBI Plan Scheme also known as Regular Grant Scheme also provides financial assistance to AWOs for rescue and upkeep of Animals. Section 5A of the Act provides for the reconstitution of the Board from time to time on expiration of every third year.

5.1.2 Audit Objectives

Thematic Audit on Functioning of AWBI was taken up to ascertain that the AWBI satisfy itself with achievement of goal of prevention of cruelty against animals as stipulated in the PCA Act, 1960 and assess the following audit objectives:

- i) Whether the functioning of AWBI is as per the Act, relevant rules and specific guidelines of the schemes being implemented by AWBI.
- ii) Whether the financial management and utilization of resources including Human Resource were efficient and effective.
- iii) Whether effective awareness pertaining to the schemes and grants to be disbursed, were being made.
- iv) Whether any robust grievances redressal mechanism and its resolution exists for complaints received from society at large.
- v) Whether any effective control mechanism for monitoring the implementation of the schemes exists.
- vi) Whether proper co-operation and co-ordination was being done with the work of associations or bodies established for the purpose of preventing unnecessary pain and suffering or for the protection of animals and birds.

5.1.3 Scope of Audit

The proposed audit covered the period of three years from 2019-20 to 2021-22. AWBI, being the India's Apex body for promoting the welfare of animals by ensuring that laws of animal welfare are diligently being following & providing advice to Gol, was scrutinized in respect to its functioning.

The mandate of AWBI also includes for providing grants to AWOs and co-ordinating and co-operating with the work of the organizations or associations or bodies established for the purpose of preventing unnecessary pain and suffering or for the protection of animals and birds. Scheme guidelines directs the organizations receiving the grant-in-aid for maintaining separate accounts of funds and to keep proper records as prescribed which would be open to inspection and test-check. Hence, audit also verified records of AWOs/Society for Prevention of Cruelty to Animals (SPCA)/Institution which had received grant during the period of audit.

5.1.4 Sample Selection

Out of the five schemes as mentioned above, two schemes viz (i) Regular Grant Scheme, and (ii) Providing ambulance service to animals in distress in the two States of Haryana and Punjab were examined during audit.

Probability proportional to size (PPS) method has been opted for sampling with a minimum sample of 30%¹. An amount of ₹ 1.28 crore was disbursed under two schemes viz (i) Regular Grant Scheme and (ii) Ambulance service Grant Scheme in the two States of Haryana and Punjab.

5.1.5 Audit Findings

5.1.5.1 Non-preparation of Budget estimate and low coverage of scheme implementation

Sections 9 (g) and (i) of PCA Act, 1960 mandates AWBI to encourage the formation of Animal Welfare Organization and give/grant financial assistance to them for formation or establishment of pinjrapoles, rescue homes, animal shelters, sanctuaries and the like where the animals and birds may find shelter and need protection.

Rule 19 of Animal Welfare Board (Administration) Rules, 1962 provides that Secretary is responsible for preparing the Budget Estimates of AWBI for every financial year and after its approval by the Board it shall be submitted to the Central Government for its formal approval before 31 March or such other date as the Central Government may fix for the purpose. However, as per the available records no such efforts were being made by AWBI.

The funds of AWBI consist of grants made to it from time to time by the Government and of contributions, donations, subscriptions, bequests, gifts and the like made to it by any local authority or by any other person. These funds are used to provide financial assistance to various voluntary Organizations², under five schemes of AWBI for their implementation, salaries and wages to its staff.

Scrutiny of the available records reveals that during audit period from 2019-20 to 2021-22 grants were being released by GoI, Ministry of Fisheries, Animal Husbandry and Dairying (MoFAH&D) even though no such estimates were being submitted by AWBI.

¹ A sample size of four districts out of 13 districts of Haryana State for the Regular Grant Scheme and two districts out of six districts for Ambulance Service Scheme have been selected. Out of these selected districts 17 out of 32 organizations for Regular Grant Scheme and all the three organizations for the Ambulance Service have been selected.

² AWO's, SPCA, Institutions, Universities, Schools, Statutory bodies, Town Area Committees, Municipal Corporation, etc.

AWBI had received ₹ 11.98 crore as grant-in-aid for all the schemes from Ministry of Fisheries, Animal Husbandry and Dairying, Govt. of India during the audit period, out of which ₹ 11.66 crore was disbursed to 670 AWOs against total requests from 968 AWOs. Out of 298 AWOs to whom grants were not disbursed, 91 AWOs had pending documents and inspections reports and grants to balance 207 AWOs was not released owing to paucity of funds

It was further observed that to compensate the paucity of funds the criteria of fixing the maximum amount financial assistance ranging from ₹ 0.37-₹ 3.79 per day per big animal was reduced to an amount of ₹ 0.27 per day per big animal (₹ 100 *per year*). Although AWBI had issued 41 guidelines/advisories during 2019-20 to 2021-22 to State Governments/AWOs but none indicated anything on the schemes being implemented and grants available with the Board to be provided as financial assistance for promoting the welfare of animals.

AWBI replied (August 2022 & July 2023) that the suggestion given for preparation of BE/RE will be followed in future as and when required. However, no reply pertaining to grants being released to organizations other than AWOs was provided by AWBI. Further AWBI replied (July 2023) that it demanded budget of ₹ 63 crore for the year 2023-24, but received ₹ 12 crore from Ministry. However, it had not submitted any documents to support that Budget Estimates has been prepared and the matter has been taken up with the Ministry in this regard.

The fact remains that no documentary evidences were provided regarding initiatives taken to demand and increase the financial assistance during the audit period and in order to expand its financial assistance, AWBI needs to take all required steps for achieving its objectives.

5.1.5.2 Incorrect/Non submission of Utilisation certificate by Animal Welfare Organisations

AWBI is handling five schemes for implementing the provisions of the Act and approves release of assistance to various organizations on their request. The eligibility criteria indicates that the grants can be given (in two installments) to Voluntary Organizations such as AWOs, SCPA, Institutions/Universities/Research Institutes/Schools, Statutory bodies like Panchayat Raj Institutions, Municipal Corporations, Town Area Committees or any other agencies as approved by Secretary (Social Justice and Empowerment). The second installment is to be released after fulfilling certain conditions like providing audited accounts, submission of UCs and performance report, maintenance of separate accounts etc.

Rule 238(1) of GFR provides that where UC is not received from the grantee within the prescribed time, the Ministry or Department will be at liberty to blacklist such Institution or Organization from any future grant, subsidy or other type of financial support from the Government.

Scrutiny of the records of AWBI projects that an amount of ₹ 11.66 crore was disbursed during the audit period to 670 AWOs. Audit further observed that:

- (i) Against this, 98 organizations/institutes had not submitted the required Utilization Certificates amounting to ₹ 2.73 crore.
- (ii) Out of 20 selected AWOs in six Districts, although UCs were submitted by all, but 12 AWOs did not maintain separate account. In its absence the complete actual utilization of the grant for the purpose for which granted could not be verified.

On being pointed out (January 2022), AWBI stated that letters and reminders were being issued to the AWOs and the matter was also raised in its meetings. No reply was, however, provided for the issue of non-maintenance of separate accounts. AWBI also replied (July 2023) that it is in process of collecting UCs from organizations and there are 36 organizations from which UCs amounting to ₹ 1.65 crore are pending. However, no documentary evidence has been provided by AWBI.

5.1.5.3 Non-Collection of fines/penalty

Sections 11, 12, 20, 26, 29 and 38(3) of the PCA Act, 1960, provides for the imposition of fines ranging from ₹ 10 to ₹ 1000 and penalty on account of different violations made under the Act by State/UT Governments. Rule 3(1) of The Prevention of Cruelty to Animals (Application of Fines) Rules, 1978 provides that the fine levied and realized by the State Government be made over to AWBI as soon as may be after due appropriation by law (State Legislature).

Rule 4(2) further provides that the fines realized in one State and made over to AWBI shall be utilized only for the benefit of such societies or other organizations within the jurisdiction of that State and not otherwise.

Perusal of the records revealed that no such fines or data thereof as were to be collected by State Governments were being received by AWBI. The available record of advisory issued by AWBI to the State Governments also do not reveal of issuance of any advice/guidance/instructions or any correspondence to the State Government pertaining to the handing over of the fines levied and realized by the State Government.

On being pointed out (July 2022), AWBI confirmed (July 2022) that neither any amount of fines imposed by State Governments for violation of the PCA Act, 1960 had been received nor any efforts could be made for the same owing to shortage of manpower. AWBI further stated (July 2023) that States have not formulated any Rules in this regard, thus the same is not effectively implemented.

The fact remained that AWBI did not have any data about the fines levied and collected by the State Government, if any, and also that AWBI did not seek any additional manpower for the

purpose. As such, the imposition of penalty which is an important deterrence in the prevention of animal cruelty was not used.

5.1.5.4 In-effective mechanism for registration and disposal of complaints regarding animal cruelty cases

Section 9 of the PCA Act, 1960 mandates AWBI to keep under constant study, the law in force, in India for the Prevention of Cruelty to Animals, imparting education in relation to humane treatment of animals, and to co-operate and co-ordinate with work of associations or bodies established for the purpose of preventing unnecessary pain and suffering or for the protection of animals and birds.

Further, the judgement of Supreme Court in the CA No. 5387 of 2014 (@SLP 11686 of 2007) AWBI vs A. Nagaraja and others directs AWBI and Governments to take steps to prevent the inflictions of unnecessary pain or suffering on the animals and also to take effective and speedy steps to implement the provisions of the Act in consultation with SPCA and make periodical reports to the Governments and if any violation is noticed, the Governments should take steps to remedy the same including appropriate follow-up action.

AWBI has been attending to complaints received telephonically during office hours on the contact number indicated on its website, persuading the complainant to report the cruelty cases through email/letters. The complaints so received along with *suo-moto* cognizance of viral videos of inflicting pain on animals were put to action by forwarding it to the respective local authority³, requesting for action taken report on the complaint at the earliest.

