



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

**Report of the
Comptroller and Auditor General of India
on
Management of Town and Country Planning**



**Government of Madhya Pradesh
Report No. 5 of 2025
(Performance Audit-Civil)**

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TABLE OF CONTENTS		
	Paragraph Number	Page Number
Preface		ix
Executive Summary		xi
Chapter-I Overview		
Introduction and legislative framework	1.1	1
Background	1.1.1	1
Legislative Framework	1.1.2	1
Roles and Responsibilities	1.1.3	1
Organisational Setup	1.1.4	4
Audit Framework	1.2	4
Objectives	1.2.1	4
Audit Criteria	1.2.2	4
Scope and Methodology	1.2.3	5
Acknowledgement	1.3	5
Chapter-II Planning		
Regional Plans and Development Plans	2.1	7
Non-preparation of Regional Plans	2.1.1	7
Delay in preparation of Development Plan	2.1.2	8
Non-collection of relevant data for preparation of Development Plan	2.1.3	10
Erroneous reservation of land without requirement	2.1.4	10

TABLE OF CONTENTS

	Paragraph Number	Page Number
Non-preparation of Zoning Plans	2.2	11
Conclusion	2.3	12
Recommendations	2.4	12
Chapter-III Implementation of the Act/Rules and Plans		
Introduction	3.1	15
Implementation of development plans	3.2	15
Unauthorised development in planning area	3.2.1	15
No action on unauthorized commercial establishments	3.2.2	16
No action on an unauthorized fruit market	3.2.3	17
No action on complaint cases	3.2.4	18
Non-compliance of norms	3.3	19
Irregular use of free space of Nala/River	3.3.1	19
Non-imposing of condition for Environmental Clearance	3.3.2	20
Irregular issue of building permission without obtaining Grey Water Discharge Management Plan	3.3.3	22
Non imposing of condition to use fly ash based material	3.3.4	23
Irregular release of mortgaged plots	3.3.5	24
Sanction of excess basement area	3.3.6	24
Irregular diversion of land	3.3.7	25

TABLE OF CONTENTS		
	Paragraph Number	Page Number
Non-collection of Goods and Services Tax on supervision fee by Municipal Corporation	3.3.8	26
Issues pertaining to collection of shelter fee by Municipal Corporations	3.3.9	27
Utilization of buildings without completion certificates	3.4	28
Deficiencies noticed during joint physical verification	3.5	30
Minimum Open Space not maintained	3.5.1	30
Irregularities in basement	3.5.2	31
Unauthorized construction of additional floors leading to increase in building height	3.5.3	32
Encroachment on Government land	3.5.4	32
Excess ground coverage beyond the sanctioned limit	3.5.5	34
Non-maintenance of space between two residential Towers/blocks	3.5.6	34
Unauthorized change in approved layout	3.5.7	35
Construction of excess built-up area than sanctioned	3.5.8	36
Unauthorised change in use of building	3.5.9	38
Water Harvesting System not constructed	3.5.10	40
Parking provisions not made as per norms	3.5.11	40
Land for road widening not kept free	3.5.12	41
Non-compliance of minimum community open	3.5.13	42

TABLE OF CONTENTS		
	Paragraph Number	Page Number
space/parks requirements		
Lesser width of main/approach/internal roads	3.5.14	43
Prescribed distance from railway boundary not maintained	3.5.15	44
Non-construction of staircases of specified width	3.5.16	45
Other miscellaneous irregularities	3.6	45
Irregularities noticed in physical verification of residential colonies	3.6.1	45
Irregularities noticed in physical verification of shopping malls	3.6.2	46
Irregularities noticed during joint physical verification of Hotel	3.6.3	47
Irregularities noticed in joint physical verification of colleges/schools	3.6.4	47
Operation of establishments without fire No Objection Certificate	3.6.5	48
Illegal construction of resorts	3.6.6	49
Non/partial existence of park	3.6.7	50
Conclusion	3.7	52
Recommendations	3.8	53
Chapter-IV Internal Control and Monitoring		
Introduction	4.1	55
Shortfall in meetings of planning and supervision committee	4.2	55

TABLE OF CONTENTS		
	Paragraph Number	Page Number
Shortfall in achievement of proposed land use	4.2.1	56
No mechanism to trace unauthorised development	4.2.2	58
No action on unauthorised colonies	4.3	59
Shortage of manpower	4.4	61
Conclusion	4.5	61
Recommendations	4.6	62
Chapter-V Conclusion and summary of recommendations		
Conclusion	5.1	63
Summary of recommendations	5.2	63

LIST OF APPENDICES		
Appendix Number	Details	Page Number
1.1	Details of development permissions issued and selected for audit scrutiny	67
1.2 (1)	Detail of building permissions issued and selected for audit scrutiny	68
1.2 (2)	Detail of colony permissions issued and selected for audit scrutiny	68
2.1	Details of Regions of Madhya Pradesh	69
3.1	Detail of development permissions issued by selected T&CP offices, and colony development permissions and building permissions issued by selected MCs during 2018-23	70
3.2	Statement showing status of notices issued to owners and receipt of their response	71
3.3	Statement showing cases wherein JD, T&CP, Gwalior did not take appropriate action	75
3.4	Details of cases wherein Nala was not shown in the approved layout or conditions not imposed in development permission	76
3.5	Statement showing cases wherein distance from Nala/River was not maintained as noticed during Joint Physical Verification	79
3.6	Details of cases wherein applicant did not submit Grey Water Discharge Management Plan to MC	81
3.7	Statement showing violation of Minimum Open Space (MOS)	83
3.8	Statement showing irregular use of basement	85
3.9	Statement showing construction of additional floors	86
3.10	Statement showing excess ground coverage beyond the sanctioned limit	87
3.11	Statement showing deviation in construction against the approved layout of T&CP	88

LIST OF APPENDICES		
Appendix Number	Details	Page Number
3.12	Statement showing rainwater harvesting system not constructed	90
3.13	Statement showing parking provisions not made as per norms	91
3.14	Statement showing non-compliance of minimum community open space requirement	92
3.15	Statement showing width of roads/ means of access not maintained	93
3.16	Statement showing staircase not constructed with specified width	94
4.1	Details of proposed land use in Development Plan and achievement thereagainst	95
4.2	Statement showing non-utilization of land (inconsistent land) for intended purpose	96
4.3	Statement showing details of 43 unauthorised colonies where no cognizance taken by the BMC	98

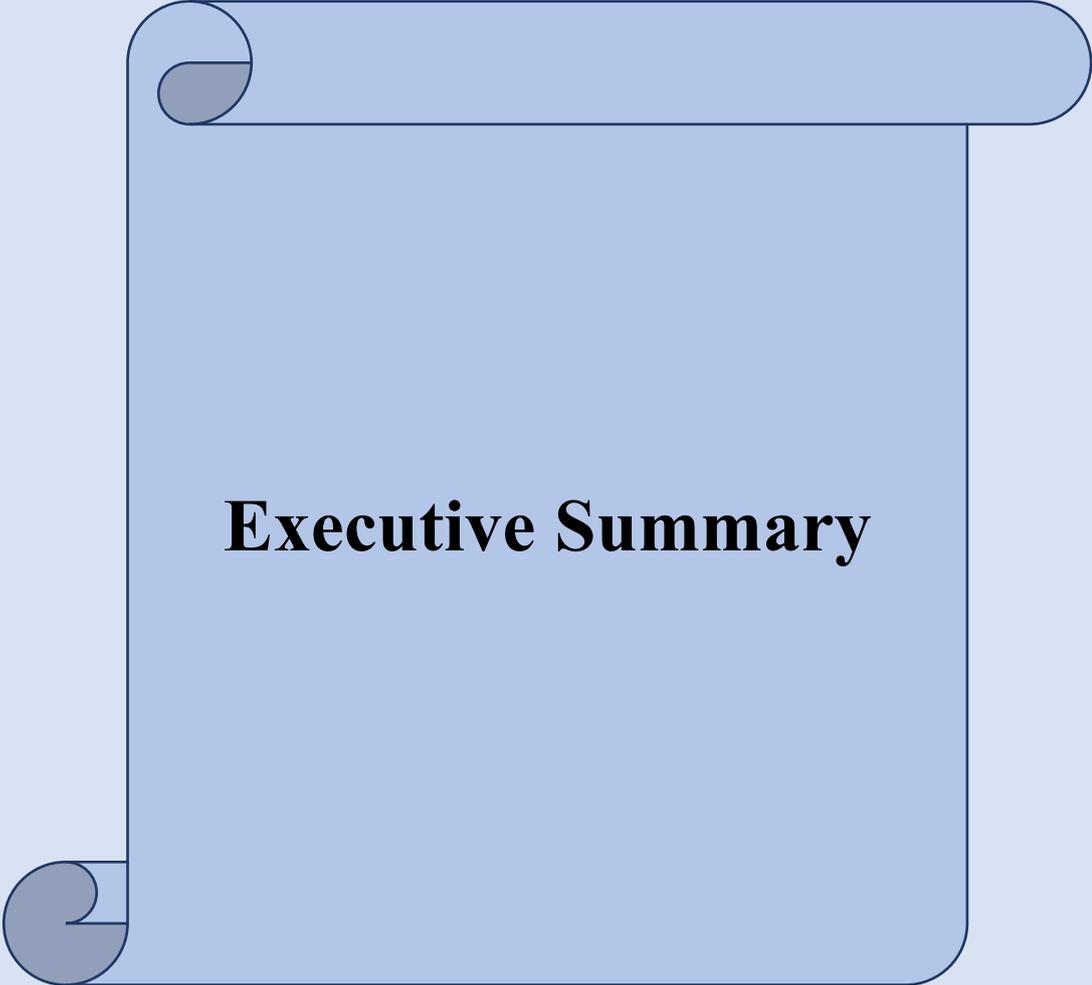
PREFACE

This Report for the year ended March 2023 has been prepared for submission to the Governor of Madhya Pradesh under Article 151 of the Constitution of India for being laid before the Legislature of the State.

The Report contains significant results of Performance Audit on "Management of Town and Country Planning" pertaining to Urban Development and Housing Department, Madhya Pradesh, covering the period from April 2018 to March 2023. The Audit has been conducted under the Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act, 1971.

The instances mentioned in the Report are those which came to notice in the course of test audit.

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



Executive Summary

Executive Summary

Why this Audit

Government of Madhya Pradesh (GoMP) established (1956) the Directorate of Town and Country Planning (T&CP), Madhya Pradesh with the objective of developing cities in a planned and systematic manner. The functions and activities of Town and Country Planning (T&CP) are governed by Madhya Pradesh *Nagar tatha Gram Nivesh Adhiniyam*, 1973 (hereinafter referred to as the *Adhiniyam*), Madhya Pradesh *Nagar Tatha Gram Nivesh Niyam*, 1975, and Madhya Pradesh *Bhumi Vikas Niyam*, 2012 (MPBVN). Director, T&CP is responsible for preparation of Regional Plan and Development Plan and for review of Development Plans at regular intervals considering the population and, requirement of basic amenities and facilities. It also prepares plans for various cities of religious/tourist/historical/industrial importance. The *Adhiniyam* provides for planning, development, and use of land. Its provisions provide for preparation of development plans and zoning plans to ensure effective planning and execution of town and country planning schemes. The offices at the divisional level of the Directorate of Town and Country Planning were reorganised as District Offices.

This audit has been conducted to assess the role of the Directorate of Town and Country Planning and selected Urban Local Bodies (ULBs) in ensuring planned development under their jurisdiction. While the preparation of development and regional plans is the sole responsibility of the Directorate of Town and Country Planning, zoning plans are prepared by the concerned ULBs. Town and Country Planning is a comprehensive system which is regulated by the Government to guide the development and use of land, and to ensure a balanced and sustainable urban-rural growth. This is achieved through concerted efforts of the government agencies and local bodies responsible for planning and implementation of such plans.

Records for the period April 2018 to March 2023 of Director, T&CP and five districts (Bhopal, Gwalior, Indore, Jabalpur, Ujjain) offices of T&CP and Municipal Corporations (MCs) of these districts were examined. Selected cases of development/ building/colony development permissions issued by selected T&CP and MCs were scrutinized and joint physical verification with the MCs' personnel was also conducted to check the compliance.

What we found

I. PLANNING

As per the provisions of the *Adhiniyam*, the Directorate, T&CP is responsible for preparation of regional plans indicating the manner to use land in the region, phasing of development, network of communications and transport etc. Further, the Urban and Regional Development Plans Formulation and Implementation (URDPFI) Guidelines of Government of India (GoI) provide that regional plans should be comprehensive and prepared at an appropriate scale to ensure the integration of urban nodes with the semi-urban and rural areas. GoMP divided (October 1973 and May 1999) the state into eight regions. However, Director, T&CP did not prepare regional plans, except for Bina Petrochemicals and Industrial Region, where draft

Regional Plan was published in March 2012, but the final notification was pending (December 2024). GoMP could not publish Bhopal Development plan (as of February 2025) resulting in prevalence of outdated Bhopal Development Plan 2005 in Bhopal. Audit also noticed non-collection of pertinent reports/ inputs from stakeholders by Joint Director, T&CP, Ujjain, Jabalpur, Indore and Gwalior for preparation of development plans.

Audit noticed that the department erroneously reserved land on behalf of railways even though no such request had been received. Even after receipt of clarification from Railway, the department failed to de-reserve the land. Selected MCs did not prepare zoning plans for the development of infrastructure and amenities in local areas resulting in unauthorised colonies/slum areas were increasing in planning areas.

II. IMPLEMENTATION OF THE ACT/RULES AND PLAN

In compliance to provisions of the *Adhiniyam*, district offices of T&CP issues development permissions comprising layout for development of colonies/commercial establishments *etc.* Thereafter, MCs issues colony development permission comprising details of internal/external facilities to be developed in the colony and building permissions comprising drawing of the building to be constructed.

Audit noticed a lack of prompt and effective action in 126 reported cases of unauthorized developments of marriage gardens in planning area, as well as in cases of unauthorised development of a wholesale fruit market in residential land and on complaint cases. Further scrutiny showed irregularities in use of free space of *Nala/River* in violation of MPBVN and encroachment of free space from *Nala*. MCs irregularly issued building permissions without obtaining grey water discharge management plan. Further, MCs irregularly released mortgaged plots of colony without ensuring completion of internal development work. Audit noticed irregular diversion of land by Sub-Divisional Officer, Revenue in violation of provisions of the *Adhiniyam*. MCs did not collect GST on supervision fee resulted in loss of revenue of ₹96.78 lakh.

Audit noticed that Municipal Corporation authorities did not monitor the development activities/construction works of buildings after issue of colony development permissions/building permissions resulting in significant deviations by the applicants against approved layout. Between 2018 and 2021, 33,016 building permissions were issued but not ensured whether completion certificate was obtained by the concerned owners. The MCs did not have an integrated IT application to monitor the pendency status of Occupancy Certificates (OCs), along with the corresponding reasons for such pendency. Consequently, there was no established mechanism to verify the status of OCs prior to the issuance of new building permissions, thereby increasing the risk of non-compliance with applicable regulatory norms.

During joint physical verification of 185 selected cases (142 buildings and 43 colonies), it was noticed that in 50 instances (nearly 35 *per cent* of buildings), applicants of building permission did not leave minimum open space. Additionally, irregularities in construction/ use of basement area was observed in 14 instances, and in six instances, additional floors were constructed in violation of MPBVN. Audit also noticed three instances of

encroachment on Government land, excess ground coverage beyond the sanctioned limit in 11 instances, non-maintenance of gap between two residential towers/blocks. Audit also noticed discrepancies such as construction of excess built-up area than sanctioned in six instances, irregular change in use of buildings in nine instances, non-construction of water harvesting system in 41 instances, non-compliance of minimum community open space/park requirements in 13 instances and lesser width of main/approach/internal roads in nine instances. Further, it was noticed that one of the test checked colonisers, did not maintain required distance of 30m from railway boundary and constructed boundary wall, park, swimming pool *etc.*, within 30m from railway boundary.

We also noticed incomplete internal development works, construction of college building without obtaining development permission from T&CP, irregular issuance of development permission for IT park on application received for institutional purpose (School), illegal construction of resort.

III. INTERNAL CONTROL AND MONITORING

Town and Country Planning is a technical advisory body to Government for promotion of planned physical development of urban areas in the State.