Perusal of the records/email complaints of AWBI projects revealed that, out of 1,508⁴ complaints received during audit period, 1,270 were forwarded to the local authorities responsible for maintaining law and order and for the remaining 238 complaints, no record of follow-up up action was found available with AWBI. Further, out of these 1,270 cases, action taken report was made available in 60 cases only by local authorities. AWBI did not pursue, for action taken report in 95 *per cent* cases *i.e.*, 1,210 out of 1,270 complaints.

On being pointed out (July 2022), AWBI stated (July 2022 & July 2023) that it is making its best efforts to take initiatives in shortest time with limited manpower available to redress the complaints of cruelty to animals. Further, it has implemented the online system to redress the cruelty complaints and steps are being made for transparency of such matters.

³ viz police department for taking legal action against the offenders, Deputy Commissioner and State Animal Welfare Board/State Animal Husbandry Department etc.

⁴ 228 in 2019-20; 358 in 2020-21 and 922 in 2021-22.

The reply is not tenable as it did not seek any additional manpower for the purpose under schedule 1(a) of AWB (Administration) Rules, 1962 which delegates powers to the Chairman and Secretary to create temporary posts for any specific period.

5.1.5.5 Absence of recruitment rules and regulations

Section 38 of the PCA, Act, 1960 provides the Central Government with the powers to make rules, by notification in Official Gazette, and subject to the conditions of previous publication, to carry out the purpose of this Act. Section 7(2) of the PCA Act, 1960 further provides that subject to such rules as may be made by the Central Government, AWBI may appoint such number of other officers and employees as may be necessary for the exercise of its powers and the discharge of its functions and may determine the terms and conditions of service of such officers and other employees by regulations made by it with the previous approval of the Central Government.

Schedule 1(a) of powers delegated to the Chairman and the Secretary of the Board provided in the Animal Welfare Board (Administration) Rules, 1962 provides that the power to create temporary posts for any specific period.

Scrutiny of the record reveals that Recruitment Rule of AWBI framed (April 1972) by the then Agriculture and Irrigation Ministry was yet to be notified and published in the Government Gazette. Under Secretary to GOI, MoFAH&D directed (March 2022) the Secretary, AWBI for framing draft recruitment rules and forwarding it to the Ministry for approval before getting it vetted from the ministry of Law and Justice. However, these are yet to be framed (December 2022).

It was further observed in audit that AWBI had sanctioned strength of 22 personnel (August 1976 and April 1981). Review of men-in-position revealed that 16 number of personnel were working on regular basis and 24 number of personnel were engaged on contractual/outsourced basis. In spite of the additional power, the proper maintenance of data, efforts to collect fine and also follow up action from concerned authorities could not be initiated (as discussed in Paras 5.4 and 5.5), hence affecting the mandate for achieving the objectives of the PCA Act, 1960.

On being pointed out, AWBI stated (July 2022, May and July 2023) that the MoEF, after conducting a staffing study of the workload of the office, recommended a total of 38 posts against a projection of 54 posts by the AWBI. However, the recommended posts were not implemented, and the sanctioned strength of the AWBI has not increased and matter is under submission to the Ministry of Fisheries, Animal Husbandry and Dairying.

The reply is to be viewed against the fact that AWBI though well aware and admits that efficient working for implementation of the PCA Act is being compromised owing to frequent

changing of temporary staff but still is yet to frame the recruitment rules even after a period of 62 years since its incorporation in 1960.

5.1.5.6 Non adherence of Animal Birth Control Rules (ABC Rules, 2001)

Rules 4 and 5 of Animal Birth Control Dogs Rules, 2001 (ABC (Dogs) Rules, 2001) provides for constitution of a Monitoring Committee by the Local Authority who shall be responsible for planning and management of dog control programme in accordance with these rules. Supreme Court's decision (18 November 2015) in SLP(C) No. 691/2009, (AWBI Versus P.E.S.T & Others) further reiterated that it is the duty and obligation of the AWBI to see that the Local Authority shall provide infrastructure as mandated in the statute and the ABC (Dog) Rules 2001 and that they are followed with all seriousness.

Perusal of the records of the AWBI projected that it was aware of the facts that all the AWOs already registered with AWBI were not eligible for carrying out the Animal Birth Control (ABC)/Anti-rabies program (AR) as these were not having sufficient infrastructure/experience/expertise thus leading to cruelty to animals. Hence, a request was floated to all the Local Authorities viz District Collectors, District Magistrates, Commissioners, Municipal Corporations for giving tenders and enter MOU's with AWOs who have obtained a separate permission for the purpose of carrying out the ABC/AR program.

Circular dated 25 February 2021 was issued to all the AWOs to obtain specific permission for carrying out ABC program. Out of a total of 3,677 AWO registered with AWBI, only 123 AWOs were earlier approved for carrying out the ABC programme. Out of this approval/permission on basis of ibid circular was provided to only 21 AWOs (record available at website of AWBI) as the remaining 102 AWOs could not fulfil the required criteria.

As AWBI is to see that the relevant rules are being following with all seriousness, information was sought for the record/data being maintained by AWBI regarding dog population's management, surgeries conducted and expenses incurred there-against, creation of infrastructure by the State Governments etc. AWBI stated (August 2022) that as per ibid court decisions it is the duty of the local bodies to create infrastructure and arrange funds for implementing the program; hence, no such information is being maintained by AWBI.

The reply is unsatisfactory as AWBI should also have kept a watch on the status of implementation of these Rules.

The matter was referred to the Ministry and reply is awaited (July 2023).

5.1.6 Conclusion

AWBI being the Country's apex body for promoting the welfare of animals has encompassed upon itself the responsibility for ensuring that animal welfare laws in the country are diligently


followed. However, the various deficiencies were noticed in its functioning as it has not been able to:

- Develop a mechanism for monitoring the proper implementation of schemes, rules and provisions of the Act.
- Prepare Budget estimates for gauging the demands raised by various agencies seeking financial assistance under various schemes under the Act.
- To collect the amount of fines levied and collected by State agencies if any.
- To develop a mechanism for keeping a watch on implementation of the rules.

Recommendations

- *Develop a mechanism for monitoring the implementation of schemes, rules and disposal of complaints and grievances.*
- *Prepare budget estimates for seeking the amount of financial assistance required for specific purposes by various voluntary organizations.*
- *To give wide coverage of the schemes and financial assistance being provided to AWOs.*

New Delhi
Dated : 18 March 2024



(SUBU R)
Principal Director (Autonomous Bodies)

Countersigned

New Delhi
Dated : 21 March 2024



(GIRISH CHANDRA MURMU)
Comptroller and Auditor General of India



APPENDICES

Appendix-I**(Referred to in paragraph no. 1.3)****Significant observations on the accounts of individual Central Autonomous Bodies****A. Corpus/Capital Fund**

1. Out of total Grants-in-Aid of ₹ 117.58 crore (OB ₹ 9.87 crore + Receipt ₹ 107.71 crore) made available for Capital Expenditure under the object head CCA-35 during the financial year 2021-22, an amount of ₹ 74.73 crore was utilized under the said head leaving an unutilized balance of ₹ 42.85 crore as on 31 March 2022. However, no liability was created for the said unutilized capital fund of ₹ 42.85 crore in the year 2021-22. This resulted in overstatement of Corpus/Capital Fund (Schedule 1) by ₹ 42.85 crore and understatement of Current Liabilities & Provisions (Schedule 7) to that extent.

(All India Institute of Medical Sciences, Bhubaneswar)

2. As per Accounting Standard 12 & 16 amount of grant, including borrowing cost of capital, to the extent utilized for capital expenditure should be credited to Capital Fund.

The Institute had been funding its construction project by obtaining loan from HEFA (Higher Education Financing Agency) with the stipulation that 75 *per cent* of loan and total interest would be paid from grant released by MOE and balance 25 *per cent* from institute's own income. The institute, inter alia, had received grant to the tune of ₹ 5.16 crore for payment of HEFA loan interest (borrowing cost) for 2021-22 against the total interest liability of ₹ 7.51 crore for the said year. Accordingly, grant to the extent of ₹ 5.16 crore utilized for payment of interest was to be capitalized and balance amount of ₹ 2.35 crore under Current Liabilities & Provisions (Schedule-3 HEFA loan interest payable) with corresponding entry under Loan, Advances & Deposits (Schedule 8 HEFA Loan interest receivable from MOE). But the institute had overstated the Capital Fund and Asset (WIP) to the extent of ₹ 2.35 crore by crediting Capital Fund and debiting Assets (WIP) for the entire amount of interest ₹ 7.51 crore (Sch-1, Sch-4).

(Indian Institute of Technology, Bhubaneswar)

3. The Board has included the un-utilized Grant of ₹ 1.60 crore under the Corpus/Capital fund instead of Current Liability. This resulted in overstatement of Corpus/Capital fund and understatement of Current Liabilities & Provisions by ₹ 1.60 crore each.

(Board of Apprenticeship Training (Northern Region), Kanpur)

4. The Institute included ₹ 14.69 crore pertaining to 'Institute's share of Consultancy fee' into 'Endowment Fund' (Schedule-2) whereas as per MHRD format the same should be part of Academic Fees (Schedule-9). This resulted in understatement of Academic Fees and consequently understatement of Corpus Fund by ₹ 14.69 crore and overstatement of Endowment Fund by the same amount.

(Indian Institute of Technology, Roorkee)

5. The above includes ₹ 19.42 crore (shown in schedules-1A.2 and 1A.4) on account of unspent balance of Government grant. This should have been shown under the Earmarked/Endowment

Funds. This has resulted in overstatement of Capital Fund and understatement of Earmarked/ Endowment Funds by ₹ 19.42 crore.

(National Institute of Pharmaceutical Education and Research, Mohali)

6. Unspent grant amounting to ₹ 1.49 crore for the year ended 31 March 2022 should have been refunded to the Ministry. However, the Authority has neither refunded the unspent grant of ₹ 1.49 crore nor shown as refundable to the Ministry in Schedule-7 under Current Liabilities. This has resulted in understatement of Current Liabilities and overstatement of Capital Fund by ₹ 1.49 crore each.

(Warehousing Development Regulatory Authority)

7. As per Accounting Principle, the grant utilized towards capital expenditure should be directly credited to Corpus Fund and balance if any, should be shown as Unutilised grant. Further grant for meeting revenue expenditure should be treated as income of the year and balance if any, should be shown as unutilized grant. Despite mention in previous Separate Audit Report 2020-21 the corrective action on issues noted below had not been made in the current annual account 2021-22. As per the utilization report submitted by the Institute, it was having unspent balance of grant amounting to ₹ 2,367.84 (599.61+1768.23) lakh at the end of the year 2020-21. During the year 2021-22, the Institute received grant amounting to ₹ 4,100.00 (1400+2700) lakh and the Institute earned interest on Grant of ₹ 12.30 (3.8+8.5) lakh. Out of total grant of ₹ 6,480.14 (2367.84+4100+12.3) lakh, the Institute could spend only ₹ 2,566.88 (831.31+1735.57) lakh during the year leaving unspent balance of ₹ 3,913.26 (1172.10+2741.16) lakh. But the Institute has been accounting the entire grant received during the year in the corpus/capital fund.

This has resulted in overstatement of Corpus/Capital Fund and understatement of Current liabilities by ₹ 3,913.26 lakh.

(National Institute of Pharmaceutical Education and Research, Hajipur)

8. PNGRB is having Corpus Fund titled as PNGRB Fund amounting to ₹ 35,519.65 lakh as on 31.03.2022. It has been levying/collecting various charges, fees, penalties etc. from authorized entities as per regulations notified under the PNGRB Act, 2006.

The revenue earned by PNGRB is public money received on behalf of the Government of India, the same should have been part of Public Account as defined under Article 266(2) of the Constitution. Ministry of Finance directed (January 2005) that the funds of regulatory bodies may be maintained in Public Account but operated in such a manner as will protect their independent status. The same instructions were reiterated in April 2016 by the MoF.

PNGRB Fund is not being operated through Public Account as this fund is kept in Term Deposit/Current/ CLTD Accounts despite the issue being highlighted vide C&AG's comment in Separate Audit Report on its Financial Statements for the years 2017-18, 2018-19 and 2020-21.

As the amount of PNGRB Fund as on 31.03.2022 was to be deposited in Public Account of India, the same should have been depicted under 'Other Current Liabilities' instead of under 'Corpus/Capital Fund - PNGRB Fund'. This has resulted in overstatement of 'Corpus/Capital Fund

PNGRB Fund (Schedule-1) and 'Other Current Liabilities (Schedule-7)' are understated by an amount of ₹ 35,519.65 lakh each.

(Petroleum & Natural Gas Regulatory Board)

B. Earmarked/Endowment/Designated Fund

9. The above does not include an amount of ₹ 19.12 crore being grants/assistance received to be utilised for specific purpose. As per the Uniform Format of Accounts prescribed for Central Autonomous Bodies, Earmarked Funds are received to be utilised for a specific purpose, hence, these Funds are to be shown separately and the expenditure incurred are also to be charged to the specific fund and not to the Income and Expenditure Account. The Institute, however, while receiving the Earmarked Funds had booked the amount as Income and any subsequent expenditure were charged to the Income & Expenditure Account. This has resulted in understatement of Earmarked/Endowment Fund and overstatement of Grants by ₹ 19.12 crore. The Deficit for the year is also understated by the same amount.

(North Eastern Indira Gandhi Regional Institute of Health & Medical Science, Shillong)

C. Current Liabilities and Provisions

10. As per the prescribed format (page 88), while calculating revenue expenditure from grants, actual payments made in the year for retirement benefits should be included and provision made in the year for retirement benefits should not be included in it. However, it has been observed that the Institute had booked excess expenditure on account of provision for retirement benefits amounting to ₹ 1.72 crore during the years 2019-20 to 2021-22 (total provisions booked ₹ 2.62 crore less actual payments ₹ 0.90 crore). This has resulted in understatement of unutilized grants and overstatement of Corpus/ Capital Fund by ₹ 1.72 crore. Besides, Income of current year was overstated by ₹ 0.40 crore to the extent of excess provision booked as Income on account of Grant/ Subsidies. Observation in this regards was also pointed out in the previous two reports.

(Indian Institute of Advanced Studies, Shimla)

11. As per the prescribed format of accounts, where ownership of fixed assets created out of funds vests with the Institutes, corresponding amount equal to the value of the assets should be added in Corpus/Capital Funds besides showing fixed assets to the same extent in assets side. Above included assets acquired by the Institute out of specific funds maintained by the Institute amounting to ₹ 5.45 crore. As these funds are being maintained by the Institute, assets created out of specific funds should have been added to Corpus/Capital Fund instead of including under Current Liabilities. This has resulted in understatement of Corpus/Capital Fund and overstatement of Deposits (Current Liabilities) by ₹ 5.45 crore.

(National Institute of Technology, Hamirpur, Himachal Pradesh)

12. The Institute does not include provision for known liabilities towards payment of outstanding expenses of ₹ 4.92 crore at the end of 31 March 2022 despite accounts maintained on accrual

basis. This resulted in understatement of Current Liabilities & Provisions and Expenditure by ₹ 4.92 crore each and consequent overstatement of Corpus/Capital Fund by ₹ 4.92 crore.

(All India Institute of Medical Sciences, Bhubaneswar)

- 13.** The Institute does not include provisions for known liabilities of ₹ 92.50 lakh towards various revenue expenses pertaining to financial year 2021-22. This resulted in understatement of Current Liabilities & Provision by ₹ 92.50 lakh and corresponding overstatement of Income over expenditure as well as Corpus/Capital Fund to that extent.

(National Institute of Technology, Rourkela)

- 14.** In May 2013, UGC approved the construction of Multi Storied Academic Tower for Zakir Hussain College with an estimated cost of ₹ 67.97 crore. The College in November 2021 requested UGC for approval of revised estimated cost of the project from ₹ 68.00 crore to ₹ 95.50 crore and also to treat the interest earned on the grants-in-aid amounting ₹ 18 crore as part of the grant for construction of multi storied academic tower.

UGC in January 2022 asked the college to refund the interest amount of ₹ 12.50 crore (after adjustment of ₹ 5.50 crore of the sanctioned grant-in-aid which was to be released to the College). UGC did not show the interest amount of ₹ 12.50 crore receivable from the College under Loans, Advances & Deposits and also under Current Liabilities as the interest income on grant-in-aid is to be refunded to the Government of India. This has resulted in understatement of Loans, Advances & Deposits as well as Current Liabilities by ₹ 12.50 crore.

(University Grant Commission, New Delhi)

- 15.** ESIC have not made the provision of ₹ 138.29 crore being the balance amount of 25 *per cent* of ₹ 553.15 crore of arbitration award as on 31.03.2022. This has resulted in understatement of Current Liabilities and Provisions as well Expenditure to the extent of ₹ 138.29 Crore and consequently overstatement of Surplus for the year by the same amount.

(Employees' State Insurance Corporation)

- 16.** There were outstanding payments of ₹ 11.34 crore towards imported assets through letter of credit in respect of equipment received up to the date of balance sheet for which no provisions were made in the accounts resulting in understatement of Current Liabilities & Provisions and Fixed Assets by ₹ 11.34 crore.

(Indian Institute of Technology, Delhi)

- 17.** The Credit closing balance of Sub-schedule 3(a)-Sponsored Projects amounting to ₹ 21.67 crore should have been shown under Current Liabilities-Receipts against sponsored projects, but it was included in Designated/Earmarked/Endowment Funds-Development Grant account (Schedule 2). This has resulted into overstatement of Development Grant account (Schedule 2) and understatement of Current Liabilities & Provision (Schedule 3) by ₹ 21.67 crore each.

(Aligarh Muslim University, Aligarh)

18. As per Uniform format of accounts, plant, machinery, and equipment acquired and pending installation and commissioning should also be included in capital work in progress under fixed assets schedule. M/s MDD Medical system India (P) Ltd supplied medical equipment of ₹ 2.27 crore to the Institute during the year 2021-22. But the payment was not made in year 2021-22. Institute had not installed the medical equipment during the year 2021-22. But the same was not accounted for in the Institute accounts. This resulted in understatement of Current Liabilities and Provisions amounting to ₹ 2.27 crore and Capital work in progress under Fixed Assets by the same amount.

(All India Institute of Medical Sciences, Patna)

19. As per the terms and conditions of the sanction order and loan agreement with HEFA, the interest amount accrued at the end of the calendar quarter i.e., March, June, September and December have to be repaid within 30 days from the completion of the quarter. IIT, Patna, however, did not made current liability of outstanding interest of ₹ 3.43 crore on the HEFA loan component at the end of March 2022. This resulted in understatement of Current Liabilities and Fixed Assets by ₹ 3.43 crore.

(Indian Institute of Technology, Patna)

20. Refund received against previous years' unspent grants amounting to ₹ 3150.40 lakh was shown as Prior Period Income Instead Unspent Grant under Schedule-7 "Current Liabilities". This resulted in overstatement of Income and Understatement of Current Liabilities to the extent of ₹ 31.50 crore.

(Science and Engineering Research Board, New Delhi)

21. (i). As per paragraph 8 of Schedule-24 Significant Accounting Policies, the retirement benefits are being accounted for on actual payment basis by Sree Chitra Tirunal Institute for Medical Sciences and Technology, Thiruvananthapuram (SCTIMST). However, the institute has done the actuarial valuation for the year 2021-22 and the liability towards gratuity, pension and accumulated leave encashment were ₹ 45.44 crore, ₹ 592.50 crore, and ₹ 40.57 crore respectively. Against the liability of ₹ 678.51 crore as on 31 March 2022, SCTIMST has created Pension Fund amounting to ₹ 34 crore only. This has resulted in understatement of Current Liabilities and Provisions as well as Establishment Expenses by ₹ 644.51 crore each.

(ii). The advances on capital accounts for the year ending March 2022 is ₹ 34.87 crore. The amount was included under 'Schedule-1: Capital Fund' instead of 'Schedule-7 Current Liabilities and Provisions'. Thus, Current liability of the institute was understated, and Capital Fund overstated by ₹ 34.87 crore.