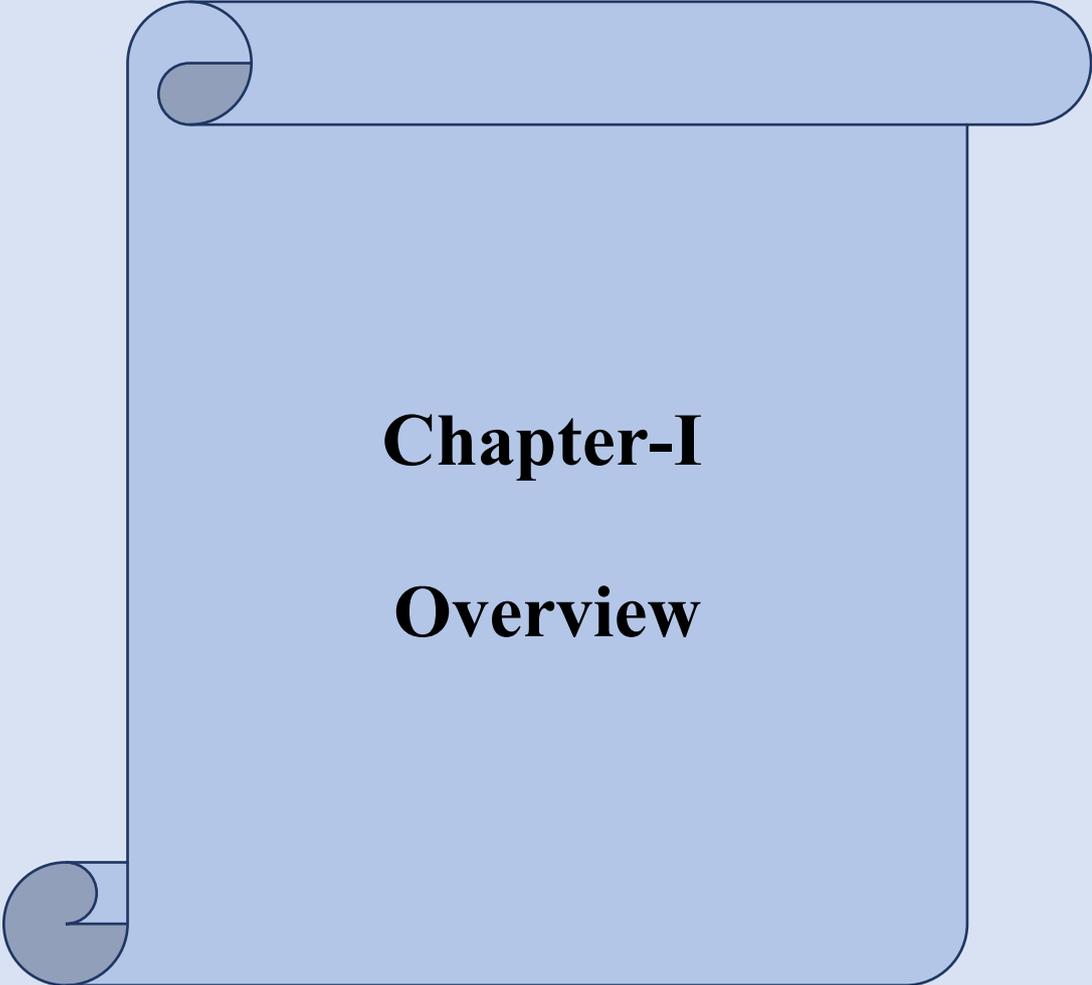
Audit noticed significant shortfall ranging between 88 and 96 *per cent* in meetings of planning and supervision committee. There was significant shortfall of 44 *per cent* in achievement of proposed land use. Audit noticed that roads, buildings, government quarters proposed in old development plans were being included in new development plans which indicates non-achievement of targets of previous development plans. The Department did not have its own mechanism to trace unauthorised development resulting in absence of preventive action on unauthorised land use. Audit noticed that Bhopal, Gwalior, Indore and Ujjain MCs though identified 1586 unauthorised colonies through survey but did not take effective action for removal of the unauthorised development /construction and filing complaints with the police authorities. Further, audit noticed acute shortage of manpower in selected T&CP district offices. All these reflect that Department of Town and Country Planning was largely non-functional.

What we recommend

Audit recommends that the Government should

- (1) *prescribe a timeline of suitable interval for preparation/updation of Regional Plan/Development Plan/Zoning Plan as recommended in Urban Regional Development Plans Formulation and Implementation Guidelines, 2014 issued by GoI and immediately finalize and publish the Bhopal Development Plan.*
- (2) *fix responsibilities on concerned authorities/officials for delay in de-reservation of land, failure in removal of unauthorised development and ensuring compliance of norms/conditions by the applicant/builders and non-reporting of cases of deviation.*
- (3) *collect fines from builders who have violated prescribed conditions/norms and take stringent action for future violations, if any.*

- (4) prescribe rosters for inspection of development activities/buildings by T&CP/MC officials as well as use Geographical Information System (GIS) to identify deviations from Development Plan as well as permissions.*
- (5) set a fixed timeline for inspecting unauthorized developments and take appropriate action.*
- (6) develop an integrated IT Application to enhance transparency in the NOC application process, providing real-time updates on status of permissions from various agencies, along with reasons for withholding Occupancy Certificate and other permissions.*



Chapter-I

Overview

Chapter-I: Overview

1.1 Introduction and legislative framework

1.1.1 Background

Town and Country Planning is a comprehensive system which is regulated by the Government to guide the development and use of land, and to ensure a balanced and sustainable urban-rural growth. This is achieved through concerted efforts of the government agencies and local bodies responsible for planning and implementation of such plans.

This audit has been conducted to assess the role of the Directorate of Town and Country Planning and selected Urban Local Bodies (ULBs) in ensuring planned development under their jurisdiction. While preparation of development and regional plans is the sole responsibility of the Directorate of Town and Country Planning, zoning plans are prepared by the concerned ULBs.

1.1.2 Legislative Framework

The Government of Madhya Pradesh (GoMP) established the Directorate of Town and Country Planning (T&CP), Madhya Pradesh, in 1956, with the core objective of promoting planned and systematic urban development within the State. Further, the Madhya Pradesh Nagar Tatha Gram Nivesh *Adhiniyam*, 1973 (hereinafter referred to as “the *Adhiniyam*”) was enacted in April 1973, which established the legislative framework for the planning, development, and use of land within the State. The *Adhiniyam* aims to:

- Provide for orderly planning, development, and utilization of land.
- Ensure proper preparation and effective execution of town planning schemes through the formulation of development plans and zoning plans.
- Establish a Town and Country Planning Authority for the effective implementation of town and country development plans.
- Enable the development and administration of special areas through Special Area Development Authorities.
- Provide for the compulsory acquisition of land necessary for development plans.

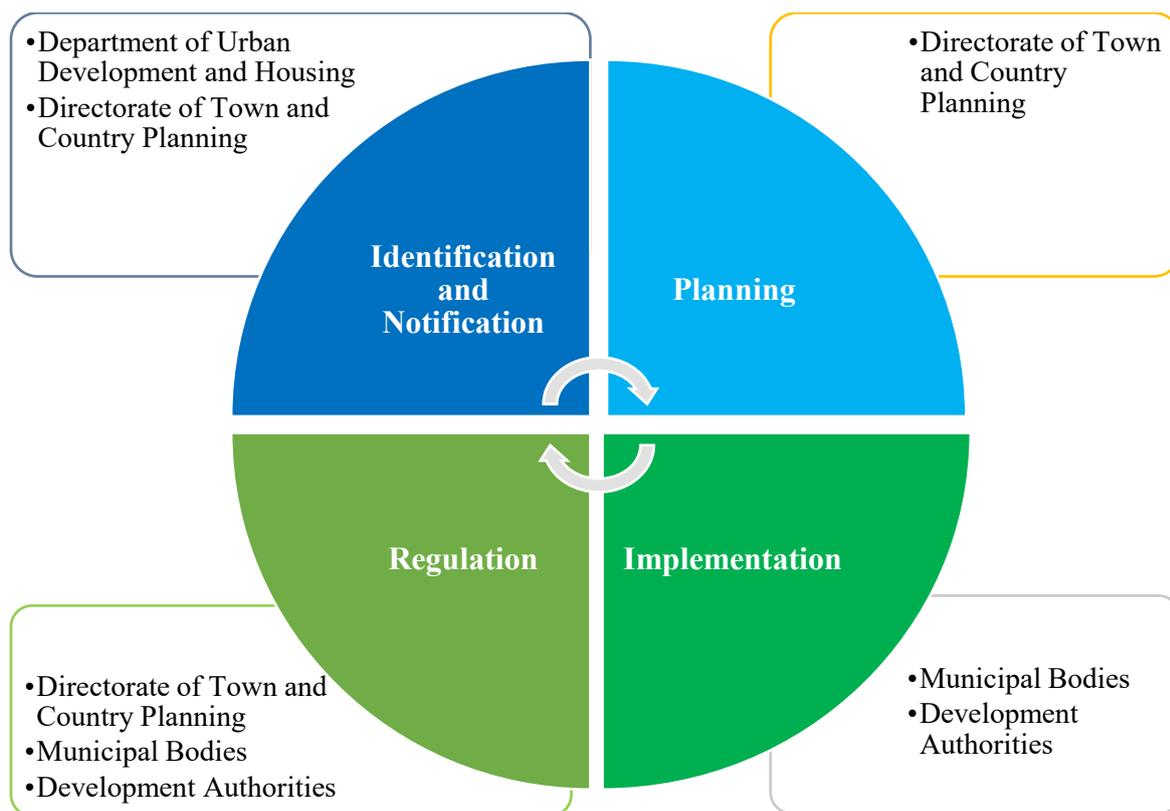
To further regulate town and country planning, GoMP also notified the Madhya Pradesh Nagar Tatha Gram Nivesh Niyam, 1975, and the Madhya Pradesh Bhumi Vikas Niyam, 2012 (MPBVN).

The Town and Country Planning (T&CP) department, operating under the aegis of the Urban Development and Housing Department of GoMP, is responsible for implementing the *Adhiniyam*'s provisions and the Directorate, Town and Country Planning, and the Municipal Corporations play vital roles in the management of town and country planning.

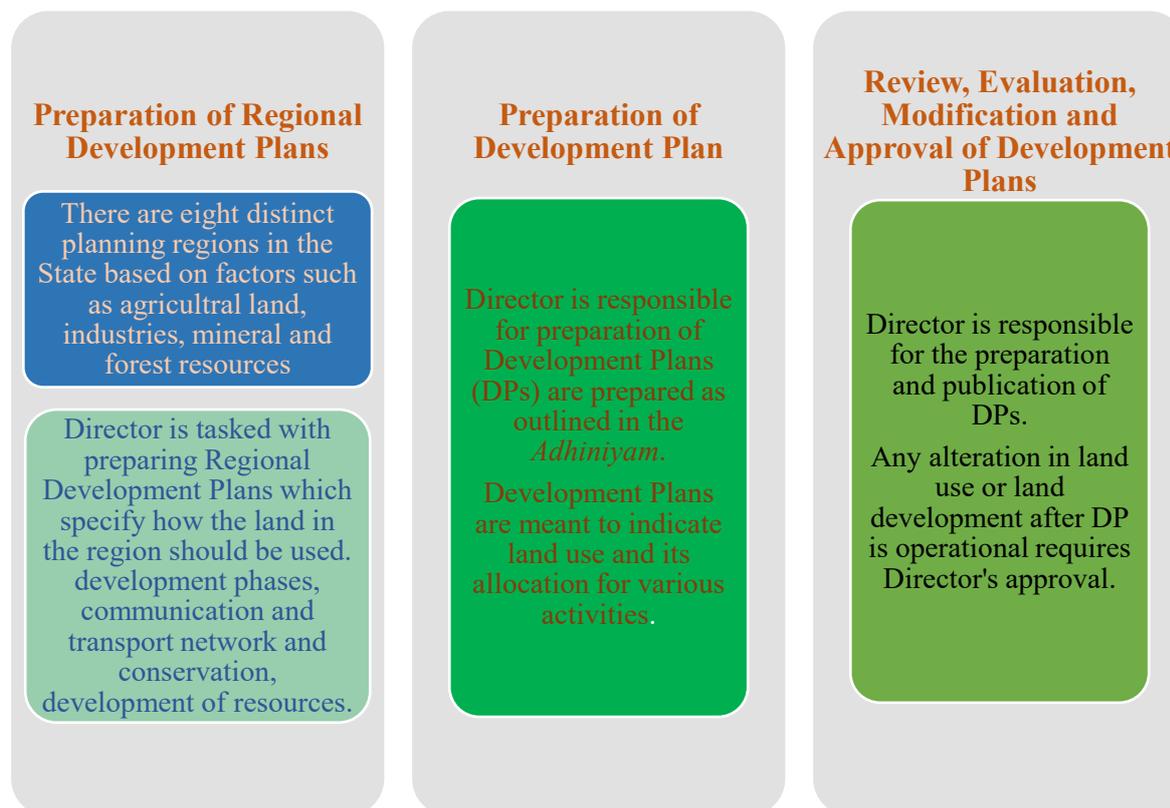
1.1.3 Roles and Responsibilities

To provide a clearer understanding of the responsibilities within the town and country planning framework, the key functions and roles are outlined below:

Chart 1.1: Roles of various agencies in town and country planning



1.1.3.1 Role of Director, Town and Country Planning



Power to grant change in land use after DPs are operationalised

Individuals or entities (excluding the Union Government, State Government, local authorities, or special authorities constituted under this Act) seeking to develop land must submit a written application to the Director. Upon receiving an application, the Director, may:

- Grant permission unconditionally.
- Grant permission subject to conditions deemed necessary.
- Refuse permission.

Control of Unauthorized Development

The *Adhiniyam* empowers the Director, T&CP, to impose penalties and take action to remove unauthorized development within the planning area.

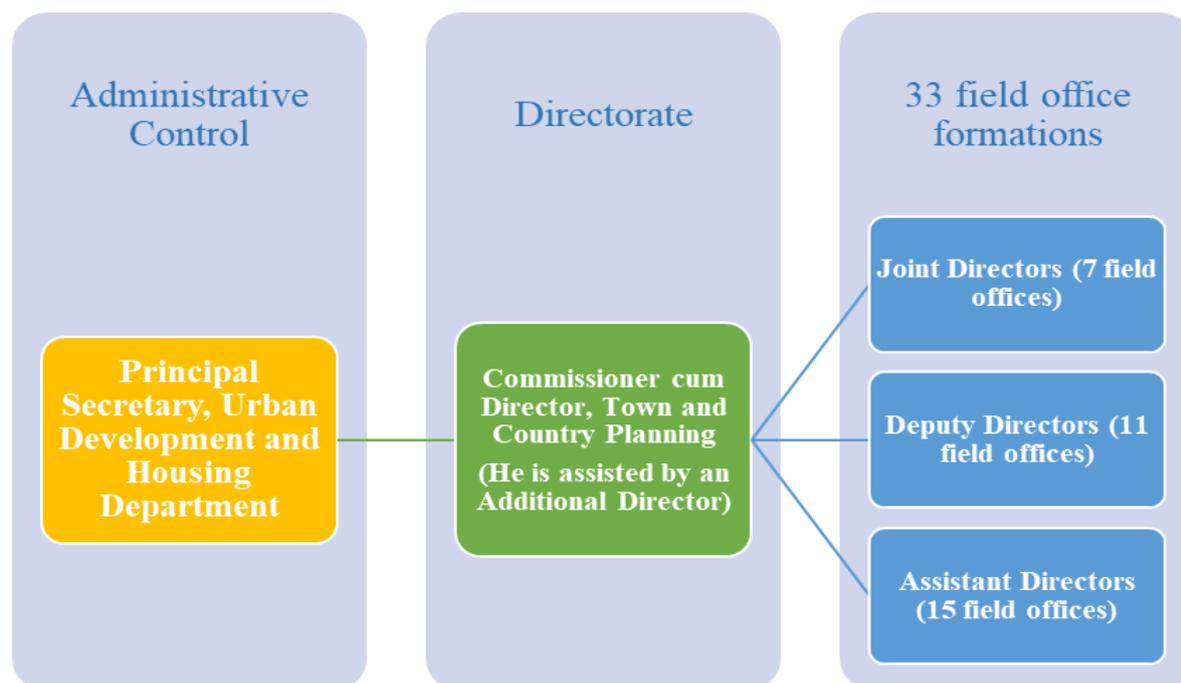
1.1.3.2 Role of Municipal Corporations (Urban Local Bodies)

According to the MP Municipal Corporation Act, 1956, the Municipal Corporation Commissioner is authorized to:

- Grant Registration Certificates for the development of colonies.
- Prohibit the erection or re-erection of buildings.
- Halt building work that has commenced or is being carried out unlawfully.
- Order the removal or alteration of work that does not conform to bye-laws.

Preparation of Zoning Plans: The local authority (ULB) may, on its own motion, at any time after preparation of development plans or on the directives of the State Government, shall prepare a Zoning Plan. These plans, which require approval from the State Government, provide detailed land use specifications that elaborate on the broader land use designations outlined in the Development Plan. Zoning Plans also identify land liable for acquisition for public purposes by entities such as the Union Government, the State Government, and Town and Country Development Authorities.

1.1.4 Organisational Setup



1.2 Audit Framework

1.2.1 Objectives

Town and Country Planning is crucial for creating livable, sustainable and efficient communities by managing land use, ensuring access to services and promoting economic growth, while addressing environmental and social needs.

Lack of town and country planning leads to chaotic urban growth, environmental degradation and societal problems like traffic congestion, inadequate infrastructure and inequitable access to resources and opportunities. In view of the above, performance audit was conducted to assess whether:

- the department designed the Regional Plans/Development Plans/Zoning Plans after incorporating inputs from the required parameters/criteria/surveys *etc.*?
- the concerned/involved authorities complied with the provisions of Acts/Rules and plans?
- the department had effective internal controls and monitoring mechanisms?

1.2.2 Audit Criteria

The audit criteria have been derived from:

- The Madhya Pradesh *Nagar Tatha Gram Nivesh Adhiniyam*, 1973 (MPTCP Act).
- The Madhya Pradesh *Nagar Tatha Gram Nivesh Niyam*, 1975 (MPTCP Rules).
- The Madhya Pradesh *Bhumi Vikas Niyam*, 2012 (MPBVN 2012).
- The Madhya Pradesh Municipal Corporation Act, 1956 (MPMC Act).

- The Madhya Pradesh Land Revenue Code, 1959 (MPLR Code).
- Municipal Corporation (Recycled and Reuse of Grey Water in buildings) Model Bye laws, 2010
- The MP Nagar Palika (Registration of Colonizer, Terms and Conditions) Rules, 1998
- Urban and Regional Development Plans Formulation and Implementation (URDPFI) Guidelines, 2014 of Government of India (GoI).
- National Building Code.
- GoI's/GoMP's Notifications, Circulars and orders issued from time to time.

1.2.3 Scope and Methodology

The Audit was conducted at Directorate, T&CP and five (out of 33) district offices of T&CP and five (out of 16) Municipal Corporations (Bhopal, Gwalior, Indore, Jabalpur, Ujjain)¹ for the period 2018-23.

Detailed scrutiny of 539 (out of 3,384) development permissions issued by T&CP offices of selected districts was carried out (**Appendix-1.1**). Further, 407 (out of 1,722) building permissions and 149 (out of 573) colony development permissions issued by Municipal Corporations to the owner/developer/builder were also scrutinized by audit (**Appendix-1.2**).

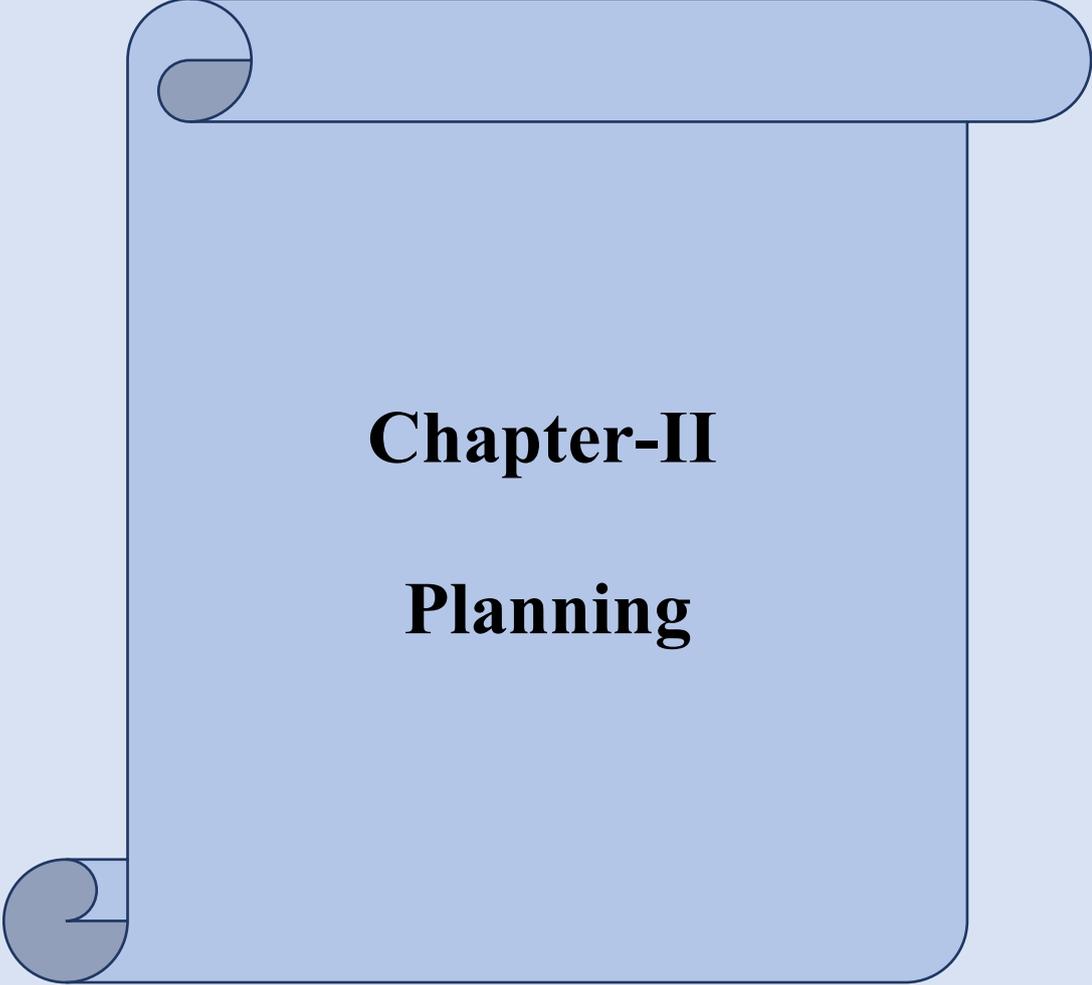
Audit methodology involved requisition of records, examination of data and records, issue of audit enquiries and audit observations. Joint physical verification with the officials of Municipal Corporations was also conducted for on-the-spot verification of recorded permissions. The development authorities have also been assigned role of implementation of the provisions of the *Adhiniyam* and Rules. These are currently not being audited by the Comptroller and Auditor General of India and therefore, have not been covered in this assignment.

An Entry Conference was held (June 2023) with Principal Secretary, Urban Development and Housing Department (UDHD), GoMP wherein audit objectives, scope and methodology was discussed. An Exit Conference was held (February 2025) with Principal Secretary, Urban Development and Housing Department, GoMP to discuss the audit findings. During Exit Conference, Government furnished replies which have been suitably incorporated and rebutted, wherever required, in the report.

1.3 Acknowledgement

Audit acknowledges the cooperation extended by the State Government, Directorate, Town and Country Planning, five district offices of T&CP and Municipal Corporations (Bhopal, Gwalior, Indore, Jabalpur, Ujjain) for conducting the Performance Audit.

¹ Units were selected on the basis of the population.



Chapter-II

Planning

Chapter II: Planning

2.1 Regional Plans and Development Plans

The URDPFI guidelines *inter alia* stipulate time frames for preparation of various plans as follows:

Table 2.1: Planning System Framework as per URDPFI guidelines

Type of Plan	Scope and purpose of the plan	Time Frame
Regional Plan	To identify the region and regional resources for development within which settlement (urban and rural) plan to be prepared and regulated by District Planning Committee.	20 years
Development Plan	To prepare a comprehensive Development Plan for urban areas, Peri-urban areas under control of Development authority/ Metropolitan Planning Committee.	20-30 years (Review every 5 years)
Zoning Plan	To detail the sub-city land use plan and integration with urban infrastructure, mobility and services.	5-20 years (Review every 5 years)

GoMP through notifications (October 1973 and May 1999) divided the State into eight regions as detailed in *Appendix 2.1*.

2.1.1 Non-preparation of Regional Plans

Section 5 of the Adhiniyam provides for preparation of the Regional Plans (RP). Scrutiny of records of Director, T&CP showed that Director, T&CP did not prepare RPs for development of the regions as required under Section 5 of the *Adhiniyam*, except for Bina Petrochemicals and Industrial Region, where draft RP was published in March 2012, but the final notification was pending (December 2024).

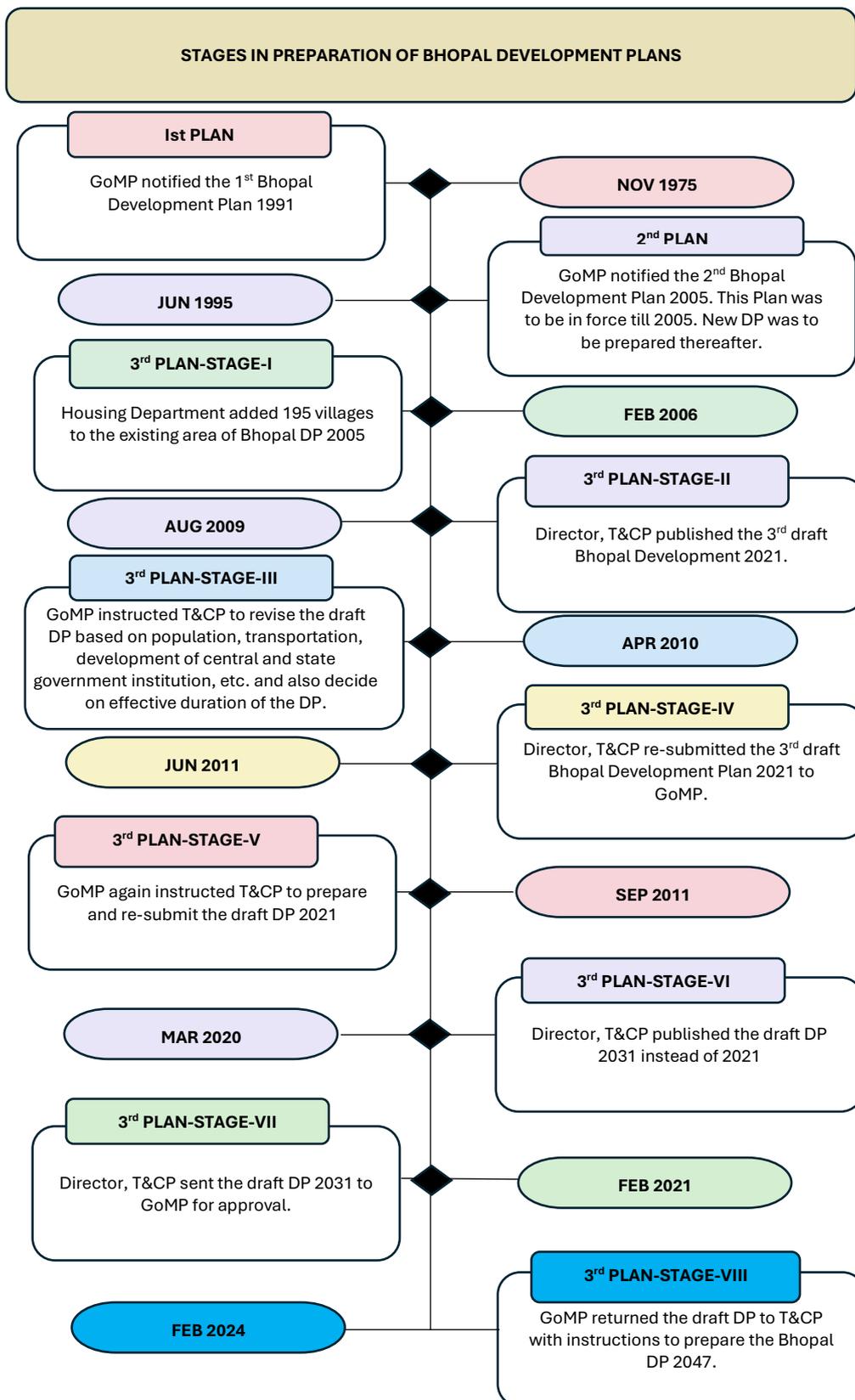
Thus, the Director, T&CP did not publish Regional Plans in compliance with the provisions of the Adhiniyam which resulted in non-preparation of strategy by considering planned urban/rural development after analysing the land uses of the region, specifically eco-sensitive zones. This deprived the State of a proper plan for implementation of economic and social structural facilities, irrigation, drinking water, environment, transportation, etc. in line with the increasing population. Non-preparation of Regional Plans adversely affected the planning for conservation of natural resources/biodiversity, control over unplanned development, planned use of land.

During Exit Conference, the Government/Department accepted the fact and assured that it would seriously consider preparation of all Regional Plans in future.

Government accepted the audit observation and assured corrective action in future.

2.1.2 Delay in preparation of Development Plan

The following chart shows the various stages in preparation of the development plans in Bhopal:



(Source: Compiled from T&CP's records)

It can be seen from the above chart that the GoMP returned the draft Bhopal Development Plan 2031 in February 2024, after a lapse of 36 months. No further development was observed in the Directorate insofar as submission of the revised draft as per GoMP's instructions was concerned (December 2025).

Consequently, on account of delays in finalization of the new development plan(s) after the expiry of 'in force' DP of 2005, both at the Directorate and the Government level, the outdated Bhopal Development Plan 2005 continues to prevail.

Audit noticed that no time frame was prescribed in the *Adhiniyam* for preparation and approval of the Development Plan. Thus, since 1975, only two Bhopal Development Plans were approved by the Government, one each for 1991 and 2005. Thereafter, no new development plan for Bhopal was approved even after a lapse of 18 years. As a result, Bhopal Development Plan 2005 continued to be the benchmark which may not be relevant to cater to the present development needs. We further noticed a 77 *per cent* population increase in Bhopal Municipal Corporation area in comparison to 1991 population with 2011 population and 175 *per cent* increase in unauthorised colonies in comparison to 2000 with 2021. Information in respect of encroachments and land ceiling limits has not been furnished by Director, T&CP, Bhopal. In the absence of an updated DP for Bhopal post expiry of the 2nd DP of 2005, the State Government has no model, basis or plan in place to prepare for the growth in population coupled with wanton development and increase in unauthorised colonies, which needs a strategic vision as well as a resolute approach.

During exit conference, the Government stated (February 2025) that the gap due to non-approval of Development Plan of Bhopal by GoMP despite increase in area covered is filled through a Committee at the Government level, which considers extension of planning area, and a committee at district level to review the map and existing land use were constituted.

The reply is not acceptable as even though the Committee considers expansion issues of planning area, the aspect of concerns/objections of the stakeholders do not get addressed. So, this exercise cannot substitute timely preparation of Development Plan. Further, on enquiring reasons for non-finalization of Bhopal Development Plan 2021, Director, T&CP intimated that Government returned (September 2011 and February 2024) the draft Bhopal Development Plan, 2031 with remarks to prepare draft Bhopal Development Plan 2047 by December 2024 on the basis of projected requirements. The same remains to be published.

Director prepared draft Bhopal Development Plan 2021 in August 2009. However, the Bhopal Development Plan could not be published (February 2025) resulting in prevalence of outdated Bhopal Development Plan 2005.

The return of draft development plans by GoMP on stated grounds like revisiting the draft Bhopal Development Plan 2021 considering the population and development of the State *etc.*, (instructed in April 2010), preparing a new draft Bhopal Development Plan (returned in September 2011) and preparing draft Bhopal Development Plan, 2047 (returned in February 2024) are not only arbitrary and vague, but it also allows enhanced discretion to Government to determine development processes and preferences through committee, effectively substituting development plans. Non-finalisation of the Bhopal DP for 20 years

and regularising the extensions through an internal committee mechanism is fraught with risks and requires immediate correction.

2.1.3 Non-collection of relevant data for preparation of Development Plan

Scrutiny of records of preparation of development plans of selected districts¹ showed that T&CP Ujjain, Jabalpur, Indore and Gwalior had not obtained such pertinent reports (works to be done by the various departments for implementation of Development Plan) from the Government Departments, local authorities and public institutions during preparation of Development Plan. T&CP Bhopal had issued letter (June/July 2016 and June 2019) to various departments seeking data/records, but no reply was received from the concerned departments. Also, T&CP offices of the selected districts, except T&CP Bhopal, did not consider any draft five-year and annual development plan prepared by the *Zila Yojna Samiti* during preparation of Development Plan. Thus, the department did not adhere to the prescribed procedure for preparation of Development Plan. In absence of inputs from local authorities/departments, it could not have ensured that the activities planned in the Development Plan were realistic and in conformity with the requirements of various departments/ authorities/institutions and activities envisaged in other plans.

During exit conference, the Government stated (February 2025) that necessary data is obtained from various departments before preparing the Development Plans.

Audit requested to provide copy of relevant records for verification by Audit. However, Government did not provide copy of records along with the reply for verification by Audit.

2.1.4 Erroneous reservation of land without requirement

Section 14 (d) of the *Adhiniyam* provides that the Director shall carry out such surveys, inspections and obtain such pertinent reports from Government departments, local authorities, and public institutions as may be necessary for preparation of the plans. Further, as per Sub Section 23(1) and 23-A(1)(a) of the *Adhiniyam*, the Director may on his own motion or if so, required by the State Government shall undertake a review, modification and evaluation of the Development Plan.

Section 35 states that on receipt of request from the appropriate authority for deletion of reservation of land, the Director or the State Government, if it is satisfied that the land is not required for the public purpose for which it is reserved in the draft Development Plan, may sanction the deletion of such reservation from the draft Development Plan. Thereafter, the land is deemed to be released from such reservation and shall become available to the owner for the purpose of development as otherwise permissible in the case of adjacent land under the relevant plan.

During scrutiny of records of Development Plan preparation at Joint Director, T&CP, Indore audit noticed that land of *Khasra* No. 5/3 and 49 in village *Bhangarh*, Tehsil Juni, district Indore, was reserved by the T&CP Department (January 2008) for transportation land use, to build *Kumhedi* Railway Station at *Bhangarh* village in Indore as per Indore Development

¹ Bhopal, Gwalior, Jabalpur, Indore and Ujjain

Plan 2021, effective from January 2008. We noticed that Deputy Chief Engineer (C)-IV, Western Railway, in response to a Right to Information application, stated (August 2019) that there was no proposal for *Kumhedi* Railway Station. In reference to the reply of railway, Joint Director, T&CP Indore intimated (September 2019 and October 2019) to the Director T&CP Bhopal that the railway has no proposal for *Kumhedi* Railway Station and suggested that the land of *Khasra* No. 5/3 and 49 may be de-reserved from transportation land use under Section 23-A(1)(a) of the *Adhiniyam*. Further, Deputy Chief Engineer(C) IV, Western Railway, Indore (MP) also clarified (September 2020) to Joint Director, T&CP Indore that there is no such proposal under consideration of the railway to build a new railway station named *Kumhedi*.

However, the land continues to be reserved (December 2024) in spite of a pending application from landowners and judgement of the Madhya Pradesh Hon'ble High Court, Indore Bench (July 2022). Thus, it indicates that the department erroneously reserved the land on behalf of railways even though no such request had been received. Even after receipt of clarification from Railways that the land was not required, the department did not de-reserve the land. This resulted in unnecessary litigation and land remaining unavailable for development.

During Exit Conference, the Government admitted the facts and stated (February 2025) that, so far, the department has not been able to de-reserve the land, but necessary action will be taken in this regard.

Non-disposal of representations of the landowners despite directions of the Hon'ble High Court in light of above facts as well as the reasoning on part of GoMP not to re-examine the issue on grounds of non-receipt of request from Railway authorities is irregular. Such instances of unnecessary activism may result in non-cooperation from landowners in future while development plans are chalked out, making implementation difficult.