(Sree Chitra Tirunal Institute for Medical Sciences and Technology, Thiruvananthapuram)

22. The provision of interest on Provident Fund amounting to ₹ 18.24 Crore is not in line with the relevant Provision of the 'Securities and Exchange Board of India Employees Provident Fund Regulations'. This has resulted into overstatement of the Provisions and the expenditure by ₹ 18.24 Crore.

(Securities and Exchange Board of India)

- 23.** Separate Pension fund is maintained to meet the pension payments to retired employees or their families. The obligation for pension payments was ascertained through the actuarial valuation by Life Insurance Corporation of India to an extent of ₹ 6,077.76 crore as at 31 March 2022. However, the Chennai Port Authority contribution amounted to ₹ 3,613.72 crore resulting in short provision of liability to the tune of ₹ 2,464.04 crore.

Non-provision for this liability towards pension fund has resulted in understatement of Current liabilities and provisions to the tune of ₹ 2,464.04 crore and overstatement of Profit to that extent.

(Chennai Port Authority)

- 24.** As per Para-22 of the Coal Mines Pension Scheme, 1998, the Commissioner shall be responsible for valuation of the Pension Fund every third year by an actuary to be appointed by the Board. The recommendations of the actuary shall be placed by the commissioner before the Board.

As per latest Actuary report (October 2022), the net liability of Pension Fund assessed as ₹ 42,391.63 crore. Coal Mines Provident Fund Organization (CMPFO), however, did not provide liability for the same. In previous actuary report (July 2021) the liability of ₹ 62,400.00 crore was assessed which was superseded by the latest report (October 2022).

Non-providing of liability in this regard has resulted in understatement of Current Liabilities & Provisions as well as Expenditure by ₹ 42,391.63 crore and consequent overstatement of Excess of Income over Expenditure by the same amount.

(Coal Mines Provident Fund Organization)

- 25.** DDA has recognized ₹ 591.85 crore as 'Advances from Allottees of various DDA Housing schemes' and ₹ 0.62 crore as 'Advances from Allottees-Ministry of Rehabilitation Land' under the head Other Liabilities (Schedule-C). In this regard, allottee-wise details of advances received from the allottees, date of receipt thereof and current status of the allotment is not available with DDA except for ₹ 135.78 crore being the amount received from Delhi Police on account of sale of MIG houses in Narela. In the absence of above details, audit was unable to draw an assurance as to the correctness of balance amount of ₹ 456.69 crore under the head 'Advances from allottees of various DDA Housing schemes' and 'Advances from Allottees-MOR Land'. The issue was commented upon by Audit during the year 2019-20 and 2020-21 also, however, no corrective action has been taken by the management.

(Delhi Development Authority)

D. Fixed Assets

- 26.** The above head included 52 works amounting to ₹ 959.71 crore completed and put to use by the Institute prior to 31-03-2022. However, depreciation of ₹ 19.19 crore for the year 2021-22 was not charged due to non-receipt of the Occupation Certificate. This was contrary to Generally Accepted Accounting Principles (GAAP) and omission to charge depreciation resulted in understatement of Expenditure by ₹ 19.19 crore with consequent overstatement of Assets to the same extent.

(Indian Institute of Technology, Bombay)

27. The above head was understated by an amount of ₹ 1.56 crore, as the Institute during the financial year 2021-22 decided to relinquish the ownership right over the assets of the Faculty Development Fund (FDF), stating that the ownership of those assets belonged to faculty members without taking any explicit approval from the BoG. Accordingly, accounting deviation from the earlier years, an amount of ₹ 1.56 crore (Accumulated opening balance of FDF assets ₹ 2.33 crore – Accumulated depreciation ₹ 0.77 crore) was adjusted from Fixed Assets in Schedule-4 of SRIC Account as well as in Earmarked Fund-FDF in Schedule-2 as 'Prior period adjustment (Net Fixed Assets of FDF)'. Thus, irregular adjustment of the assets, resulted in understatement of both the 'Earmarked/Endowment Fund' (Schedule-2) and the 'Fixed Assets' (Schedule-4), by an amount of ₹ 1.56 crore each.

(Indian Institute of Technology, Kharagpur)

28. The work of Networking in the Institute Buildings was awarded to the executing agency National Informatics Centre Services Inc. (NICSI) in February 2017 and the project was at the closure state. NICSI had raised a demand for ₹ 21.23 crore in respect of this work against the payments amounting to ₹ 19.87 crore released by the Institute, which were booked in annual accounts as Computer/Peripherals ₹ 8.71 crore and Capital Work-in-Progress ₹ 11.16 crore. The Institute has neither booked the liability for balance amount of ₹ 1.36 crore payable to NICSI nor the fact has been disclosed in the Notes to Accounts.

(Indian Institute of Technology, Ropar)

29. Fixed assets (CWIP) did not include an amount of ₹ 14.76 crore being the value of equipment received but not installed. This resulted in understatement of Capital-Works-in-Progress and overstatement of Loans, Advances and Other Assets by ₹ 14.76 crore.

(All India Institute of Medical Sciences, Mangalagiri)

30. This does not include ₹ 36.39 crore incurred towards creation of (i) 164 seated Hostel and 14 nos. of TYPE-V Quarters (ii) Development of Horticulture works and (iii) Night Shelter for OPD Patients and their attendants at AIIMS Bhubaneswar which were reported by the Executing Agency (CPWD) as completed during the year and put to use but not capitalized. This resulted in understatement of Fixed Assets by ₹ 35.81 crore and overstatement of Capital-Work-in Progress by ₹ 36.38 crore. Understatement of depreciation/deficit by ₹ 0.58 crore and corresponding overstatement of Corpus/Capital Fund to that extent.

(All India Institute of Medical Sciences, Bhubaneswar)

31. Advances amounting to ₹ 2.00 crore towards 90 per cent of purchase cost of three Scientific Equipment were paid to the foreign suppliers by the Institute. These assets valuing ₹ 2.36 crore were received and installed during 2021-22. However, instead of capitalization, the amount was incorrectly shown under Advances on Capital Account – Schedule-8(3). This resulted in understatement of Tangible Assets (Net) by ₹ 2.17 crore, Depreciation by ₹ 0.19 crore, understatement of Current Liabilities by ₹ 0.36 crore and overstatement of Advances on Capital Account - Schedule-8 (3) by ₹ 2.00 crore.

(Indian Institute of Science Education and Research, Berhampur)

32. The Institute included ₹ 7.75 crore, being advance amount, paid to CPWD for execution of various projects sanctioned under EWS (Economically weaker Section) scheme and out of this only 5 per cent work has been completed. This resulted in overstatement of Fixed Assets (Capital Work in Progress) by ₹ 7.36 crore {₹ 7.75 crore minus 5 per cent i.e. ₹ 0.39 crore} and understatement of Loans, Advances and Deposits (advances on capital account) by same amount.

(National Institute of Technology, Raipur)

33. The Institute does not include ₹ 176.74 crore being the value of Buildings (₹ 108.58 crore), Site Development (₹ 51.84 crore), Roads and Bridges (₹ 9.37 crore), Sewerage and Drainage (₹ 4.56 crore), Tube wells and Water Supply (₹ 1.27 crore) and Electrical Installations (₹ 1.12 crore) which were completed during the period 2014 to 2022. The same has not been capitalized under different tangible assets despite the assets having been used and these were disclosed as work-in-progress. As a result, Work-in-progress was overstated, and Tangible Fixed Assets were understated.

(National Institute of Technology, Arunachal Pradesh)

34. The above include ₹ 9.48 crore spent on completed buildings. The Institute has completed works of four building during the year 2021-22, however, these were not accounted under tangible assets. Due to wrong accountal of the completed buildings has resulted in overstatement of Works-In-Progress by ₹ 9.48 crore and understatement of Tangible Assets by ₹ 9.29 crore, Depreciation as well as Deficit by ₹ 0.19 crore and conversely overstating the Corpus/Capital Funds by ₹ 0.19 crore.

(North Eastern Regional Institute of Science and Technology, Arunachal Pradesh)

35. The above does not include ₹ 29.17 crore towards the cost of construction of Vth block of Multi-story Type-IV Quarters which had been put to use for residential purpose since June 2020. This has resulted in overstatement of Capital Work-in-Progress by ₹ 30.39 crore, understatement of Buildings (Fixed Assets) by ₹ 29.17 crore (₹ 30.39 crore less depreciation @2 per cent for two years), understatement of Depreciation for the year by ₹ 0.61 crore and understatement of Prior Period Expenses by ₹ 0.61 crore. Consequently, the Deficit for the year has been understated by ₹ 1.22 crore.

(Malaviya National Institute of Technology, Jaipur)

36. The Institute has given advance of ₹ 136.52 crore to CPWD and shown the whole amount under 'Capital Works-in-Progress' whereas ₹ 128.73 crore only was utilised for Construction of various projects/works. This has resulted in overstatement of 'Capital Work-in-Progress' by ₹ 7.79 crore and understatement of 'Current Assets, Loans & Advances' by the same amount.

(All India Institute of Medical Sciences, Rishikesh)

37. The Institute has depicted ₹ 3.46 crore under Capital Work-in-Progress for the works related to site development & other construction activity whereas the same has been completed and

handed over to the Institute. This resulted in overstatement of 'Capital work in Progress' by ₹ 3.46 crore and understatement of 'Site development' under 'Fixed Assets' (Schedule-4).

(National Institute of Technology, Uttarakhand)

- 38.** The above includes an amount of ₹ 2.96 crore being the purchase orders placed by the University for execution of various works and procurement of various items (Books & Journals, ICT, Lab Equipment, Other Infra). As on 31 March 2022, only the purchase orders have been placed with the suppliers and neither the physical nor financial progress was achieved during the period. As such, no committed liabilities had been incurred for the period. However, the University, based on the purchase orders had debited ₹ 2.96 crore under Capital Work-in-Progress and credited the Committed Expenditure. This has resulted in overstatement of both Capital Work-in-Progress and Current Liabilities & Provisions-Committed Expenditure (Capital Expenditure) by ₹ 2.96 crore. This has consequently resulted in overstatement of Corpus/Capital Fund and understatement of unutilised grant by ₹ 2.96 crore.

(Sikkim University)

E. Investments

39. (a) Unreconciled Investments/Securities

In previous year's report, comment no. A.2.1 pertaining to an amount ₹ 1916.12 crore under the head 'Amount under reconciliation' (Investment Schedule No. 18) was issued to the EPFO and EPFO replied that the details of the differences would be provided after the completion of reconciliation process. As details/categories of the figures with details grouped under the head reconciliation in the investment with matching entries along with the total documents was not made available to audit it could not derive assurance about accuracy and transparency of amounts shown under reconciliation.

Further, in respect of this comment, during the audit of accounts for the year 2021-22 EPFO replied that the amount under reconciliation has been identified and has been rectified in the annual accounts 2021-22.

Audit noticed that in the accounts for the year 2021-22, EPFO has shown an amount of ₹ (-)151.47 crore under the head 'Amount under reconciliation' which has been arrived at by an entry of ₹ (-) 2067.60 crore shown under the head 'Securities received (Accepted Value) on cancellation of exemption'. However, the details/categories of the figures with details booked under the head reconciliation in the investments with the matching entries along with supporting documents were still not made available to the audit.

In the absence of the same, audit could not derive assurance about accuracy and transparency of amounts shown under reconciliation.

(b) Investments in Public Accounts (Schedule No. 20 and 22)

In previous year's report, Comment no. A.2.2 pertaining to investments in Public Account (Schedule 20 and 22) was issued to the EPFO and EPFO did not provide the supporting

documents to verify the amount invested or cost of amortisation during the year. As detailed records along with all the supporting documents were not provided to the audit, the said amount was not verified by the audit. This was also pointed in the year 2019-20.

Further, in respect of this comment, during the audit of accounts for the year 2021-22, EPFO replied only in respect of observation on Schedule No. 20, though, necessary supporting documents has not been provided with the reply. In this regard, in absence of proper documents audit could not verify the amount.

In view of this, audit is unable to verify the correctness of the amounts appearing under the head Investment in Public Account in Schedules 20 and 22 of Annual Accounts.

(Employees' Provident Fund Organisation, New Delhi)

- 40.** CMPFO invested ₹ 1390.25 crore in financial instruments of Dewan Housing Finance Corporation Limited (DHFL). Owing to governance concerns and defaults in meeting various payment obligations, DHFL went (November 2019) before Hon'ble National Company Law Tribunal (NCLT) under the Insolvency and Bankruptcy Code. The NCLT initiated Corporate Insolvency Resolution Process against DHFL and approved the resolution plan in June 2021. After implementation of the resolution plan, CMPFO received (September 2021) ₹ 662.58 crore against the investment made resulting in loss of investment of ₹ 727.67 crore. Hence this loss requires to be written off from the books of accounts. However, the loss of above investments had not been accounted for and CMPFO still shown the investments of ₹ 727.67 crore in DHFL.

This has resulted in Overstatement of Investment and Corpus of Pension fund by ₹ 727.67 crore.

(Coal Mines Provident Fund Organization)

- 41.** This represents investments made against various funds created by the Port Authority. However, investment for ₹ 29.43 crore was for New Mangalore Port Authority NMPA name and the balance investment of ₹ 2,551.31 crore was in the name of NMPT Employees' Superannuation Fund (a trust created for managing the superannuation fund) which maintained its accounts separately. Further, an amount of ₹ 177.01 crore towards interest accrued and earned on the investment of ₹ 2,551.31 crore was added to the Capital and General Reserves (Fund) though the interest earned was on the investment made by the Trust.

This has resulted in overstatement of Investment and Capital and General Reserves (Fund) by ₹ 2,551.31 crore and by ₹ 177.01 crore respectively and understatement of Inter -company balances (payable) by ₹ 2,374.30 crore.

(New Mangalore Port Authority)

F. Current Assets, Loans and Advances

- 42.** As per para 9.3 of Significant Accounting Policies (Schedule-24) of Uniform Format of Account, the Government Grants/subsidies are accounted on realization basis. However, only those claims receivables which are considered as good and reliable should be included.

On scrutiny of the records/information pertaining to the outstanding contribution receivable from four state governments i.e., Madhya Pradesh, Gujarat, Maharashtra and Rajasthan, audit

observed that current assets include an amount of ₹ 2,283.55 lakh (₹ 1737.74 lakh of NCA Establishment and ₹ 545.80 lakh of hydromet network) being the amount receivable towards progressive outstanding contribution upto the financial year 2021-22 from these contributing states. NCA Indore did not have any assurance from the member states regarding payment of outstanding grants and thus, the accounting of contribution was not in line with significant accounting policy adopted by the Authority. This has resulted in overstatement of Current Assets and Capital Fund by ₹ 22.84 crore.

(Narmada Control Authority, Indore)

43. As per Current Assets, Loans, Advances (Sch.11), the Institute had depicted ₹ 31.97 crore as advances to CPWD. As per Form 65 received from concerned CPWD divisions as on 31/03/2022, the expenditure of ₹ 17.47 crore was incurred during the year out of these advances and was not shown as addition to CWIP for the year. Omission to do so resulted in understatement of Capital Work in Progress of fixed assets by ₹ 17.47 crore and overstatement of Current Assets-Advances to the same extent

(Ali Yavar Jung National Institute of Speech and Hearing Disabilities, Mumbai)

44. The above head included an amount of ₹ 38.79 crore as 'Advance to CPWD (XIIth Plan)' out of which ₹ 13.73 crore had been utilized by the CPWD (as per the utilization certificate) for construction works. However, the University did not transfer the utilized cost to the 'Capital Work in Progress. This resulted in overstatement of the 'Loans, Advances & Deposits' (Schedule-8) and understatement of the 'Capital-Work-in-Progress' (Schedule-4), by an amount of ₹ 13.73 crore.

(Visva Bharati, Santiniketan)

45. The University has given ₹ 148.04 crore as advance to CPWD for construction works and included in Fixed Assets (Schedule-4) instead of Advances to Suppliers (Schedule-8). This resulted in understatement of Loans, Advances & Deposits by ₹ 148.04 crore and overstatement of Fixed Assets by the same amount.

(Banaras Hindu University, Varanasi)

46. The Institute, as per agreement, transferred ₹ 24.96 crore to Canara Bank Principal A/cs for creation of fixed deposit in November 2021. But in annual accounts, the transaction was treated as repayment of loan; though the amount was invested in short term deposit in Canara Bank Principal A/cs maintained by the Institute as on 31 March 2022. The wrong treatment resulted in understatement of Current Assets as well as HEFA (Secure) Loan by ₹ 24.96 crore.

(National Institute of Technology, Patna)

G. Income and Expenditure Account

47. Grants/Subsidies (Schedule-10)- Utilised for Revenue Expenditure— ₹ 13.92 crore

This includes the notional expenditure on account of depreciation of ₹ 13.92 crore. This resulted in overstatement of Income and Excess over Income over Expenditure by ₹ 13.92 crore.

(Indira Gandhi National Tribal University, Amarkantak)

48. (a) Prior period expenses (Schedule-22) – Nil

The above does not include prior period expenses of ₹ 5.23 crore towards staff payments and benefits such as salaries and wages, CPF, NPS, etc. for the month of March 2021. The Institute has accounted the staff payments and benefits of both teaching and non-teaching employees as expenses for the current year 2021-22 instead of prior period expenses which was inconsistent with the accrual system of accounting. As a result, Prior Period Expenses was understated by ₹ 5.23 crore and Staff Payments & Benefits was overstated by the same amount.

(b) Repair and Maintenance (Schedule-19) - ₹ 44.11 crore

The above include ₹ 1.48 crore towards procurement of various assets and additional construction of buildings completed during the year 2021-22. The Institute incurred capital expenditure on the above works which were wrongly treated as repairs and maintenance instead of capitalizing under respective heads of fixed assets. As a result, the Repairs and Maintenance was overstated by ₹ 1.48 crore and conversely understated Fixed Assets by ₹ 1.27 crore and Depreciation by ₹ 0.22 crore.

(North Eastern Regional Institute of Science and Technology, Arunachal Pradesh)

49. Expenditure on Publishing Activities (Schedule-30) – ₹ 80.43 crore

Royalty: ₹ 5.93 crore

A reference is invited to Accounting Policy 1 which states that the accounts are prepared based on the accrual method of accounting. As per the agreement entered by the National Book Trust (NBT) with the various Illustrators, royalty is required to be paid to the Illustrators based on an agreed *per cent* (Ranging upto 15 %) of sales of year. During the year 2021-22, the NBT accounted Income of ₹ 190.11 crore from Sales of Books. However, no accrual for royalty expenditure in respect of these sales was made by the NBT in the books of accounts for the year 2021-22. The royalty expenditure for the year 2021-22 works out to be ₹ 13.31 core, based on historical data of three years.

Non-accounting of royalty expenses in respect of sales made during the year 2021-22 has resulted in Understatement of Royalty Expenditure, Provisions for Royalty Expenditure and the Overstatement of Surplus of the year by ₹ 13.31 crore. The non-accounting of Royalty Expenses has also resulted in violation of matching principle of Accounting, which requires that revenues and any related expenses be recognized together in the same reporting period.

(National Book Trust, New Delhi)

50. Other Administrative Expenses – (Schedule-11) ₹ 8.62 crore

Various capital expenditure such as renovation of office complex and guest house, construction of public toilet, boundary wall, CC drain, Garage etc. and purchase of furniture and computer & peripherals amounting to ₹ 1.03 crore incurred for different divisions in the financial year 2021-22. But instead of booking the same under Fixed Assets, it has been charged to revenue expenditure-Other Administrative Expense. This has resulted in overstatement of revenue

expenditure-Other Administrative Expense by ₹ 1.03 crore with corresponding understatement of Fixed Assets by the same extent.

(Brahmaputra Board, Guwahati)

51. Expenditure

Property tax demanded by Nagar Nigam Aligarh amounting ₹ 0.80 crore for the financial year 2021-22 had neither been paid nor included as accrued expense. This resulted in understatement of Expenditure and Current Liabilities by ₹ 0.80 crore each.