The Government/Department may investigate the reasons and fix responsibility for delays in de-reservation of land.

2.2 Non-preparation of Zoning Plans

As per Section 20 of the *Adhiniyam*, the local authority (Municipal Bodies) may, on its own motion, at any time after the publication of the development plan, or thereafter if so, required by the State Government shall, within six months of such requisition prepare a Zoning Plan. Further, Section 21(1)(a) states that the zoning plan shall indicate the land liable for acquisition for various purposes and should clearly earmark areas for residential/commercial/industrial/ agricultural units and various public utilities, forests and other natural bodies and other matters relating to development of the planning area. Further, Section 23-A(1)(a) of the *Adhiniyam* provides that the State Government may, on its own motion or on the request of a Town and Country Development Authority, make modification in the development plan or zoning plan for any proposed project.

Further, Urban and Regional Development Plans Formulation and Implementation (URDPFI) Guidelines, 2014 (para 1.5.4) stipulates that local area plans are to be prepared to make provision for infrastructure and amenities to enhance the quality of living.

In response to audit enquiry, Municipal Corporations of the selected districts intimated (April/May/June 2024) that no zoning plans were prepared. Audit noticed from the current and previous Development Plans that increase in slum areas ranged between 27 per cent and 121 per cent in three² out of five selected districts. Further, in case of Bhopal and Jabalpur districts, although the area increase under slums was not available in the records, Audit noticed a 182 per cent increase in slum population in Bhopal (from 1.70 lakh in 2001 to 4.80 lakh in 2011) while in Jabalpur district slum population remained constant at 2.50 lakh, as per Jabalpur Development Plan 2005 and Jabalpur Development Plan 2021, which indicates that the surveys carried out to prepare the Jabalpur Development Plan 2021 were unreliable. There were no reasons on record to explain as to how the slum population remained static in Jabalpur, despite significant increase in the other four districts.

Thus, in absence of zoning plans for the development of infrastructure and amenities in local area, unauthorised colonies /slum areas were increasing in planning areas which resulted in haphazard development of residential areas.

During Exit Conference (February 2025), the Government admitted the fact and stated that the process of preparing the zoning plan has now begun, and some districts are in the process of preparing their zoning plan.

2.3 Conclusion

The T&CP did not prepare Regional Plan as envisaged in the Act/rules. Development Plans were prepared without taking inputs from stakeholders. Selected Municipal Corporations did not prepare zoning plans for the development of infrastructure and amenities in local area resulting in increase in unauthorised colonies/slum areas in planning areas. Even though clear timelines and planning framework had been prescribed by the Ministry of Urban Development, GoI, for preparation of Regional, Development and Zoning Plans, the T&CP/GoMP did not adhere to these guidelines.

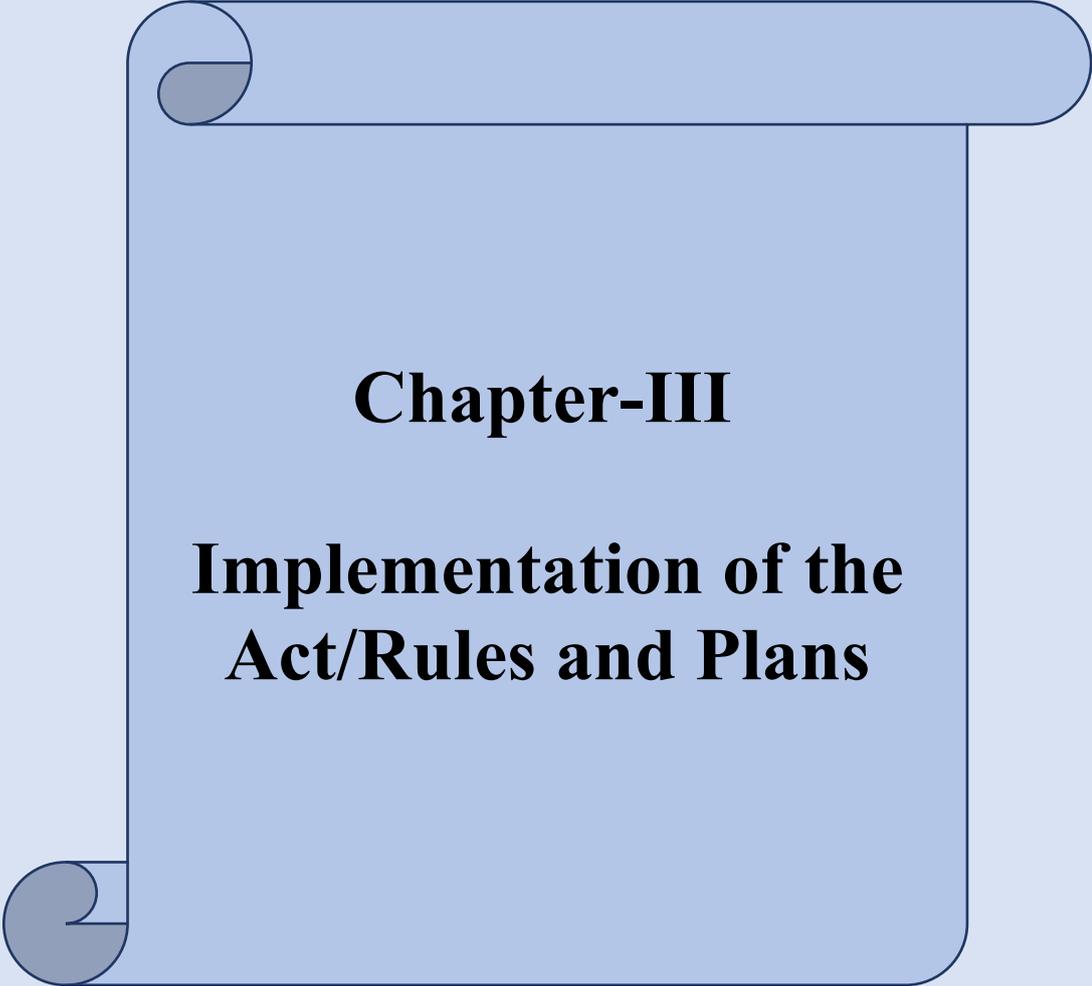
2.4 Recommendations

Audit recommends that:

- *Government should prescribe a timeline of suitable interval for preparation/ updation of Regional Plan/Development Plan/Zoning Plan as recommended in Urban and Regional Development Plans Formulation and Implementation Guidelines, 2014 issued by the GoI (Paragraphs 2.1.1, 2.1.2 and 2.2).*
- *Early action should be taken for preparation of Bhopal Development Plan, aligned with the population and economic growth so that future growth can be effectively planned and managed (Paragraph 2.1.2)*
- *The Government/Department may investigate the reasons and fix responsibility for delays in de-reservation of land (Paragraph 2.1.4).*

² Gwalior - 62 per cent, Indore - 121 per cent and Ujjain - 27 per cent.

- *The Department should ensure that surveys carried out for preparation of various plans (Regional/Development and Zoning) are accurate and reflect the on-ground realities (Paragraph 2.2).*



Chapter-III

Implementation of the Act/Rules and Plans

Chapter III: Implementation of the Act/Rules and Plans

3.1 Introduction

As per Section 29 (1) and 30 of the Madhya Pradesh *Nagar Tatha Gram Nivesh Adhiniyam*, 1973 any person intending to carry out any development on any land, shall make an application in writing to the Director for permission accompanied by such fee as may be prescribed. Director may grant the permission subject to such conditions as may be deemed necessary under the circumstances or refuse the permission, under intimation to the applicant.

After receipt of development permission from T&CP, the colonizer who wants to establish any colony and take up the development work, shall apply to the Competent Authority (Municipal Corporation) at least ninety days before the proposed date for starting the development work of the colony or sale of plots as provided in Rule 8 (1) of The MP *Nagar Palika* (Registration of Coloniser, Terms and Conditions) Rules, 1998 (hereinafter called the Coloniser Rules).

Further, As per Rule 12 of MPBVN, no development, construction, alteration or demolition should be carried out without obtaining permission from the authorities. Number of development permissions issued by selected T&CP offices, and colony development permissions and building permissions issued by selected Municipal Corporations (MC) during 2018-23 are shown in *Appendix-3.1*.

Scrutiny of selected cases of development permission, building permissions and colony development permissions for residential colonies together with joint physical verification indicated the following:

3.2 Implementation of development plans

According to Section 36 and 37 of the *Adhiniyam*, no person shall commence, undertake, or carry out any work of development on any land without the required permission. Any contravention of development permission will be punishable with a simple imprisonment for a term which may be extended to six months, or with fine which may be extended to two thousand rupees or with both, and in the case of a continuing offence with further fine which may extend to two hundred rupees for every day. The Director may serve on the owner a notice for demolition or any alteration of unauthorized development with the assurance that the land is restored to its original state prior to the unauthorized development. Director may recover the amount of any expenses incurred by him in this behalf from the owner as arrears of land revenue. The Additional Director, T&CP, MP also issued (August 1976) directions for prosecution of defaulters which provides if compliance of notice was not ensured within the period specified in the notice.

3.2.1 Unauthorised development in planning area

During scrutiny of records of Bhopal Municipal Corporation, it was noticed that Revenue Department, GoMP reported to Bhopal Municipal Corporation (between February 2021 and March 2022) 126 cases of unauthorised development in 16 villages, contrary to land use, as

specified in Bhopal Development Plan and without obtaining development permission. Audit noticed that JD, T&CP, Bhopal did not take any action to remove the unauthorized developments in compliance with the provisions of the *Adhiniyam* and departmental directions (August 1976). Case details are summarized in **Table 3.1**.

Table 3.1: Village-wise cases of unauthorized development

Sl. No.	Name of Village	No. of cases	Sl. No.	Name of Village	No. of cases
1	Gora	36	9	Barkhedi Kalan	13
2	Khajuri Kalan	10	10	Koluya Kala	01
3	Barkheda Pattani	09	11	KhejdaBaramad	08
4	Bhaisakhedi	04	12	Narela Sekari	02
5	Bairagarh kala	07	13	Nabibaag	01
6	Palasi	08	14	Malikhedi	10
7	Badbai	05	15	Senkra Kala	02
8	Sevaniya Gond	04	16	Hatai Kheda	06
		Total			126

Reasons for not carrying out regular inspection or taken action in these particular cases were not on record. The JD, T&CP, Bhopal did not ensure action on unauthorized developments in Bhopal Development Plan area according to provisions of the *Adhiniyam* and orders issued, resulted in unauthorized development contrary to the provisions of the Bhopal Development Plan. It was also observed that the Bhopal Municipal Corporation did not take action on unauthorized development despite all cases falling under Bhopal Municipal Corporation area.

During Exit Conference (February 2025), the Government took note of the findings and assured that the matter will be looked into.

3.2.2 No action on unauthorized commercial establishments

Audit observed from the record of JD, T&CP Gwalior that at least 132 marriage gardens were operating in an unauthorized manner. Scrutiny of records indicated that JD, T&CP, Gwalior issued notices (March to July 2023) to the owners of these 132 marriage gardens under the provisions of Section 37 of the *Adhiniyam* directing them to remove the unauthorized constructions within 30 days. It was also informed through the notices that if the unauthorized construction was not removed within 30 days, action will be taken under Section 37(6) of the *Adhiniyam*. After issuance of the notices, development permissions were obtained by five marriage garden owners and notice of one marriage garden was closed without taking any further action. Further, in case of notices issued to the remaining 126 owners, only 16 out of 126 owners of marriage gardens responded. Despite, non-receipt of reply from 110 marriage garden owners the JD, T&CP, Gwalior issued (April to July 2023), 2nd notices only to 28 owners. The case wise status of notices issued, and receipt of reply are given in **Appendix-3.2**. Unauthorised construction of Marriage gardens are illustrated in **Photographs-3.1 to 3.2**

Photograph showing unauthorised construction of marriage garden without obtaining development/building permission	
	
Photo-3.1: Laxmi Vatika Marriage Garden, DD Nagar, Gwalior	Photo-3.2: Indraprastha Marriage Garden, Gole Ka Mandir, Gwalior

Further, the JD, T&CP, Gwalior neither initiated any action to remove the unauthorised development/construction, nor filed a complaint in the court as mentioned in the prosecution instructions issued (August 1976). This reflects negligence of the responsible authorities in taking action to remove the unauthorised development/construction. Further, it was observed that only 27 marriage gardens out of 126 had obtained fire No Objection Certificate from Gwalior Municipal Corporation. Thus, in remaining marriage gardens the risk of fire hazard cannot be ruled out during events, which is a significant public risk as all these are places of public gathering.

During Exit Conference (February 2025), the Government stated that on such issues coming to knowledge, notice is issued to the concerned and the matter is brought to the notice of the Municipal Corporation. Further action is to be taken by the municipal corporations. The last chapter of the Development Plan states that implementation and management of Development Plan lies with the Municipal Corporations and Development Authorities.

The reply is not acceptable because as per Section 37 of the *Adhiniyam*, T&CP was responsible for taking action on unauthorised developments.

3.2.3 No action on an unauthorized fruit market

During scrutiny of records of JD, T&CP, Gwalior it was noticed that the Fruit Market Association of Gwalior applied (May 2001) for commercial-cum-residential layout approval to establish a wholesale fruit market on 12.42 hectares of land at Transport Nagar, Malanpur, Gwalior. Joint Director, T&CP, Gwalior informed the applicant to submit a revised layout in consonance with the provisions of Gwalior Development Plan 2005. In Gwalior Development Plan 2005, land use of the referred land was designated as residential while permission was sought for residential cum commercial purpose. However, the applicant did not submit the revised layout and the case was filed (August 2001). A notice was also issued (September 2000) to the applicant for removal of unauthorized development. The applicant filed a case in the first magistrate court against the notice which was dismissed (July 2003).

Audit further noticed that after almost 20 years, Joint Director T&CP, Gwalior issued (September 2022) a notice to the applicant for removal of unauthorized development/ construction. During the hearing process, T&CP again asked (November 2022) Fruit Market Association to submit the layout for approval as per current development plan so that the structures may be retained. The next hearing was held (February 2023) as the association had not submitted the application in the last three months. The association stated that its application of 2001 for layout approval was filed but not cancelled, hence, permission may be granted by reopening the filed case. T&CP Gwalior passed final order (March 2023) for removal of unauthorized development/ construction of the fruit market under the provisions of Section 37 (6) of the *Adhiniyam*. The association was given one-month time to restore the site to its condition prior to development/ construction and the notice stated that if the unauthorized development was not removed within the specified period, the Government/municipal corporation would remove the unauthorized development, and the expenditure incurred would be recovered as arrears of land revenue under section 63(a) of the *Adhiniyam*. However, no further action was taken on unauthorized construction in wholesale fruit market as illustrated in **Photographs-3.3 to 3.4**.

Photographs showing construction of commercial wholesale fruit mandi on residential land without obtaining development/building permission from T&CP/MC

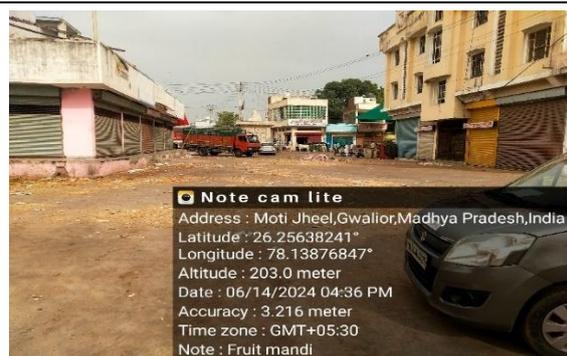


Photo-3.3: Construction of commercial shops in fruit Mandi Transport Nagar Gwalior.



Photo-3.4 : Construction of commercial shops in fruit Mandi Transport Nagar Gwalior.

Thus, the above unauthorized development/construction of fruit market had been in department's cognizance since 2001. However, the department did not take any action for removal of unauthorized development/ constructions which reflects the apathy of JD, T&CP, Gwalior as well as the municipal corporation in monitoring and taking action on unauthorized developments.

During Exit Conference (February 2025), the Government took note of the findings and assured that the matter will be looked into.

3.2.4 No action on complaint cases

Scrutiny of complaint case files in office of the JD, T&CP, Gwalior showed that in six out of nine cases of unauthorised development/construction, the construction activities were going on at the time of inspection by the authorities. Audit noticed that in one case, commercial buildings was constructed against the permission issued for residential.

Audit further noticed that in four cases, the office issued (2019-23) notices under Section 37(1) of the *Adhiniyam* to remove the unauthorised development/construction within a month and restore the existing land into its original state. Audit noticed that Joint Director, T&CP, Gwalior sent (between September 2019 and February 2023) copy of its final orders to Commissioner, Municipal Corporation, Gwalior for removal of unauthorised constructions. However, no action was taken by the municipal corporation in these cases. Further, no action was taken by the T&CP to file litigation against the defaulters as per the directions issued in 1976. Thus, Joint Director, T&CP did not take action for removal of unauthorised development/ constructions or filing litigation against defaulters. Case-wise details are given in **Appendix 3.3**.

During Exit Conference (February 2025), the Government took note of the findings and assured that the matter will be looked into.

3.3 Non-compliance of norms

3.3.1 Irregular use of free space of Nala/River

As per GoMP order (September 2006), main cause of water logging in cities is the encroachment of *Nala* or construction work carried out on *Nala* land or on both sides of *Nala*, legally or illegally. Also Rule 50 of MPBVN provides that no piece of land shall be used as a site for construction of building, if the site is within 9 m of the highest water level of a water body/water course and 15 m in case of river or as prescribed in the development plan. Therefore, as per above provisions to keep free space from the *Nala* on both sides should be ensured so that blockage of water flow in *Nala* could be avoided. Details of cases wherein either condition to keep space free from *Nala* was not imposed or *Nala* was not shown in the layout of T&CP development permissions are given in **Table 3.2**.