(Aligarh Muslim University, Aligarh)

52. Expenditure

Due to Non-provision of known and outstanding liabilities of ₹ 18.25 crore (GST due on the bills payable by NIPER to M/s IDPL + Rent Payable to M/s. IDPL) Corpus/Capital Fund was overstated by ₹ 18.25 crore and Current Liabilities were understated by that extent. Further, the Statutory dues GST was neither paid nor provided.

(National Institute of Pharmaceutical Education and Research, Hyderabad)

53. Administrative and General Expenses (Schedule-17) – ₹ 99.70 crore

All interest payments made during the stage of construction of a capital asset is to be treated as capital expenditure. However, ₹ 14.16 crore spent towards 'HEFA Interest Payment' has been accounted as revenue expenditure instead of being capitalised. This has resulted in overstatement of Administrative & General Expenses and understatement of Fixed Assets (Capital Work-in-Progress) by ₹ 14.16 crore each.

(Indian Institute of Technology Madras)

54. Establishment Expenses- ₹ 155.18 crore

As per MHRD Accounting Principles, expenditure made on labour charges, daily wages & contract labour shall be booked under Administrative & General Expenses. During the scrutiny of records it was found by audit that in year 2021-22 Institute had paid ₹ 3.76 crore to outsource agencies (₹ 1.67 crore to Kavach Securities Services Pvt Ltd & ₹ 2.09 crore to CIEL HR Services Pvt Ltd) for providing manpower supply to Institute. However, Institute had booked these expenses under Establishment Expenses instead of Administrative & General Expenses. This has resulted in overstatement of Establishment Expenses as well as understatement of Administrative & General Expenses by ₹ 3.76 crore.

(Indian Institute of Management, Ahmedabad)

55. Income from Investments– ₹ 0.43 crore

Interest Earned – ₹ 0.04 crore.

The above is overstated by ₹ 0.45 crore as the interest was earned from investment of unutilised grants-in-aid and fund kept in saving account with schedule bank. For the year 2021-22, National Institute of Technology, Sikkim earned interest income of ₹ 0.47 crore from unutilised Grants-in-

aid (including interest earned from IRG fund) against which NIT has created liabilities for Interest payable to Ministry of ₹ 0.02 crore only. This led to overstatement of Income from Investments and understatement of Current Liabilities and interest payable to Ministry by ₹ 0.45 crore each.

(National Institute of Technology, Sikkim)

H. General

56. The Institute adopted depreciation on fixed assets at different rates of depreciation as per the Companies Act, 2013 instead of Income Tax Act, 1961. This is in contravention of Uniform format of financial statement for Central Autonomous Bodies.

(All India Institute of Medical Sciences, Gorakhpur)

57. National CAMPA did not depict CAMPA funds worth ₹ 5,59,322.78 lakh lying in its 41 bank accounts as on 31 March 2022 under its Liabilities, which was transferrable to the Public Account of India head '8336.00.102-National Compensatory Afforestation Deposits' for further disbursement to States/UTs. This resulted in understatement of its current liabilities by ₹ 5,59,322.78 lakh.

(CAMPA, New Delhi)

I. Notes To Accounts

58. Note No. B-8 states that Institute has not made provision of ₹ 1,15,19,53,909/- towards leave salary, ₹ 82,77,41,488/- towards gratuity and ₹ 1,13,73,72,369 pension since Ministry of Education is fully funding annually for retirement benefits. The non-provision of retirement benefits is in contravention of Accounting Standard 15 issued by ICAI as well as tantamount to non-compliance of the Instructions and Accounting Principles on Current Liabilities and Provisions in MHRD formats.

(Indian Institute of Science, Bengaluru)

59. Partial/Non consolidation of transactions of CRC Kozhikode (K) into the main accounts of National Institute for Empowerment of Persons with Multiple Disabilities, Chennai has resulted in understatement of Capital Fund by ₹ 0.53 crore, Current Liabilities by ₹ 0.83 crore, Current Assets - Bank Balances by ₹ 0.53 crore, Income by ₹ 2.62 crore and Expenditure by ₹ 2.17 crore.

(National Institute for Empowerment of Persons with Multiple Disabilities, Chennai)

60. A sum of ₹ 57.15 crore pertaining to period 2014 to 2022 remained un-reconciled as Bank reconciliation. The Institute needs to take appropriate steps to reconcile the figure.

(Indian Institute of Technology (BHU), Varanasi)

61. The Institute has not made the Provision of retirement benefit on actuarial basis as required in Accounting Standard 15.

(National Institute of Pharmaceutical Education and Research, Raebareli)



ANNEXURES

Annexure-3.1
(Referred to in paragraph no. 3.1.2.1)
Comparison of expenditure on Salary and Administrative expenses with core activities of the Museum

(₹ in crore)

Sl. No.	F.Y.	Salary	Percentage of salary to total fund	CCA	SAP	General Fund (including administrative and pension expenses)			TSP	NE	Total budget allotted to perform activities (5+6+7)	Percentage to total fund	Total Fund allotted
		(1)		Creation of capital asset (2)	Swachta action plan (3)	Administrative Expenses and pension (4)	Percentage to total fund	General fund for performing activities ¹ (5)	Tribal Sub Plan (6)	North-East (7)			
1.	2017-18	7.51	43.14	0.60	-	3.72+0.5= 4.22	24.24	0.48 (4.70-4.22)	1.50	3.10	5.08	29.18	17.41
2.	2018-19	8.63	45.76	0.60	0.03	3.86+0.70= 4.56	24.18	0.44 (5.00-4.56)	1.50	3.10	5.04	26.72	18.86
3.	2019-20	8.13	44.28	0.60	0.03	3.86+0.70= 4.56	24.84	0.44 (5.00-4.56)	1.50	3.10	5.04	27.45	18.36
4.	2020-21	8.62	44.21	0.70	0.02	8.03+0.70= 8.73	44.77	1.43 (10.16-8.73)	-	-	1.43	7.33	19.50
5.	2021-22	9.20	51.92	0.50	0.02	6.82+0.70= 7.52	42.44	0.48 (8.00-7.52)	-	-	0.48	2.71	17.72

¹ 2017-18- 4.70, 2018-19- 5.00, 2019-20- 5.00, 2020-21- 10.16, 2021-22- 8.00

Annexure-3.2
(Referred to in paragraph no. 3.1.2.2)
Revised Estimate of Grant-in-aid demanded vis-a-vis Expenditure incurred

(₹ in crore)

Year	2017-18			2018-19			2019-20			2020-21			2021-22		
Head	Revised Estimate	Grant	Expenditure	Revised Estimate	Grant	Expenditure	Revised Estimate	Grant	Expenditure	Revised Estimate	Grant	Expenditure	Revised Estimate	Grant	Expenditure
Pay and other Allowances	8.26	8.26	7.64	8.00	7.69	6.70	8.13	8.13	7.14	8.00	8.00	7.77	9.00	8.00	7.41
General Expenditure	7.50	5.70	5.70	8.00	5.00	5.00	9.00	5.00	5.00	13	8.60	8.60	10.68	9.00	9.00
Activities (NE+TSP+SAP)	5.10	4.93	4.57	5.13	4.93	4.90	7.15	3.75	3.75	0.02	0.01	0.01	0.04	0.02	0.00
Creation of Capital Assets	0.80	0.60	0.60	1.00	0.60	0.60	1.50	0.40	0.40	1	0.25	0.25	1.10	0.50	0.21
Total	21.66	19.49	18.51	22.13	18.22	17.2	25.78	17.28	16.29	22.02	16.86	16.63	20.82	17.52	16.62

Annexure-3.3

(Referred to in paragraph no. 3.1.2.6)

Shortfall/Excess expenditure for achievement of targets under sub-scheme Infrastructural Development (Cultural Activities)

Sl. No.	Activities Number and name	Financial target ₹ in lakh	Actual expenditure incurred ₹ in lakh	Expenditure Percentage	Physical Target	Achievement	Shortfall	Percentage of Shortfall
2017-18 (As per Annexure-IV of MoU)								
1.	Activity 4 (a, b & c): Reinstallation work in Open air Exhibition	36	36	100	12	6	6	50
2.	Activity 13 (a, b & c): Development of new open air exhibition on Indian Pottery Traditions (Phase II)	15	15	100	10	6	4	40
3.	Activity 6: Interpretation center	8	8	100	2	1	1	50
4.	Activity 18: Heritage corners	2	2	100	4	3	1	25
2018-19 (As per Annexure-IV of MoU)								
1.	Activity 4(b): Reinstallation work in Open air Exhibition (TSP)	10	30	300	5	3	2	40
2.	Activity 10: Addition of new exhibit in traditional Technology Park	4	4	100	1	-	1	100
3.	Activity 14: Development of new exhibition in gallery	18	18	100	2	1	1	50
4.	Activity 15(c): Development of new open air exhibition on Indian Pottery Traditions (NE)	10	10	100	4	3	1	25
5.	Activity 18: Interpretation Centre	8	8	100	2	1	1	50
6.	Activity 19(b): Travelling/Periodical Exhibitions (NE)	8	8	100	8	1	7	88
7.	Activity 20: Heritage corners	2	2	100	4	1	3	75
8.	Activity 53 (a & b): Exhibit of the Month	1.50	1.50	100	12	11	1	8

Sl. No.	Activities Number and name	Financial target ₹ in lakh	Actual expenditure incurred ₹ in lakh	Expenditure Percentage	Physical Target	Achievement	Shortfall	Percentage of Shortfall
2019-20 (As per Annexure-I of MoU)								
1.	Activity (a): Reinstallation/Installation of new Traditional exhibits in open air exhibition (TSP)	20	20	100	4	2	2	50
2.	Activity 10(c): Development of new open air exhibition on Indian Pottery Traditions (NE)	10	15	150	4	1	3	75
3.	Activity 13: Interpretation centre in northeast-Manipur and Assam	7	7	100	2	1	1	50
4.	Activity 14(b): Travelling/Periodical Exhibitions (NE)	8	8	100	8	1	7	88
5.	Activity 10(a): Development of new open air exhibition on Indian Pottery Traditions (General)	1.50	Nil	0	2	0	2	100
6.	Activity 10(b): Development of new open air exhibition on Indian Pottery Traditions (TSP)	5	Nil	0	2	0	2	100