Table 3.2: Number of cases wherein selected T&CP offices did not impose condition to keep space free from *Nala* or *Nala* was not shown in approved layout

Name of district	Total case	Condition applicable	Condition imposed and <i>Nala</i> shown in layout	Condition imposed while <i>Nala</i> not shown in layout	Conditions not imposed while <i>Nala</i> shown in layout
Bhopal	150	16	6	7	3
Gwalior	128	24	4	20	0
Indore	150	10	7	0	3
Jabalpur	75	7	4	1	2
Ujjain	36	3	2	1	0
Total	539	60	23	29	8

(Source- Development permission issued by T&CP)

It is seen that in 23 cases (Category-I), the condition to keep a free space of 9/15 m from the bank of *Nala*/River was imposed and the same was reflected in approved layout also. In 29 cases (Category-II), the condition was imposed, but the *Nala* was not reflected in the layout and in remaining eight cases (Category-III), the condition was not imposed, but *Nala* was shown in layout. Thus, possibility of non-compliance of norms of Rule 50 of MPBVN cannot be denied in above 37 cases. Details are given in **Appendix-3.4**.

During the joint physical verification of 185 selected cases, it was noticed that the condition to keep free space of 9/15 m from *Nala*/River was applicable in 14¹ cases involving four cases of Category-I, three case of Category-II and seven² cases of Category-III. However, the builder/colony developer did not maintain the required 9/15 m free space between the bank of *Nala*/River and building. This carries the risk of changing the natural flow of *Nala* causing it to overflow during rains and thereby causing water logging issues. *Nala* was either encroached upon or some construction work was done within the free space of 9 m. In three cases³, *Nala* was covered by laying Hume pipes, encroached upon and concreted, and the *Nala* land was being used for public utilities in the colony or other buildings. Details are shown in **Appendix-3.5** and illustrated in **Photograph-3.5 and 3.6**.

Photograph showing use of free space of <i>Nala</i>	
 <p>Latitude: 23.164206 Longitude: 75.799467 Elevation: 521.5216 m Accuracy: 9.2 m Time: 25-05-2024 18:34 Note: usancortho hospital Powered by: M3E Cam</p>	 <p>Note cam lite Address : Gulmohar Colony,Bhopal,Madhya Pradesh,India Latitude : 23.17951584° Longitude : 77.43877824° Altitude : 475.0 meter Date : 06/19/2024 04:22 PM Accuracy : 10.959955 meter Time zone : GMT+05:30 Note : Hotel Mahendra Utsav (1637)</p>
<p>Photo-3.5: Ortho Hospital, Ujjain constructed hospital building just at the bank of <i>Nala</i> without leaving any free space</p>	<p>Photo-3.6: Mahendra Utsav Hotel, Bhopal constructed boundary wall just at the bank of <i>Nala</i> without leaving any free space</p>

During the Exit Conference (February 2025), while accepting the facts the Government stated that in the development permission, the condition of distance from the river/*nala* is imposed under the provisions of the development plan and MPBVN.

3.3.2 Non-imposing of condition for Environmental Clearance

As per Ministry of Environment and Forest (MOEF), New Delhi notification (14th September 2006), all buildings and construction projects having built up area \geq 20000 Sq.m and $<$ 1,50,000 Sq.m, covering an area \geq 50 hectare and also for built up area \geq 1,50,000 Sq.m for Township and Area Development Projects would require prior Environmental Clearance (EC) from MOEF or State Environment Impact Assessment Authority (SEIAA) before commencement of any construction work. Applicants seeking EC are required to submit Environment Impact Assessment (EIA) report which would consist of all details and comprehensive terms of Reference, addressing all relevant environmental concerns in respect of the project.

¹ Gwalior-3, Bhopal-8, Indore-1 and Ujjain-2

² Out of seven cases, in three cases neither condition was imposed in development permission nor *Nala* was shown in approved layout.

³ Sunrise Enclave, Gwalior; Mantra Infrastructure and Grace Garden, Bhopal

GoMP issued (October 2005) directions to all departments of GoMP including T&CP to obtain Environmental Clearance in cases of building and other construction projects having residence for 1000 or more persons, industrial townships, residential colonies etc. which are prone to environment pollution.

A copy of the Environmental Clearance is required to be submitted by the project proponents to the Head of local bodies. Panchayats and Municipal Bodies who shall display the same for 30 days from the date of receipt on their website.

Details of Environmental Clearance condition not imposed in T&CP development permissions are shown below in **Table 3.3**.

Table-3.3: Details of cases wherein EC condition was not imposed

Name of district	Total selected case	Condition applicable	Condition not imposed
Bhopal	150	26	4
Gwalior	128	2	2
Total	278	28	6

(Source- Development permission issued by T&CP)

During the scrutiny of 278 T&CP development permissions for audit period, it was noticed that the condition to obtain Environmental Clearance from MOEF/SEIAA was not imposed in six cases (having built-up area >20000 Sqm) out of 28 cases. In two⁴ other selected districts, conditions were imposed in all the 27 test checked cases wherever applicable.

Due to absence of condition in the development permission, six builders/owners did not obtain EC, resulting in non- preparation of Environmental Impact Assessment. This carries risk of environmental pollution such as air, water, and noise as mitigating measures to elevate environmental issues were not prepared.

Further scrutiny of records of Municipal Corporations, audit found that despite condition for Environmental Clearance in the development permissions in 49 cases, the builders/owners did not submit⁵ Environmental Clearance or Environmental Impact Assessment to Municipal Corporation in all the 49 cases. Municipal Corporations did not take action on non-submission of Environmental Clearance in these cases.

During joint physical verification it was found that *Keshar* Mall of *Keshar* Infrastructures⁶ at Gwalior, Garden City⁷ at Gwalior, and *Aditya* World School⁸ at Gwalior did not obtain EC from MoEF/SEIAA despite having built up area 51354, 21894 and 21600 Sqm respectively.

During Exit Conference (February 2025), the Government did not furnish reply.

⁴ Jabalpur and Indore. Further, in Ujjain district EC condition was not applicable pertaining to lower area.

⁵ Bhopal Municipal Corporation, Gwalior Municipal Corporation and Jabalpur Municipal Corporation confirmed non-submission of Environmental Clearance/EIA by the owners/builders. Indore Municipal Corporation furnished misleading reply.

⁶ Building permission case No. PRM/0411/Z05/2018 dated 28.05.2018

⁷ By GLR Estate Pvt. Ltd, Building permission case No. GWA/0101/1476/2020

⁸ T&CP Development permission No. 432/24.02.14 & 430/13.12.14

3.3.3 Irregular issue of building permission without obtaining Grey Water Discharge Management Plan

As per Municipal Corporation (Recycled and Reuse of Grey water in buildings) Model Bye laws, 2010, every occupier/developer/builder for new/under redevelopment properties will submit application to the municipal corporation with the details of proposed Discharge Management Plan⁹ along with the application of building permission and permission to connect Grey Water Sewage (water from sinks, tubs, showers and washing) to municipal corporation Sewage system along with the approval of Madhya Pradesh Pollution Control Board (MPPCB).

It is applicable to all housing, commercial and any premises which fall in any one of the following categories (i) housing complexes having 100 or more tenements or (ii) three star or higher category hotels or (iii) all commercial establishments, hostels having built up area more than 2000 Sqm or more.

Whoever contravenes any provisions of these byelaws is punishable with a fine of ₹ 5,000 and in case of a continuous breach, a further fine which may be extended up to one hundred rupees for every day after the first occasion in which the breach is proved, may be imposed. The applicants were to submit the Grey Water Discharge Management Plan along with the application for building permission.

During scrutiny of 407 cases of building permissions in Municipal Corporations for audit period it was seen that condition to obtain grey water discharge management plan from the applicants was applicable in 40¹⁰ cases. However, the applicants did not submit the grey water discharge management plan to the concerned corporations and neither did the corporations seek the plans from the applicants. Details are shown below in **Table 3.4**.

Table 3.4: Discharge management plan not submitted to Municipal Corporations

Name of district	Total selected cases	Condition applicable for submission of discharge management plan	Non-submission of discharge management plan
Bhopal	127	14	14
Gwalior	48	9	9
Indore	118	10	10
Jabalpur	57	3	3
Ujjain	57	4	4
Total	407	40	40

(Source- Building permissions issued by Municipal Corporations)

Due to non-submission of the grey water discharge management plan, all the 40 applicants were liable to be imposed and levied with a penalty amounting to ₹ 22.45 lakh. This was not imposed by the Municipal Corporations on the applicants. Details are shown in **Appendix-3.6**. Besides, in the absence of a proper grey water discharge plan in these cases, Audit cannot derive adequate assurance that the establishments had connected their discharge management systems to the city sewage system. In such a situation, the irregular

⁹ A plan for the monitoring, programming and controlling of the effluent from the recycling water treatment plant and its discharge into the municipal sewage system.

¹⁰ Housing complex- seven, Hospitals-two, Commercial establishments- 21, Educational institute-10

dumping/release of grey water into the cities' natural water/ground water systems cannot be ruled out, posing significant threat to the environment.

Joint physical verification in five out of these cases, indicated that the owners, builders or developers had not developed the system to separate grey water from the sewer and grey water was being mixed in the sewer line. Thus, the same possibility cannot be ruled out in the other 35 cases as the concerned corporations did not carry out any checks.

During Exit Conference (February 2025), the Government admitted the facts and stated that a condition requiring applicants to obtain grey water discharge management plan will be imposed.

Further development is awaited (March 2025).

3.3.4 Non imposing of condition to use fly ash based material

As per Director, T&CP, order (July 2004) use of fly ash bricks condition must be inserted in building permissions situated within the range of 100 km of Thermal Power Plant and its compliance must be ensured. The range of 100 km was extended to 300 km vide Ministry of Environment and Forest notification (January 2016). Further, Ministry of Environment and Forest issued directions vide Notification (November 2009) for restricting the excavation of topsoil for manufacturing bricks and promoting the utilization of fly ash in manufacturing of building materials and in construction activity within the specified radius from coal or lignite based thermal power plants. It is also necessary to achieve the ultimate objective of conservation of topsoil and minimize environmental pollution caused due to fly ash.

During scrutiny of 407¹¹ cases of building permissions issued by the Municipal Corporations in selected districts¹² for the period 2018-23, it was noticed that the Municipal Corporations did not insert the condition to use fly ash material in any of their building permissions, despite the Thermal Power Plants being situated within the range of 300 km of all the selected districts. District wise thermal power plants are mentioned as below in **Table 3.5**.

Table 3.5: District wise thermal power plants

District	Name of thermal power plant	Distance from district
Bhopal	Satpura Thermal Power plant, Sarni, Betul, M.P.	180 km from Bhopal
Gwalior	Parichha Thermal Power Plant, Jhansi, UP	120 km from Gwalior
Indore	Khargone Super Thermal Power Plant, Khargone	105 km from Indore
Jabalpur	Sanjay Gandhi Thermal Power Plant (Govt. sector), Amarkantak Thermal Power Plant (Govt. sector)	162 km and 230 km from Jabalpur
Ujjain	Shree Singaji Thermal Power Plant, Khandwa	180 km from Ujjain

(Source- Earth google maps)

Promotion of fly ash usage could have ensured that the fly ash generated by thermal plants could have been kept in check through its usage, which, however, was not ensured by the concerned Municipal Corporations.

¹¹ Gwalior-48, Bhopal-127, Indore-118, Jabalpur-57 and Ujjain-57

¹² Bhopal, Gwalior, Indore, Jabalpur and Ujjain

During Exit Conference (February 2025), the Government admitted the facts and stated that instructions had been issued recently in this regard.

3.3.5 Irregular release of mortgaged plots

As per Rule 12 (i) of the MP *Nagar Palika* (Registration of Colonizer, Terms and Conditions) Rules, 1998, 25 *per cent* of the plots or houses to be developed by the Colonizer (excluding the plots or houses reserved for Economically Weaker Section) shall have to be mortgaged with the concerned Municipal Corporation till the completion of internal development works of the colony.

As per Rule 13, the coloniser must complete the internal development of the colony within three years from the date of issue of the development permission of the colony. If the coloniser does not complete the internal development works of the colony within the stipulated period, then the Competent Authority, after giving reasonable opportunity of being heard to the coloniser, shall get the internal development works completed, and the expenditure incurred thereon shall be recouped by selling the mortgaged plots.

During scrutiny of records and joint physical verification (June 2024) of Blue Lotus Hills, Gwalior¹³ it was noticed that the developer did not complete internal development work such as Sewage Treatment Plant (STP), rainwater harvesting system, plantation, drainage for rainwater and development of all the 14 parks (June 2024) even after lapse of 14 years. This resulted in deprivation of basic facilities to the residents.

Despite the absence of completion of internal development works of the colony by the coloniser within the specified time of three years. Gwalior Municipal Corporation did not initiate any proceedings/action to complete the remaining development works of the colony by selling the mortgaged plots. On the contrary, Gwalior Municipal Corporation released (March 2013) the mortgaged plots back to the colonizers even though internal development work had not been completed. This resulted in undue benefit to the developer. The *status quo* of development even after 14 years can be further attributed to poor oversight controls of the Municipal Corporation.

During Exit Conference (February 2025), the Government took note of the findings and assured that the matter will be looked into.

3.3.6 Sanction of excess basement area

As per Rule 76 of MPBVN basement shall not extend into the prescribed Minimum Open Space (MOS). Further, as per Rule 2(20) of MPBVN ground coverage is the area of the land covered by the plinth of the building at the ground floor level.

During scrutiny of records of Gwalior Municipal Corporation, it was noticed that Gwalior Municipal Corporation issued (February 2019) building permission to Ms Gravity Infrastructures, Gwalior for the construction of a shopping complex which provided for ground coverage of 38 *per cent* of the land. As per T&CP and Gwalior Municipal Corporation approved layout/drawing, building was to be surrounded by 6m wide Minimum

¹³ By Blue Lotus Developers, Gwalior, GMC Colony Development Permission No. 270 dated 04.06.2010

Open Space (MOS) from side 1, side 2 and rear and by 12m MOS at front. However, GMC irregularly sanctioned excess basement area in building permission to Gravity Infrastructures, Gwalior as detailed in **Table 3.6:**

Table 3.6: Details of the sanction of excess basement area by Gwalior Municipal Corporation

Item	Sanctioned area as per GMC building permission	Allotment allowed as per rules	Excess
Plot Area	7040 Sqm	7040 Sqm	Nil
Ground Coverage claimed	32.93 per cent	32.93 per cent	Nil
Ground Coverage Area permitted	2318.43 Sqm	32.93 per cent of 7040 Sqm=2318.43 Sqm	Nil
Basement Sanctioned area	6068.40 for 2 floors i.e.3034.20 Sqm for 1 floor	4636.86 Sqm for 2 floors i.e. 2318.43 Sqm for one floor	1431.54 Sqm for both floor

(Source- Building permission case file of Gwalior Municipal Corporation)

Further, in joint physical verification also excess construction of basement was found. The builder constructed the basement beneath the Side 1 MOS by 6 m, Side 2 MOS by 6 m, Front MOS by 9 m, Rear MOS by 6 m to obtain the required sanctioned basement area. Thus, due to irregular sanction of building permission by GMC, construction of excess basement was carried out by the applicant in violation of Rule 76 of MPBVN.

During Exit Conference (February 2025), the Government took note of the findings and assured that it will look into the matter. Further development is awaited (March 2025).

It is recommended that responsibility may be fixed on the concerned officials of Gwalior Municipal Corporation for lapses resulting in sanctioning of excess basement area.

3.3.7 Irregular diversion of land

As per section 59(10) of Madhya Pradesh Land Revenue Code 1959, the landowner shall divert land for only purposes permissible under governing laws related to land use. No action of landowner or Sub-Divisional Officer for grant of permission to change land use contrary to the provisions of the applicable law shall be permitted. Section 16 and 26 of the *Adhinyam* prohibit the change in land use as shown on the map of the Development Plan without obtaining written permission of the Director. No local authority or any other authority is competent to accord permission for a change in land use contrary to the land use identified in the Development Plan map.

As per the orders issued (August 1976) by T&CP, MP, Bhopal, the Joint Director/ Deputy Director/ Assistant Director were authorized by the Director, T&CP for filing cases against defaulters for constructions/ change of land use other than that as indicated in existing land map/ Development Plans.

During scrutiny of 535 cases of land diversion collected from Sub-Divisional Officer (SDO), Revenue of selected districts, it was noticed that in 191 cases, SDO, Revenue irregularly changed the land use in contravention of T&CP Development Plan (land use) and provisions of the *Adhinyam* during 2018-23. Summary is given in **Table-3.7.**

Table 3.7: Details of online land diversion cases provided by SDO revenue

Sl. No.	District	Name of SDO	Total cases ¹⁴	Scrutinized cases	Cases of irregular diversion	Diverted land (sq. mt.)
1.	Bhopal	Kolar	723	61	35	81748
		Huzur	4132	76	73	548394
2.	Gwalior	Jhansi Road	659	59	14	25372
		Morar	1570	41	05	21220
3.	Indore	Bicholi Hapsi	347	50	11	53630
		Joni	744	50	18	34310
4.	Jabalpur	Adhartal	1401	98	12	12008
5.	Ujjain	Kothi Mahal	193	50	14	49760
		Ujjain Nagar	238	50	09	96140
Total			10007	535	191	922582

Thus, the SDO, Revenue permitted irregular diversion of 92.26 hectare land.

During Exit Conference (February 2025), the Government while accepting the facts stated that revenue authorities had to comply with land use prescribed, and that diversion had been carried out by the Department of Revenue against the development plan's land use. The department further agreed that the action of the SDO was beyond jurisdiction.