Annexure-3.4

(Referred to in paragraph no. 3.1.2.6)

Shortfall/Excess expenditure for achievement of targets under sub-scheme Education and Outreach

Sl. No.	Activities Number and name	Financial target ₹ in lakh	Actual expenditure incurred ₹ in lakh	Expenditure Percentage	Physical Target	Achievement	Shortfall	Percentage of Shortfall
2017-18 (As per Annexure-IV of MoU)								
1.	Activity 20 (a & b): Seminars (Major)	27	27	100	6	4	2	33
2.	Activity 21(a & b): Museum Popular Lecture/Special Lecture	2.4	2.4	100	12	6	6	50
3.	Activity 27(a, b & c): Artist workshop (Major)	36	36	100	6	2	4	66
4.	Activity 44(a & b): Internship/fellowships	12	12	100	6	2	4	66
5.	Activity 24: Annual IGRMS Award	7.75	-	0	1	-	1	100
2018-19 (As per Annexure-IV of MoU)								
1.	Activity 28(a & b): Interdisciplinary capacity building programme/Certificate Course on Museum and Heritage Studies	16	16	100	4	3	1	25
2.	Activity 29(a & b): Artist workshop	42	42	100	7	6	1	14
3.	Activity 33(a): Do and Learn Museum Education Programme (TSP)	2	2	100	6	3	3	50
4.	Activity 33(b): Do and Learn Museum Education Programme (NE)	6	6	100	6	5	1	17
5.	Activity 35(a and b): Publications/Newsletters/Annual report etc.	8	8	100	20	13	7	35
6.	Activity 42(a & b): Day to Day work of supporting units for education and outreach activities	13.50	21	156	24	Nil	24	100
7.	Activity 45(a & b): Anthropological Projects (Innovative Ideas)	13.50	13.50	100	5	4	1	20

Sl. No.	Activities Number and name	Financial target ₹ in lakh	Actual expenditure incurred ₹ in lakh	Expenditure Percentage	Physical Target	Achievement	Shortfall	Percentage of Shortfall
8.	Activity 46(a & b): Internship/fellowships (TSP)	10	10	100	4	Nil	4	100
9.	Activity 47(a & b): Multi-dimensional programmes for promotion/awareness for PVTG (Innovative programme) (TSP)	4	4	100	4	2	2	50
10.	Activity 27: Annual IGRMS Award	7.75	0	0	1	0	1	100
11.	Activity 31: Poonam	6	0	0	1	0	1	100
2019-20 (As per Annexure-I of MoU)								
1.	Activity 16(b): Seminars/Academic Workshops (Minor)(NE)	8	10	125	4	3	1	25
2.	Activity 17(b): Seminars/Academic Workshops/summit/Film festival (NE)	40.5	42	104	9	4	5	56
3.	Activity 19(a, b & c): Museum Popular Lecture/Special Lecture	8.4	8.9	106	14	10	4	29
4.	Activity 23(b): Artist workshop (NE)	24	24	100	4	2	2	50
5.	Activity 27(b): Do and Learn Museum Education Programme (NE)	6	6	100	6	4	2	33
6.	Activity 39 (b): Internship/fellowships (NE)	3	3	100	2	0	2	100
7.	Activity 18: Collaborative activity with INCAA	2	Nil	0	1	0	1	100
8.	Activity 24(b): Programme of Performing Art presentations (NE)	30	Nil	0	3	0	3	100

Annexure 4.1

(Referred to in paragraph no 4.1.6.3 and 4.1.6.4)

Details of shortage of class rooms in 12 JNVs

Name of State	No. of JNVs	Required No. of class rooms	Shortage of class rooms
Uttar Pradesh	6	108	12
Uttarakhand	2	36	06
Bihar	3	54	14
Jharkhand	1	18	02
Total	12	216	34

Details of shortage of staff quarters

Name of State	No. of JNVs in which shortage noticed	No of quarters to be available	Shortage of Staff Quarters
Uttar Pradesh	2	90	12
Uttarakhand	1	45	06
Bihar	3	135	19
Jharkhand	3	135	18
Total	9	405	55

Annexure-4.2

(Referred to in paragraph no. 4.2.3.3(B))

Excess payment made to Agency by VBU due to non-verification of EPF challan from EPFO website

Sl. No.	TRRN	Date Of Challan	Wage Month	Amount shown as paid in agency's copy of challan	Actual amount shown as paid in EPFO website as per challan generated by Audit	Excess payment released to agency
1.	4701901005427	8-Jan-19	18-Dec	908659	9,07,584	1,075
2.	4701902003691	6-Feb-19	19-Jan	897212	8,95,568	1,644
3.	4701903006678	8-Mar-19	19-Feb	894022	7,59,076	1,34,946
4.	4701904003363	4-Apr-19	19-Mar	914907	6,46,942	2,67,965
5.	4701905002633	6-May-19	19-Apr	958146	6,77,519	2,80,627
6.	4701906003002	4-Jun-19	19-May	978257	6,92,553	2,85,704
7.	4701907004538	5-Jul-19	19-Jun	943964	6,70,070	2,73,894
8.	4701908007200	8-Aug-19	19-Jul	968345	9,48,246	20,099
9.	4701909014763	13-Sep-19	19-Aug	966077	9,45,978	20,099
10.	4701910005773	10-Oct-19	19-Sep	951620	9,31,520	20,100
11.	4701911009154	11-Nov-19	19-Oct	934126	9,14,259	19,867
12.	4701912005088	6-Dec-19	19-Nov	983234	9,60,568	22,666
13.	4702001009873	10-Jan-20	19-Dec	978934	9,57,155	21,779
14.	4702002007317	10-Feb-20	20-Jan	935763	9,13,232	22,531
15.	4702003008043	10-Mar-20	20-Feb	897118	8,75,883	21,235
16.	4702004007229	14-Apr-20	20-Mar	897634	8,78,039	19,595
17.	4702006005499	8-Jun-20	20-May	9,68,831	9,61,786	7045
18.	4702007004277	7-Jul-20	20-Jun	9,75,124	9,68,221	6903
19.	4702008009534	12-Aug-20	20-Jul	10,07,135	10,03,790	3345
20.	4702009006188	8-Sep-20	20-Aug	9,92,465	9,83,783	8682
21.	4702010003941	6-Oct-20	20-Sep	9,85,425	9,75,320	10105
22.	4702011004709	6-Nov-20	20-Oct	10,13,863	10,12,146	1717
23.	4702012008377	10-Dec-20	20-Nov	10,03,148	9,92,595	10,553
24.	4702101006359	9-Jan-21	20-Dec	10,16,658	10,15,747	911
Total						14,83,097
Amount related to Period January 2021 to October 2021 as furnished by the University						56,513
Total Amount						15,39,610

Annexure-4.3
(Referred to in paragraph no. 4.2.3.4(A-i & iv))
List of Works above ₹ 30 lakh

Sl. No.	Work Order No.	Work Order date	Name of Work	Amount (₹)
1.	Engg/WO/029/19-20	16-08-2019	Renovation and extension of International Guest House, Santiniketan	5930310
2.	Engg/WO/039/19-20	20-09-2019	Renovation of the two wings of Cheena Bhavana, Santiniketan	4438806
3.	Engg/WO/057/19-20	30-01-2020	Construction of Boundary wall/fencing at Ratanpalli, Santiniketan	5763631
4.	Engg/WO/006/20-21	16-09-2020	Improvement of Roads at Visva-Bharati under capital Grant 2018-19	6628562
5.	Engg/WO/007/19-20	21-09-2020	Major repair/renovation of hostels-Civil work at Santiniketan	3722072
6.	Engg/WO/024/20-21	15-10-2020	Augmentation of water supply system of Visva-Bharati under Capital Grant 2018-19.	6534979
7.	Engg/WO/025/20-21	15-10-2020	Improvement of illumination lights at different places of Santiniketan	6195633
Total				39213993

Annexure-4.4
(Referred to in paragraph no. 4.2.3.4 (A-v))
Status of Time Taken in Processing Tenders

Name of Work	Estimated Amount (₹) (II)	Bid uploading date (III)	Bid Opening		Technical evaluation		Financial bid		Award of Work		Total time taken in Processing the tender (XII) = (VII+IX+XI)
			Opening date (IV)	Time taken (in days) (V) = (IV-III)	Evaluation date (VI)	Time taken (in days) (VII)= (VI-IV)	Opening date (VIII)	Time taken (in days) (IX) = (VIII-VI)	Date of issue (X)	Time taken (in days) (XI) = (X-VIII)	
Renovation and extension of International Guest House, Santiniketan	5930310	2/23/2019	3/8/2019	13	3/17/2019	9	4/22/2019	36	8/16/2019	116	161
Renovation of the two wings of Cheena Bhavana, Santiniketan	4438806	6/1/2019	6/10/2019	9	7/26/2019	46	7/30/2019	4	9/20/2019	52	102
Construction of Boundary wall/fencing at Ratanpalli, Santiniketan	5763631	3/25/2019	4/6/2019	12	4/7/2019	1	11/18/2019	225	1/30/2020	73	299
Improvement of Roads at Visva-Bharati under capital Grant 2018-19	6628562	2/6/2020	2/20/2020	14	2/26/2020	6	8/6/2020	162	9/16/2020	41	209
Major repair/renovation of hostels-Civil work at Santiniketan	3722072	1/16/2020	2/4/2020	19	2/5/2020	1	8/6/2020	183	9/21/2020	46	230
Augmentation of water supply system of Visva-Bharati under Capital Grant 2018-19.	6534979	3/4/2020	3/20/2020	16	7/23/2020	125	9/23/2020	62	10/15/2020	22	209
Improvement of illumination lights at different places of Santiniketan	6195633	3/4/2020	3/19/2020	15	7/23/2020	126	9/23/2020	62	10/15/2020	22	210

Annexure-4.5
(Referred to in paragraph no. 4.4.3.1(A))
Component-wise break-up of capital cost estimations

Name of the component	₹ in crore
i. Academic & Admin	64.35
ii. Employee Residence (96nos)	39.78
iii. Student Accommodation (1260students)	66.69
iv. Amenities & Utilities	17.55
v. Cost of Compound Wall for 4000 mtr.	4.68
vi. Development of Site	28.08
vii. HVAC & Surveillance	3
viii. Equipment and Furnishing Cost	8
ix. Consultancy charges (3%)	6
x. Contingencies	6
xi. Taxes	12
Total Capital Cost estimation	256.13

Annexure-4.6
(Referred to in paragraph no. 4.4.3.4)
Deviations due to revision of built-up area vis-a-vis DPR

Sl. No.	Description	Area as per DPR (sq m)	Area as per Design (sq m)	Variation sqm	Percentage of variation
1.	Academic and Administration Block	15214	22504	7290	48
2.	Employee Residences Zone	12370	2843	(-) 9527	-77
3.	Student Accommodation Zone	18475	16747	(-) 1728	-9
4.	Amenities and utilities	4399	3185	(-) 1214	-28
Total		50458	45279	5179	

Annexure-4.7
(Referred to in paragraph no. 4.4.3.5)
Excess of expenditure over administrative sanction.