3.3.8 Non-collection of Goods and Services Tax on supervision fee by Municipal Corporation

As per Rule 12 (ii) of the M.P. *Nagar Palika* (Registration of Coloniser, Terms and Conditions) Rules, 1998, the coloniser shall have to deposit an amount equal to two *per cent* of the estimated cost to be incurred on the internal development of the colony as supervision fee to the concerned municipality. Further, as per clause (b) of sub-section (2) of Section 7 (Chapter 3) of the Madhya Pradesh Goods and Services Tax Act, 2017 (MPGST Act), the Central/ State Government, or a local authority, is liable to pay tax on the supply of services, except for the services notified as exempted or those notified as neither a supply of goods nor a supply of services.

Scrutiny of 149 selected cases of colony development permissions showed that selected municipal corporations¹⁵ did not charge 18 *per cent* Goods and Services Tax (GST) on the supervision fee in 122 cases¹⁶ from the colonisers/developers. Audit further noticed that selected Municipal Corporations collected a supervision fee amounting to ₹ 537.69 lakh on internal development cost of the colonies from the colonisers during the audit period. Despite receiving supervision fee, Municipal Corporations did not collect GST amounting to ₹ 96.78 lakh (18 *per cent* of ₹ 537.69 lakh). This resulted in loss of revenue of ₹ 96.78 lakh in the form of GST to the State as well as the Central Government.

¹⁴ Audit sought details of diversion cases from SDO, Revenue of selected districts for 2018-23. However, SDO, Revenue of selected districts provided details of 10,007 cases (details of cases received after start of online portal).

¹⁵ except Bhopal Municipal Corporation

¹⁶ Gwalior-11, Indore-63, Jabalpur-35, Ujjain-13. 27 cases were excluded as in 20 cases, Bhopal Municipal Corporation collected GST, Indore Municipal Corporation did not provide records of five cases and in two cases, Jabalpur Municipal Corporation did not provide records.

During Exit Conference (February 2025), the Government took note of the findings and assured that it will look into the matter.

3.3.9 Issues pertaining to collection of shelter fee by Municipal Corporations

As per Rule 10 of the MP *Nagar Palika* (Registration of Coloniser, Terms and Conditions) Rules, 1998 as amended on 19.04.2012, in every residential plotted colony, the colonizer shall either develop 15 *per cent* of the total number of plots/constructed dwelling units for persons belonging to Economically Weaker Sections (EWS) and Lower Income Groups (LIG) or deposit the shelter fee, which is 5 *per cent* of the cost of the total area of plots or the total constructed area. In addition, the colonizer shall also deposit an additional shelter fee at prescribed rate with the concerned municipality. Every municipality shall maintain a separate bank account for the deposited amount.

3.3.9.1 Non-maintenance of separate bank account for accounting of shelter fee

During scrutiny of the records of Municipal Corporations of the selected districts it was noticed that selected Municipal Corporations¹⁷ collected required fee/charges e.g. Colony Development Fee, Colony Supervision Fee, Shelter Fee, Additional Shelter Fee, Labour Cess Charges etc. from colonisers and deposited the same in bank account of Municipal Corporations instead of depositing the shelter fee in a separate bank account. Audit further, noticed that during 2018-23, colonizers deposited shelter fee of ₹ 259.17 crore as detailed in **Table 3.8**.

Table 3.8: Details of Shelter Fee deposited by the colonizers during 2018-23.

District	Year					Total (₹ in lakh)
	2018-19	2019-20	2020-21	2021-22	2022-23	
Bhopal	201.44	938.17	694.21	1079.00	1474.22	4387.04
Gwalior	160.10	274.96	229.06	356.36	103.12	1123.60
Indore	1347.11	1866.55	2122.34	4259.27	6710.75	16306.02
Jabalpur	485.84	319.69	309.84	488.85	1209.18	2813.40
Ujjain	301.93	244.40	197.13	314.01	229.58	1287.05
Total	2496.42	3643.77	3552.58	6497.49	9726.85	25917.11

(Source: Information collected from records of selected Municipal Corporations)

Thus, the Municipal Corporations violated the MP *Nagar Palika* (Registration of Colonizer, Terms and Conditions) Rules, 1998 by not opening separate bank account for deposit of shelter fee. In the absence of a separate bank account, Audit is unable to derive assurance that the shelter fee which were collected are being utilized for the intended purposes. In response to an audit query (July 2024) IMC replied that shelter fee collected was being utilised for construction of dwelling units under Pradhan Mantri Awas Yojna (PMAY) scheme.

Since separate funds are provided for implementation of PMAY scheme, the utilization of shelter fee for the scheme was in contravention of the MP *Nagar Palika* (Registration of Colonizer, Terms & Conditions) Rules 1998 and resulted in diversion of funds. However, the actual expenditure met out of ₹259.17 crore collected by the municipal corporation

¹⁷ except Indore Municipal Corporation as IMC maintained separate bank account for shelter fee.

cannot be authenticated, nor accounted for. In such a situation it cannot be understood as to how the department could ensure that the fees received were being utilized for the intended schemes.

During Exit Conference (February 2025), the Government stated that the matter will be brought to the notice of the concerned municipal corporations.

3.3.9.2 Absence of oversight controls over utilization of shelter fee

Rule 10 (17) of the MP *Nagar Palika* (Registration of Colonizer, Terms & Conditions) Rules 1998, as amended in April 2012 provides that the shelter fee may be made available without interest as loan to Local bodies/Madhya Pradesh Housing Board/Madhya Pradesh Slum Clearance Board/Development Authority. The said amount may be utilised as margin money to obtain loan from financial institutions for the construction of houses for EWS. It will also be utilized for providing the basic services like sewerage, drinking water, public toilets etc. in the old *Jhuggi Basti* area.

On scrutiny of records of selected Municipal Corporations, it was noticed that during 2018-23, ₹ 259.17 crore was collected from colonizers as shelter fee. Audit observed that:-

- (1) The corporations did not maintain any separate cash book or account or accounts /register to record expenditure met out of shelter fee.
- (2) The department did not exercise any checks or make efforts to maintain the expenditure out of these funds. For instance, Indore Municipal Corporation utilized funds towards PMAY as claimed was diversion of funds, but no action was taken to rectify the same. In case of other's records/details of expenditure incurred from collected shelter fee was not available. Municipal Corporations (Bhopal, Gwalior, Jabalpur and Ujjain) have not maintained separate account for shelter fee. Thus, in the four Municipal Corporations utilisation of collected shelter fee was inconsistent with the objectives of collection of shelter fee.

During Exit Conference (February 2025), Government agreed with the audit findings that in absence of accounting for shelter fee, the utilization as prescribed could not be ensured.

3.4 Utilization of buildings without completion certificates

As per Rule 33 of MPBVN every construction or work for which permission is required or issued shall be subject to inspection by the authority. Inspection, where required, shall be done within seven days following the receipt of notice from the owner. The final inspection of the completed work shall be done within 21 days following the receipt of notice from the owner. Rule 102 of MPBVN states that every owner on completion of the building and before occupation of the building shall obtain a Completion Certificate (CC). As per Rule 7 of MPBVN, the building officer shall inspect the premises for which building permissions have been issued and ensure compliance with these rules.

During scrutiny of records and information provided by the Municipal Corporations it was noticed that in three years (during 2018-21), 33,018 building permissions were issued. However, in none of the cases (except two cases in Ujjain Municipal Corporation where completion certificates were issued) were the buildings inspected, or Completion

Certificates issued. Details of total building permissions issued from 2018 to 2021 are shown below in **Table 3.9**.

Table 3.9: Details of total building permissions issued from 2018 to 2021

Sl. No.	Name of district	No. of building permissions issued during the year			
		2018-19	2019-20	2020-21	Total
1	Bhopal	1542	972	1808	4322
2	Gwalior	738	488	944	2170
3	Indore	5916	2579	4956	13451
4	Jabalpur	2183	1613	2758	6554
5	Ujjain	2452	2047	2022	6521
	Total	12831	7699	12488	33018

(Source- District offices of Municipal Corporations)

Further, it was observed that the Municipal Corporations lacked an integrated IT application to systematically monitor the pendency status of Occupancy Certificates (OCs), along with the underlying reasons for such delays. As a result, there was no mechanism to verify the status of OCs, thereby increasing the risk of non-compliance with related regulatory norms.

Thus, due to non-inspection of buildings during construction and lack of integrated IT application, it was not ensured by the authorities that buildings were constructed as per the approved drawing. During the joint physical verification of 155 buildings, audit noticed that buildings were occupied and were being utilized without obtaining CC/Occupancy Certificate from Municipal Corporations. Further, Audit noticed instances of non-compliance of norms such as construction as per approved design/drawing, plantation of required number of plants and building use etc. which was due to non-inspection.

In such a scenario Audit is unable to derive adequate assurance that the norms have been followed before occupancy. Further, each of action on the building owners by municipal corporations indicates total apathy towards public health and safety and discretion of duty. The fact that many of these establishments are public focused such as schools and hospitals, safety is of paramount importance which has been forgone in all these cases by the authorities entrusted with the same.

During Exit Conference (February 2025), Government stated that completion certificates of buildings over 16 meters height have been issued in Indore district.

Audit was unable to corroborate the reply which is in contradiction with the available records. In response to the previous queries the department/municipal corporations did not provide any information while during exit conference their stand sharply differed. Further, the department was unable to provide any documentary proof in support of its replies during exit conference.

It is recommended that the GoMP may investigate the entire process of issuing of building permission vis-a vis actual occupancy and completion certificates. Safety measures may be checked, and responsibilities may be fixed at all level within the department for discretion of duties and for abdication of responsibilities.

3.5 Deficiencies noticed during joint physical verification

Audit conducted joint physical verification of selected 185 cases (142¹⁸ buildings and 43¹⁹ colonies) with Municipal Corporations personnel to check the compliance of terms and conditions, MPBVN and drawing/layout of buildings by the owners/applicants. Audit noticed violations in 95 cases out of 185 cases (51 *per cent*) in selected districts. Category-wise violation are given below:-

3.5.1 Minimum Open Space not maintained

As per Rule 55 (3) of MPBVN, the open space shall be separate or distinct for each building and where a building has two or more wings, each wing shall have separate or distinct open spaces for the purposes of light and ventilation of the wings. Rule 42(5) stipulates that the open spaces on all sides shall be hard enough to bear the weight of a fire engine (18 tonnes). The said open space shall be kept free of obstruction and shall be motorable.

During the joint physical verification, non-maintenance of Minimum Open Space (MOS) was found in 50 buildings²⁰ (nearly 35 *per cent* of buildings), out of 142 buildings deviating from the conditions laid down in development/building permission. Case wise details are mentioned in *Appendix-3.7* and illustrated in **Photograph-3.7** and **3.8**.



Thus, in above cases the absence of compliance of MOS norms carried risks associated with fire emergency measures.

During Exit Conference (February 2025), the Government took note of the findings and assured that it will look into the matter.

¹⁸ Bhopal 38, Gwalior 19, Indore 36, Jabalpur 25, Ujjain 24.

¹⁹ Bhopal 5, Gwalior 4, Indore 17, Jabalpur 9, Ujjain 8.

²⁰ Gwalior-12, Bhopal-12, Indore-17, Ujjain-9.

3.5.2 Irregularities in basement

As per Rule 76 of MPBVN, basement shall not be used for habitable purposes except as mentioned in sub Rule 2(c). The basement shall not extend into prescribed MOS. Basements can only be used for storage of non-combustible articles, strong rooms, bank cellars, radiation rooms, air-conditioning equipment, and parking.

During the joint physical verification, audit noticed irregularities in construction/ use of basement in 14²¹ cases. Audit found that basement of Little Angels High School, Gwalior and Shopping Complex (Gravity Infrastructures, Gwalior) were merged for wider use. The entry/ exit ramp towards Little Angels High School side was not found constructed. The building plan of the shopping complex building shows that the basement was to be constructed separately for this building. Audit noticed that in 10 building cases, basements were being used for the purposes other than car parking such as hotel kitchen, boarding school kitchen and classroom, marriage function, blood bank, medical shop etc. In four²² cases, no ramp was constructed, in two cases basements were constructed without permission (*Chopra Chest Hospital Gwalior and Balaji Hospital Ujjain*). Bling Square Shopping Mall, Bhopal constructed basement of three floors against sanction of two floors. Narayana Builders (Orchid Tower), Gwalior constructed basement under the space earmarked for Guest House. Case wise details are mentioned in **Appendix-3.8** and illustrated in **Photograph-3.9 and 3.10**

Photograph showing irregular use of basements	
 <p>Latitude: 23.306121 Longitude: 77.376275 Altitude: 467.7±21 m Accuracy: 104.1 m Time: 06-19-2024 13:36 Note: Sagar 428/2020 Powered by NoteCam</p>	 <p>Note cam lite Address : Khajurikala,Bhopal,Madhya Pradesh,India Latitude : 23.2383586° Longitude : 77.513247° Altitude : 462.0 meter Date : 06/20/2024 02:10 PM Accuracy : 14.243 meter Time zone : GMT+05:30 Note : Barat Ghar (Palak)(1426)</p>
Photo-3.9: Sagar public school (Bhopal) using basement for kitchen	Photo-3.10: Palak Palace Barat Ghar (Bhopal) using basement for marriage purpose

During Exit Conference (February 2025), the Government took note of the findings and assured that it will look into the matter.

²¹ Bhopal-6, Gwalior-5, Indore-2, Ujjain-1.

²² Hotel Rajhans, Bhopal, Palak Marriage Garden, Bhopal, Chopra Chest Hospital, Gwalior and Shivhare Resort, Gwalior

3.5.3 Unauthorized construction of additional floors leading to increase in building height

As per Rule 65 of MPBVN, the maximum height of a building shall be determined by the provisions of Table no 4 & 5 of Rule 42, based on road width, plot area and frontage.

During the joint physical verification, it was noticed that in six cases²³, the owners constructed building beyond the height sanctioned in the building/development permissions. Case wise details are mentioned in *Appendix-3.9* and illustrated in **Photograph-3.11 and 3.12**.

Photograph showing buildings constructed beyond the sanctioned height	
	
<p>Photo-3.11: Palak Palace Barat Ghar (Bhopal) constructed G+2 against sanctioned G+1</p>	<p>Photo-3.12: Naryana builders (Orchid Tower) Gwalior constructed G+13 against sanctioned G+10</p>

Unauthorized increase in height allowed the owner to gain additional floor and additional Floor Area Ratio (FAR) without paying the required fees. The height of the building is determined by T&CP based on sanctioned FAR and Ground coverage. As per Rule 14(3), MPBVN once the layout is approved, the height of the building cannot be increased without approval on modifications from the authorities before start of construction works. Thus, authorities of T&CP and Municipal Corporations did not ensure construction works as per development / building permissions issued.

During Exit Conference (February 2025), the Government took note of the findings and assured that it will look into the matter.

3.5.4 Encroachment on Government land

As per Rule 16 of MPBVN, every application for development/building permission shall be accompanied by documents proving ownership or legal right in relation to the land. This ensures that the development or construction work is initiated only on land where the owner has legal rights, not on the Government land.

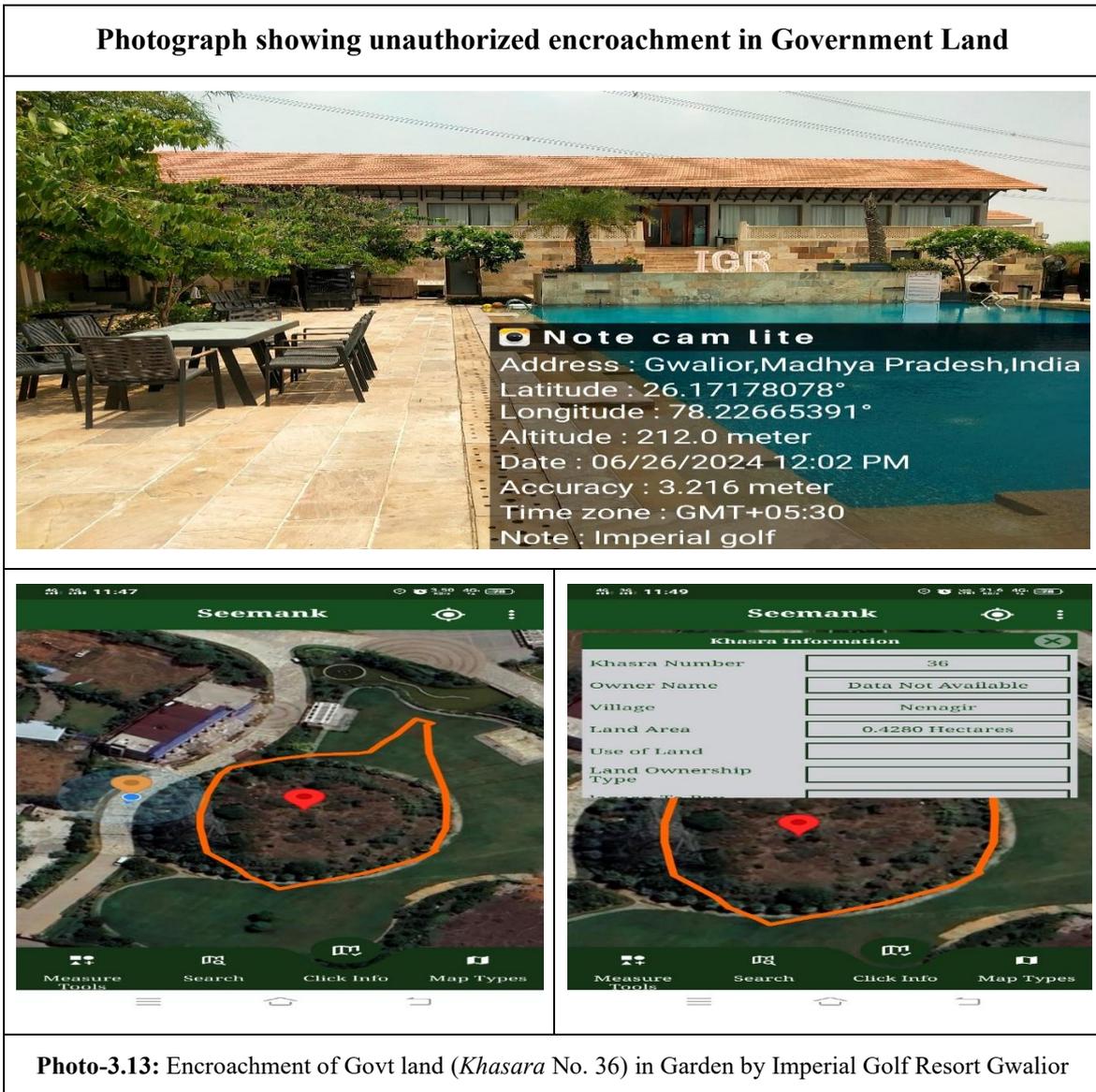
During joint physical verification, Audit noticed unauthorized encroachment on Government land as detailed below: -

²³ Bhopal-2, Gwalior-3, Ujjain-1.