(₹ in lakh)

Sl. No.	Name of Work	Date of Agreement	Admin. Approval	Expenditure (Upto 12/2022)	Excess over Administrative Sanction	10% Of Admn. Sanction
1.	Bulk Services	05 August 2016	424.48	552.35	127.87	42.45
2.	Additional Bulk Services	10 May 2021	71.18	89.00	17.82	7.12
3.	Providing and fixing of 13 Passenger Lifts	06 July 2021	41.83	51.71	9.88	4.18
4.	Construction of Dining shed	17 August 2020	35.96	42.65	6.69	3.60
Total			573.45	735.71	162.26	

Annexure-4.8
(Referred to in paragraph no. 4.4.3.6(A))
Delay in completion of infrastructure works

(₹ in lakh)

Sl. No.	Name of Work	year of sanction	Estimated value	Agreement value	Date of agreement	Stipulated period of completion	Actual period of completion	Status of Work	Actual date of completion	Delay in months
1.	C/o. Academic Building	2015	1094	1042	13-02-2016	27-07-2016	07-07-2017	Completed	07-07-2017	11
2.	C/o. Dining shed	2020	29	25	17-08-2020	30-10-2020	15-03-2021	Completed	15-03-2021	4
3.	Academic Building - Water Supply	2015	199	195	20-01-2019	20-05-2019	02-10-2019	Completed	02-10-2019	4
4.	13 Passenger Lift	2021	53	51	06-07-2021	04-09-2021	14-12-2021	Completed	14-12-2021	3
5.	Bulk Services	2015	453	429	30-04-2019	27-10-2019	24-02-2020	Completed	24-02-2020	3
6.	Construction of Hostel Block II	2016	787	723	10.01.2019	09-07-2019	26-10-2019	Completed	26-10-2019	3
7.	Watch and Ward of Academic Building	2017	4	4	01-02-2018	31-07-2018	31-10-2018	Completed	31-10-2018	3
8.	Additional Bulk Services	2021	66	46	10-05-2021	07-09-2021	20-11-2021	Completed	20-11-2021	2
9.	Hostel - I	2015	318	315	10-01-2019	10-05-2019	23-07-2019	Completed	23-07-2019	2
10.	C/o of external fire Escape in Kalpana Chawla Hostel	2021	37	31	03-06-2021	01-10-2021	20-11-2021	Completed	20-11-2021	1
11.	Construction of Hostel Block 7B	2021	1253	1108	14-04-2021	13-07-2022	In progress	In Progress		6
12.	Goods Lift in Dining Block	2021	21	21	07-12-2021	06-02-2022	In progress	In Progress		11
13.	C/o of Access Road	2021	226	170	10-12-2021	08-06-2022	In progress	In Progress		7
14.	Sports Arena	2022	590	456	28-03-2022	24-09-2022	In progress	In Progress		4
15.	Indoor Badminton Block	2022	306	278	28-03-2022	24-09-2022	In progress	In Progress		4
16.	Various Buildings under Phase-II	2020	11266	9211	20-04-2021	16-12-2022	In progress	In Progress		1

Annexure-4.9
(Referred to in paragraph no. 4.4.5.4)
Shortfalls in availability of equipment

I	Mechanical Department	Shortfall of Equipment (in number)
1.	Central Workshop	64
2.	Design & Computational Lab	75
3.	Manufacturing Lab	138
4.	Thermal & Fluids Lab	10
	Total	287
II	ECE Department	Shortfall of Equipment (in number)
1.	Electric Drivers Lab	20 Computers
2.	Analog Circuits Lab	20 Computers
3.	VLSI Design Lab	20 Computers
4.	Prototyping Lab	Laser based prototyping machine (1)

Annexure-4.10

(Referred to in paragraph no. 4.4.5.4)

Showing critical equipment not available in the laboratories of Mechanical Department

I.	Central Workshop	III.	Manufacturing Lab
1.	CMM Machine	25.	Abrasive Water Jet Machining
2.	CNC Lathe Machine	26.	Absolute Digimatic Depth Gauge
3.	CNC Vertical Milling Centre	27.	Casting Machine Multipurpose for low melting metals
4.	Compressor	28.	Depth micrometres
5.	EDM	29.	Digimatic Depth Micrometres
6.	High End CNC Lathe	30.	Digimatic Height Gage
7.	Lathe Machine	31.	Digital Universal Protractor
8.	Milling Machine	32.	Friction Stir Welding
9.	Power Hack Saw	33.	Granite Surface Plate
10.	Shaper Machine	34.	LOM 3D Printer
11.	Surface Grinding Machine	35.	Metallic 3D Printer
12.	TIG Welding Setup	36.	Micro Vicker Hardness Tester
13.	Wire EDM	37.	Optical Flats
II.	Design & Computational Lab	38.	Optical Microscope
14.	DAQs + Sensors (Accelerometers, Extensometers, Load sensors)	39.	Polymer 3D Printer
15.	DC Motor Control Kit	40.	Shot Peening
16.	Fatigue testing machine	41.	Tubular Inside Micrometres
17.	Hardness Tester	42.	Universal Bevel Protractor
18.	Laser Doppler Vibrometer	43.	Vernier Depth Gage
19.	Machinery Fault Simulator	44.	Welding Simulator
20.	Rheometer	IV.	Thermal & Fluids Lab
21.	Shakers	45.	Air Compressor
22.	Stroboscope	46.	Bomb Calorimeter
23.	Torsion Testing Machine	47.	Computerized VCR Engine test setup
24.	Universal Testing Machine	48.	Emissivity measurement setup
		49.	Exhaust gas analyser
		50.	Fuel cell test setup
		51.	Pelton wheel
		52.	Smoke meter

Annexure-4.11*(Referred to in paragraph no. 4.5.3.1)***Unspent balances due to be refunded to the various sponsoring agencies on Projects which were closed between the years 2007 to 2021 (as on 31.12.2022)****Dues to sponsoring agency as on 31 December 2022***(Amount in ₹)*

Year	No. of project	Sum of sanction cost	Sum of total receipts	Sum of total expenditure	Sum of closing balance as on 31.12.2022
2007	1	133949	133949	118979	14969
2008	1	12993151	13061700	12269512	792188
2010	1	1592282718	1592282718	1584856368	7426350
2011	12	63451332	52707552	52368628	338924
2012	19	40459809	36561017	35312761	1248256
2013	18	113197370	94732043	93910091	821952
2014	17	72449663	67633399	66612433	1020966
2015	13	36323316	34009698	33595701	413997
2016	17	73808539	38282905	37015956	1266949
2017	7	191619775	189974430	187124568	2849862
2018	9	34798721	26435091	23915291	2519800
2019	24	422168440	405783256	402643570	3139686
2020	35	270514259	229050876	214963662	14087214
2021	21	247545028	209992855	203822174	6170681
Total	195	3171746070	2990641489	2948529694	42111794

Annexure-4.12

(Referred to in paragraph no. 4.5.3.2 (C))

i) Closed sponsored projects Excess expenditure over Receipts as on 31 December 2022

year	No. of projects	Sum of sanction cost	Sum of total receipts	Sum of total expenditure	Sum of closing balance as on 31.03.2022
2009	5	54,77,000	45,41,011	48,82,089	-3,41,078
2010	5	12,96,32,147	10,94,41,453	11,02,10,785	-7,69,332
2011	8	2,03,71,980	1,79,23,630	1,88,91,418	-9,67,788
2012	1	17,14,065	10,32,000	15,29,551	-4,97,551
2013	2	57,35,500	38,93,300	45,61,085	-6,67,785
2014	4	1,96,34,000	1,27,55,439	1,42,77,464	-15,22,025
2015	9	12,77,42,790	11,94,19,881	12,10,82,196	-16,62,315
2016	11	10,09,55,956	7,10,88,787	7,49,13,279	-38,24,492
2017	9	4,65,27,646	3,63,35,340	3,78,45,475	-15,10,135
2018	17	10,09,48,380	8,63,78,686	9,27,50,340	-63,71,654
2019	34	25,54,19,606	22,49,87,769	23,64,17,428	-1,14,29,659
2020	28	28,49,50,895	19,15,73,652	21,14,36,689	-1,98,63,037
2021	8	4,36,41,291	3,56,56,739	3,89,07,187	-32,50,448
Total	141	1,14,27,51,256	91,50,27,687	96,77,04,986	-5,26,77,299

ii) Ongoing projects cost over run as on 31st December 2022 (Para-1.3)

Year	No. of project	Sum of sanction cost	Sum of total receipts	Sum of total expenditure	Sum of closing balance as on 31.12.2022
2021	11	1,25,52,69,716	1,12,87,14,444	1,14,13,69,319	-1,26,54,875
2022	13	11,12,52,478	6,45,19,813	7,43,83,010	-98,63,197
2023	4	2,69,82,496	65,28,745	1,15,79,962	-50,51,217
2024	2	51,10,000	13,87,250	44,49,710	-30,62,460
2026	2	4,29,00,000	2,53,63,271	3,51,35,779	-97,72,508
Total	32	1,44,15,14,690	1,22,65,13,523	1,26,69,17,780	-4,04,04,258

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