(1) Government land approx. 80 m long and 25 m wide (2000 Sqm) of *Khasara* No 18 was being used for the main access road to Nature Park colony of GLR Real Estate²⁴, Dongarpur Gwalior.

(2) Government land of approx. 530 Sqm of *Khasara* No. 157 and 158 was being utilized for a colony garden in Achaleshwar Enclave of Vats Colonizer and Developers²⁵, Gwalior.

(3) A part of Government land of *Khasara* No.-36 of 0.4280 hectare was encroached upon in the garden by Imperial Golf Resort²⁶, Gwalior as illustrated in **Photograph-3.13**.



These instances indicate that T&CP/ Municipal Corporations did not monitor the development works after issuing development permission. Further, Municipal Corporations did not conduct physical verification during construction or on completion of work which resulted in unauthorised encroachment.

²⁴ Development permission No. GWLLP 5467/T&CP/2019/11.07.2019
²⁵ Development permission No. GWLLP 7356/T&CP/2020/24.02.2020
²⁶ Development permission No. GWLLP 8351/T&CP/2021/ 05.01.2022

During Exit Conference (February 2025), the Government took note of the findings and assured that it will look into the matter.

3.5.5 Excess ground coverage beyond the sanctioned limit

As per Rule 2(20) of the MPBVN, ground coverage is defined as the area of the land covered by the plinth of the building at the ground floor level. This excluded the area of the plinth not covered by a roof at top.

During the joint physical verification, it was noticed that ground coverage exceeded the sanctioned limit in 11 cases²⁷, upto 64 per cent. This was due to non-maintenance of MOS and construction work carried out in areas earmarked for open space areas. Case wise details are mentioned in *Appendix- 3.10* and illustrated in *Photograph-3.14 and 3.15*.

Exceeded Ground Coverage due to construction of building in the area marked for MOS or open space.



Photo-3.14 Ground coverage 100 per cent against 36 per cent due to construction on rear, side 1 and front MOS in Saral Multi Speciality Hospital Gwalior.



Photo-3.15 Ground coverage 100 per cent against 50 per cent by constructing building on Side 1, Front and Rear MOS in Hostel at Mahalaxmi Nagar Indore.

Thus, building officers of Municipal Corporations did not ensure construction works as per building permissions issued.

During Exit Conference (February 2025), the Government did not furnish reply.

3.5.6 Non-maintenance of space between two residential Towers/blocks

As per Rule 42 of MPBVN, the minimum open space for the high-rise buildings having height up to 45 meters was required to maintain MOS 7.5 m on rear/ sides. Further, the Hon'ble Supreme Court, in Sparteck Limited v. Emerald Court Owner Resident Welfare Association & Others case (Civil Appeal No. 5041 of 2021 arising out of SLP (C) No 11959 of 2014) stated that “the rationale for the distance between building blocks is to ensure fire safety, evacuation, light and ventilation. It cannot be left to the builder to designate groups of buildings as one building block since the purpose of maintaining the minimum distance would be seriously compromised”.

²⁷ Gwalior-4, Indore-6 and Ujjain-1

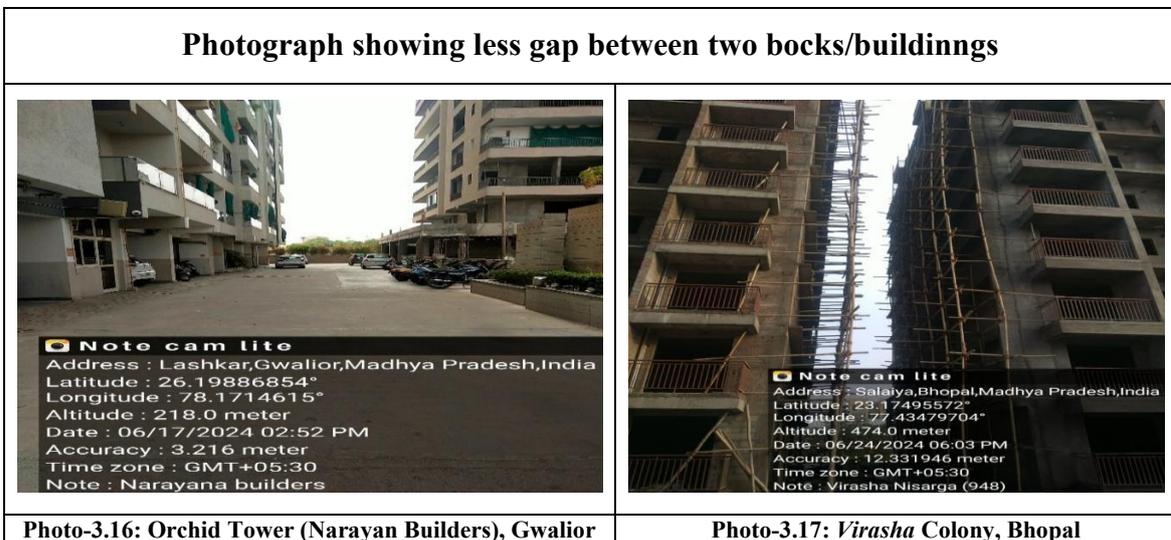
During the joint physical verification, it was noticed that in two cases distance between two adjacent buildings/towers was less than the provisions specified. Details are as stated below:-

(i) **Orchid Tower²⁸**

The height of Block A & Block B was 30 m & 38.5 m respectively. However, it was found during physical verification that gap between both the blocks was only 7.5 m against required 15 m as per norms of MPBVN. Thus, the gap found between the two towers was short by 7.5 m as illustrated in **Photograph-3.16**.

(ii) **Virasha Colony²⁹, Bhopal**

Height of both towers was 30 m respectively and gap between them was only 7 m against required 15 m as per norms. The gap found between two towers in adjacent blocks was short by 8 m as illustrated in **Photograph-3.17**.



Thus, authorities of concerned Municipal Corporations did not ensure adequate Minimum Open Space in the buildings by maintaining the minimum gap between two adjacent blocks/towers.

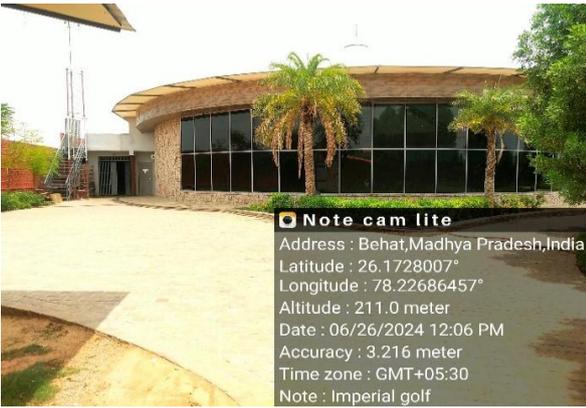
During Exit Conference (February 2025), the Government took note of the findings and assured that it will look into the matter. Further development is awaited (March 2025).

3.5.7 Unauthorized change in approved layout

As per Section 26 of the *Adhiniyam* after the Development Plan comes into operation, no person shall change the use of any land or carry out any development work without obtaining the permission of the Director. Further, as per Rule 14(3) of MPBVN, the application for modifying a permission already granted under Section 30 of the *Adhiniyam* shall be submitted in a specified form (Form-M). The Director shall examine the application and take a decision thereupon. The applicant must pay a permission fee equal to 50 per cent of the amount payable under Clause (a) of sub-Rule (3) of Rule 21 for modification.

²⁸ By Narayana Builders, Gwalior Municipal Corporation Case No. GWA/0101/982/2020/06.01.2021
²⁹ Bhopal Municipal Corporation sanction no. 948 dated 10.09.2020

During joint physical verification, it was noticed that in two³⁰ cases, Gwalior Municipal Corporation in deviation from T&CP approved layout sanctioned podium park in place of open space, without obtaining approval of T&CP on modifications from the owner/developer. Further, in 11 cases audit noticed that actual construction of buildings was not as per approved layout/drawings in building permission. Details are shown in *Appendix 3.11* and illustrated in **Photograph-3.18 and 3.19**.

Photograph showing unauthorized change in layout/drawing of the building	
	
<p>Photo-3.18: Construction of Podium Park in place of open park (as per approved layout) in <i>Keshar Mall</i>, Gwalior</p>	<p>Photo-3.19: Construction of Circular Dome at the corner of garden/lake in place of middle of Block A & D and Garden (as per approved layout) in <i>Imperial Golf Resort</i>, Gwalior</p>

Thus, the authorities of Municipal Corporations did not ensure constructions as per the approved development/ building permissions issued.

During Exit Conference (February 2025), the Government took note of the findings and assured that it will look into the matter. Further development is awaited (March 2025).

3.5.8 Construction of excess built-up area than sanctioned

As per Rule 2(30) of MPBVN, the built-up area shall mean the total area constructed on all floors, excluding the area under lift, ducts, escalator, fire escapes, ramps, water tanks, balcony, parking area, porch, servant quarters, basement corridors, lobbies etc. The quantum of built-up area would be determined by Municipal Corporations in their building permissions based on building height and ground coverage.

During the joint physical verification, Audit noticed that in six cases, the build-up area were in excess of sanctioned area. Details of the cases are as below: -

- (a) As per the approved drawing issued to *Keshar Mall*³¹, Gwalior by Gwalior Municipal Corporation, four shops on the right side and five shops on the left side of the first and second floors of the buildings were sanctioned.

It was found that the owner merged all these shops and converted them into showrooms. The showroom on the left side was sold to Zudio, and the right side was sold to Shoppers

³⁰ *Keshar Mall*, Gwalior and *Orchid Tower* (Narayana Builders), Gwalior

³¹ Gwalior Municipal Corporation building permission case No. PRM/0411/Z05/2018 dated 28.05.2018

Stop. Consequently, a passageway of 2.3 m wide and 31.65 m & 41.32 m long respectively on each side was used within the showrooms area, resulting in an additional built-up area of 167.83 Sqm each on first floor and second floor (Total area of $167.83*2=335.66$ Sqm).

(b) Gwalior Municipal Corporation issued building permission to M/s Gravity Infrastructures Pvt. Ltd.³² for construction of a shopping mall. It was found that the area of 100.66³³ Sqm marked for kitchen on third floor was included in the Shop area. Further, on the Ground/First/Second floors a void area of 544.50³⁴ Sqm was to be kept empty but was found to have been used for construction of shops/showroom. Similarly, on the 3/4/5/6 floors, a chowk of an area of 598.976³⁵ Sqm which was supposed to be kept open as a junction point for people has been allotted/used for shops.

Further, on Ground Floor, lift and staircase were to be constructed beyond the line of showroom. However, Audit noticed that area of all showrooms was increased by taking area of lifts and staircase. This resulted in an extension of built-up area of 190.50³⁶ Sqm.

Thus, the built-up area of the shopping complex was increased by 1434.63 Sqm³⁷ in violation of building permission issued.

(c) In Pragati School³⁸, Gwalior parking area (307 Sqm) at rear side of the building and 6m wide rear MOS were included in the building by constructing rooms.

(d) In Garden City³⁹, Gwalior 1.5 m rear MOS area of EWS/LIG buildings was used for construction of rooms. Wide rooms were constructed in duplexes no 57 to 71 by using side 1 MOS of 6.1 m. The C-1 Commercial unit was constructed with a greater built-up area than sanctioned by including front MOS of 6 m, rear MOS of 9.06 m, side 1 MOS of 3.04 m and Side 2 MOS of 6.02 m in commercial area as shown in **Photograph-3.20**.

(e) In Imperial Golf Resort⁴⁰, Gwalior a hall of 225⁴¹ Sqm was built additionally to hang Chandeliers in C Block. A bar of 675⁴² sq. m was built additionally on the roof of Multipurpose Hall. A room of 30 Sqm⁴³ near the circular dome was built beyond the approved drawing/layout. A concrete and iron bar platform of size 75⁴⁴ Sqm was built

³² Gwalior Municipal Corporation building permission case No. PRM/0158/214/2019 dated 26.02.2019

³³ $2.3*8*4+3.3*4.1*2=100.66$ Sqm

³⁴ $9.8*18.52=181.49*3=544.50$ Sqm

³⁵ $9.8*15.28=149.74*4=598.976$ Sqm

³⁶ Increase of length and width of each showroom (left side) by a minimum of $3.3*9.8m=32.34$ Sqm for three showrooms = 32.34 Sqm*3 = 97.02; and similarly increase of length and width of each showroom (right side) by $4.1*7.6m=31.16$ Sqm for three showrooms = 93.48 Sqm, total increase in built-up area 190.50 Sqm.

³⁷ $598.97+544.5+100.66+ 190.50=1434.63$ Sqm

³⁸ Building permission case No. PMT/GWA/0101/565/2020/28.10.2020

³⁹ Building permission case No. GWA/0101/1182/2021/25.10.2021

⁴⁰ Building permission case No. GWA/0101/767/2022/26.07.2022

⁴¹ $15*15=225$ Sqm

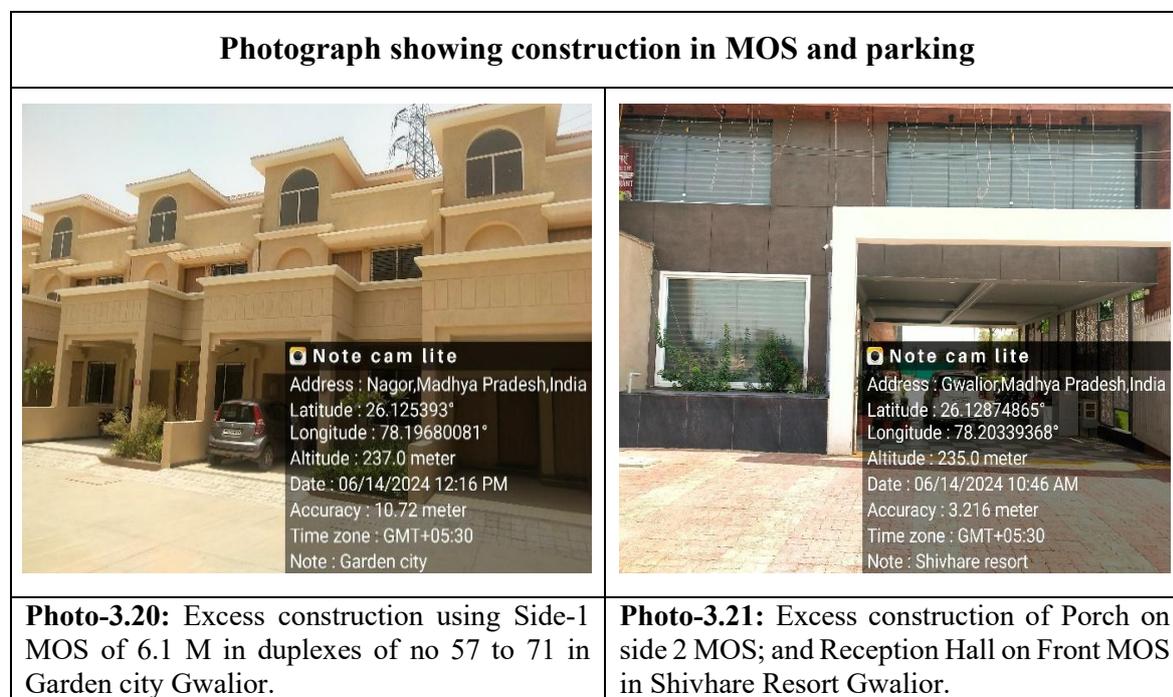
⁴² $45*15=675$ Sqm

⁴³ $10*3=30$ Sqm

⁴⁴ $15*5=75$ Sqm

behind the cottages. Thus, the built-up area was extended by 1005⁴⁵ Sqm in violation of permission.

(f) In *Shivhare Resort*⁴⁶, Gwalior built-up area was increased by constructing a porch (*veranda*), reception hall, and restaurant on the area of MOS (front/rear/side1/side 2) as shown in **Photograph-3.21**.



Thus, the Municipal Corporations did not ensure construction of buildings as per the building permissions issued which resulted in the irregular increase in built-up area by constructing buildings/rooms in MOS, parking/open area etc.by the owners/ developers.

During Exit Conference (February 2025), the Government took note of the findings and assured that it will look into the matter.

3.5.9 Unauthorised change in use of building

Rule 14 of MPBVN states that every person who intends to develop, erect or make alterations in any land or building shall apply to competent authority for building/development permission. Rule 21 deals with the development/building permission fee prescribed for the specific land use. The development permission issued by T&CP/building permissions issued by Municipal Corporations for construction of buildings mention the purpose of use of the building.

During joint physical verification, it was noticed that in nine cases, the buildings were being utilised for the purposes other than mentioned in T&CP development permission/Municipal Corporation's building permissions. Audit noticed that buildings were being used for commercial/hospital/ marriage garden etc. against the permission for residential/hotel/resort etc. as detailed in **Table 3.10**.

⁴⁵ 225+675+30+75=1005 Sqm

⁴⁶ Building permission case No. GWA/0101/460/2021/09.07.21

Table 3.10: Details of usage of building as per building permission and actual use as seen during physical verification

Sl. No.	Building permission case No.	Name of the Building	Sanctioned use of the building (definition)	Building being utilized
1	496/04026/24.01.13	Orchid Tower (Narayana Builders) Gwalior	Guest House ⁴⁷	Residential cum commercial Tower of 13 storeys (Flats)
2	GWA/010/650/2022	Chopra Chest Hospital Vijaya Nagar, Gwalior	Residential	Hospital
3	GWA/0101/244/2020	Saral Multi speciality Hospital, Basant Vihar, Gwalior	Residential	Hospital
4	331/2014x3/3/16.05.24	KMJ Ansh Hospital, Vinay Nagar, Gwalior	Residential	Hospital
5	GWA/0101/228/2020	Empire Resort, Turari, Gwalior	Hotel ⁴⁸	Marriage Garden ⁴⁹
6	BP not obtained ⁵⁰	7 Hills Resort, Gwalior	Resort ⁵¹	Marriage Garden
7	1019/Z13/52/18-19	Hotel Derby Green, Bhopal	Hotel	Marriage Garden
8	JAB/0427/1875/2021	Hotel 7 Vachan, Jabalpur	School ⁵²	Hotel
9	UMC/67/2015/03	Hotel Solitaire and Resort, Ujjain	Hotel and Club house	Marriage Garden

Some cases are illustrated in **Photograph-3.22 and 3.23**.



Thus, use of these buildings by the owners for the purpose other than permitted in building permission indicates that no monitoring was being done by the Municipal Corporation authorities to ensure usage of buildings as per the building permissions. Change in scope of the properties after development and building permissions were approved, indicates utter laxity of the concerned departments, thereby allowing developers to change the intended output as per their whims without government oversight.

During Exit Conference (February 2025), the Government took note of the findings and assured that it will look into the matter. Further development is awaited (March 2025).

⁴⁷ Residential premises for short tenure

⁴⁸ Where facility of accommodation and food is available for at least 15 persons.

⁴⁹ A place where marriage ceremony organised with minimum land area of 10,000 Sqm and Maximum FAR=0.10.

⁵⁰ GWLLP080404096/03.05.24 is the development permission issued by T&CP Gwalior

⁵¹ Place where recreation, entertainment, and accommodation facility provided.

⁵² Where education is provided to students up to class 10/12.

3.5.10 Water Harvesting System not constructed

As per Rule 81 of MPBVN, rain/roof water harvesting method shall have to be provided on all types of buildings with a plot size larger than 140 Sqm to recharge ground water. Further, conditions of building permissions also provided for establishment of water harvesting facilities.

During the joint physical verification, it was noticed that in 41 cases⁵³ out of 185 cases rainwater harvesting structure were not found constructed. Case wise details are mentioned in *Appendix-3.12*.

Thus, the applicants of these buildings violated the condition by not constructing rainwater harvesting structure. Further, the officials of Municipal Corporations also did not ensure construction of rainwater structures in compliance to the conditions of building permission through regular inspections.

During Exit Conference (February 2025), the Government took note of the findings and assured that it will look into the matter. Further development is awaited (March 2025).

3.5.11 Parking provisions not made as per norms

The norms for providing parking on the plot and in areas other than the plot shall be in accordance with the provisions of Rule 84 of MPBVN. Parking is the area, enclosed, covered or open, sufficient in size to park vehicles, together with a driveway connecting the parking spaces permitting entry and exit of the vehicles.

During joint physical verification, Audit noticed discrepancies in compliance to parking provisions in 25⁵⁴ cases out of 142 cases. Audit noticed in 13⁵⁵ cases that parking space was not kept as per approved layout of T&CP, and in six⁵⁶ cases parking space provided in basement was being used for other purposes such as kitchen etc., and in six cases parking spaces provided were not as per approved layout of T&CP. Case wise details are mentioned in *Appendix-3.13*.

Thus, applicants did not comply with parking provision as per the layout of T&CP/drawings. Further, Municipal Corporation officials also did not ensure parking spaces as per norms through inspection which resulted in irregular use of parking spaces or non-provision of parking space by the owners. Irregular use of parking spaces leads to traffic congestion caused due to parking of vehicles at roadside.

During Exit Conference (February 2025), the Government took note of the findings and assured that it will look into the matter. Further development is awaited (March 2025).

⁵³ Gwalior-14, Bhopal-16, Indore-4 and Ujjain-7.

⁵⁴ Bhopal-9, Gwalior-9, Indore-7.

⁵⁵ Gravity Mall, Pragati School, 7 Hills resort, Godown (262), Hotel Derby Green, Bling Square, BSSS College, Hall Mark School, Professional office (570), Industrial (1956), Hostel (2024), Resi+Comm (1962), Industrial (1314)

⁵⁶ Palak Barat Ghar, Hotel Rajhans, Sagar School, Bhopal Surgical Hospital, Noble Multispecialty Hospital, Nursing Home (487)

3.5.12 Land for road widening not kept free

During scrutiny of development permissions issued by T&CP it was noticed that in seven cases applicants were required to leave land for road widening as per approved layout. However, during physical verification, Audit noticed that the applicants did not leave free land for road widening as detailed in **Table 3.11** and illustrated in **Photographs-3.24 and 3.25**.

Table 3.11: Details of land area not left free for futuristic road widening.

Sl. No.	Municipal Corporation case no	T&CP permission no	Building owner	Road widening area to be left free (sq. m.)	Audit remarks
1	PRM/0411/Z05/2018 dated 28.05.2018	272/03947/t&cp/2012/27.01.2012	M/s Keshar Infrastructure, Gwalior	2215.13	Applicant covered the area with boundary wall. Area was being utilized as parking.
2	GWA/0101/460/2021/09.07.2021	GWLLP 7619/t&cp/2021/18.02.2021	Shivhare Resort Gram Turari, Gwalior	468.56	Applicant constructed porch and reception hall along with boundary wall in the area.
3	PRM/0158/Z14/2019/26.02.2019	GWLLP 4866/t&cp/2018/02.11.18	Gravity Infrastructures, Gwalior	530	Applicant constructed boundary wall to cover the area.
4	GWA/0101/228/2020/10.06.2020	GWLLP 5423/t&cp/2019/04.04.2019	Artimis Infrastructures, Gwalior	811.12	Applicant constructed boundary wall with gate to cover the area.
5	Not obtained ⁵⁷	GWLLP08042404096/03.05.2024	7 Hills resort, Gwalior	275.7	Applicant developed a garden in the area.
6	BHO/0269/032/2020/20.01.2022	BPLLP6720/LP95/29(3)/t&cp/2020	Sunrise Heights, Bhopal	1597.52	Applicant constructed a boundary wall to cover the area.
7	930/16.04.2019	BPLLP5170/LP14/20(1)/t&cp/DO/2019/02.02.2019	Laisure Valley Apartment, Bhopal	267.09	Applicant constructed a boundary wall to cover the area.

Photograph showing non-surrender of road widening



Photo-3.24: Artimis Infrastructures, Gwalior did not leave free space of 811 Sqm (between service road and boundary wall of The Empire Resort).

Photo-3.25: Laisure Valley Apartment did not leave free land as approved in development permission.

⁵⁷ Gwalior Municipal Corporation did not issue building permission.

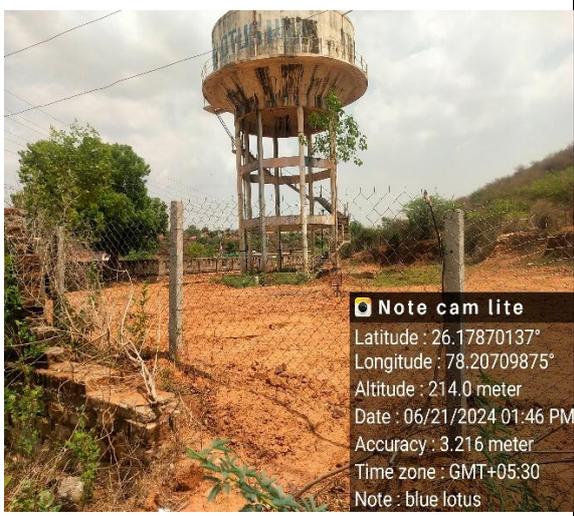
Thus, the T&CP/Municipal Corporation officials did not ensure that land was left free by the developer/ owner for road widening as per development permission.

During Exit Conference (February 2025), the Government took note of the findings and assured that it will look into the matter. Further development is awaited (March 2025).

3.5.13 Non-compliance of minimum community open space/parks requirements

As per Rule 47 of MPBVN, the minimum community open space shall be 10 per cent of the area of approved layout. In any residential or commercial layout, open spaces shall be reserved for recreational purposes. As per GoMP order (June 2009), development work shall be considered completed only after development of parks, group of garden and plants, playing fields for kids, lighting, drinking water, sewerage, and roads.

During scrutiny of colony development permission cases and further joint physical verification, it was noticed that in seven⁵⁸ cases parks were undeveloped/underdeveloped, in two⁵⁹ case open space was being used for parking vehicles and in four cases podium, room etc. were constructed instead of developing parks. Further, in Anni Vila Apartment, Bhopal, length of land for EWS/park was found short (7.3 m against 20.49 m). Case wise details are mentioned in **Appendix-3.14** and illustrated in **Photograph-3.26 and 3.27**.

Photograph showing non-development of the open spaces/parks	
	
Photo-3.26: Park 12 of Blue Lotus Hills Gwalior not developed by the coloniser	Photo-3.27: Park 7 of Blue Lotus Hills Gwalior not developed by the coloniser

Thus, T&CP/Municipal Corporation authorities did not ensure the availability of open spaces as per approved layout/building permission resulting in non-development of open spaces, parks, gardens etc.

During Exit Conference (February 2025), the Government took note of the findings and assured that it will look into the matter. Further development is awaited (March 2025).

⁵⁸ Bhopal-2, Gwalior-4, Ujjain-1

⁵⁹ Aditya world school Gwalior, Virasha Colony, Bhopal

3.5.14 Lesser width of main/approach/internal roads

As per Rule 38 of MPBVN, no building shall be erected in a way that would deprive any other building of access. No development on plot or land shall be permitted unless it is accessible by a public street with a width not less than 7.5 m. The minimum required width for various lengths of means of access are given in Table-3 of the Rules. As per Rule 39, means of access shall be levelled, metalled, flagged, paved, sewered, drained, channelled, lighted, equipped with water supply lines and provided with trees for shade up to the satisfaction of the authority. It should be free from encroachments by any structure or fixture so as not to reduce its width.

During scrutiny of selected cases of T&CPs/Municipal Corporations and joint physical verification, it was noticed that in nine⁶⁰ cases the width of main/access/internal roads was not maintained by the applicants against the prescribed norms, shortfall ranged between half a meter to 21 meters. Case wise details are given in **Appendix-3.15** and illustrated in **Photograph-3.28 and 3.29**.

Photograph showing less width of access road	
	
<p>Photo-3.28: IOC Fuel Filling Station Nipania, Indore access road width was found 9m against 30m.</p>	<p>Photo-3.29: Access Road to Mount Litera School Bhopal was found 5.4m against 12m.</p>

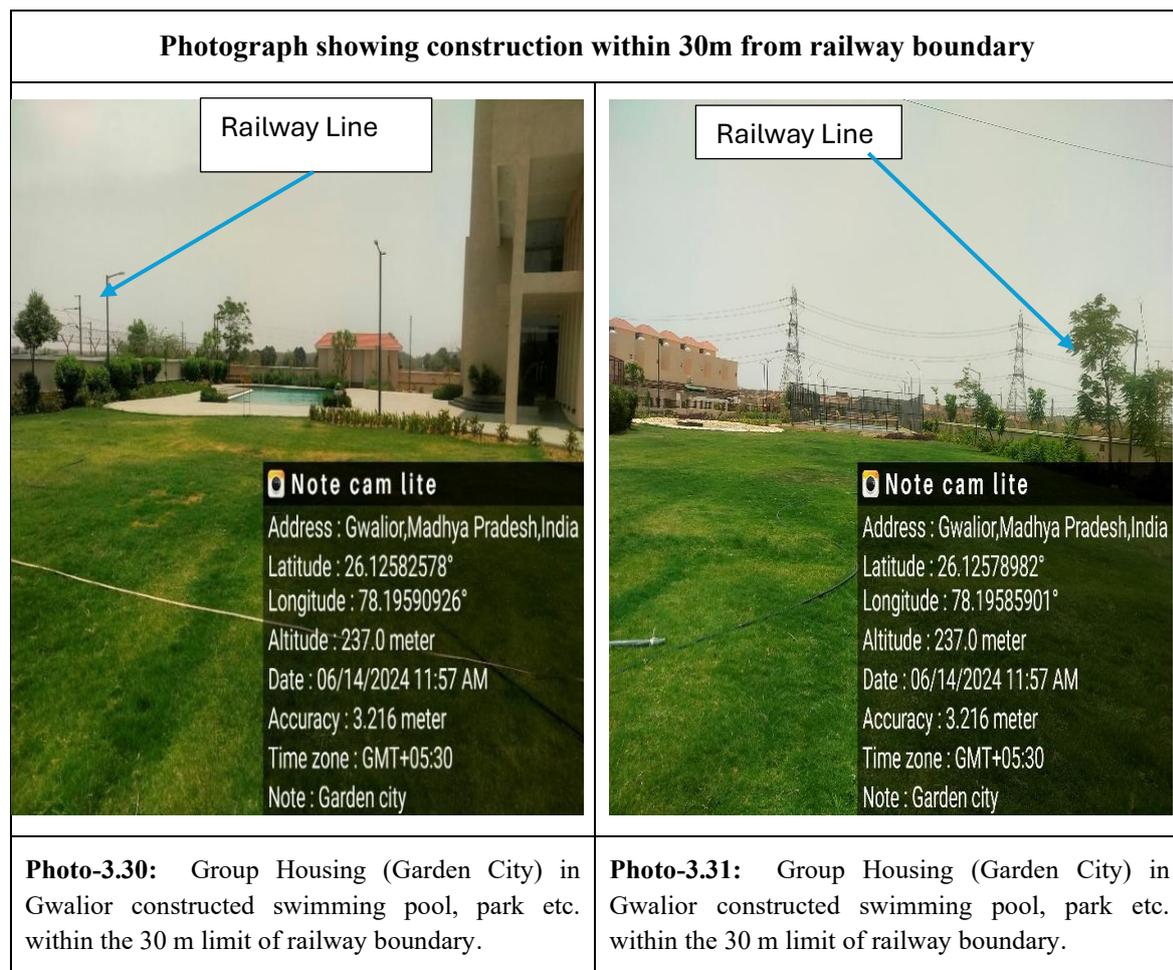
Thus, applicants did not maintain the width of main road/ access roads as per approved lay out/ building permission. Further, the T&CP/Municipal Corporation authorities did not ensure width of the road as per development/building permissions issued.

3.5.15 Prescribed distance from railway boundary not maintained

As per *Bhupariman and Bandobast* Department, GoMP order (February 1981) and letter of Western Central Railway Zone (May 2005) provided that as per Para 3728 (E) of Indian Railway Path Manual, no construction or development work is allowed within 30 m from the railway boundary.

⁶⁰ Bhopal-3, Gwalior-5 and Indore-1. Out of nine cases, there were two cases of access roads, six cases of main road and one case of internal road.

During scrutiny of records of T&CP, Gwalior and joint physical verification of selected cases, it was noticed that JD, T&CP did not show the railway boundary in layout and allowed construction of boundary wall, garden etc. within 30m from railway boundary. It was noticed during physical verification that Garden City⁶¹, Gwalior constructed boundary wall within 30m from railway boundary (only 9 m away from railway boundary). Further, swimming pool, fountain, electric transformer, park and road aside the park were also found constructed within the 30 m distance from the railway boundary as illustrated in **Photograph-3.30 and 3.31**.



It was observed from the development permission issued by T&CP that no condition was included for maintaining the prescribed minimum distance from railway boundary. Thus, JD, T&CP did not ensure compliance with the Government orders and permitted construction within the 30 m limit from railway boundary.

During Exit Conference (February 2025), the Government took note of the findings and assured that it will look into the matter. Further development is awaited (March 2025).

⁶¹ Builder: GLR Real Estate Pvt Ltd Group Housing, Development permission No. GWLLP/2142/2020 dated 22 September 2020)

3.5.16 Non-construction of staircases of specified width

As per Rule 80 of MPBVN, the minimum clear width and maximum riser of staircases for building shall be maintained as per sub-Rule (2) to (4) to ensure easy passage for residents/customers.

During joint physical verification of selected cases, it was noticed that in 14 cases⁶², the width of staircase was not access per norms prescribed in MPBVN. Case wise details are mentioned in *Appendix-3.16*.

Thus, Municipal Corporation authorities did not ensure required width of staircase through inspection of the building during construction. The narrow staircase causes difficulties in passage for residents/customers including threat in case of emergency.

During Exit Conference (February 2025), the Government took note of the findings and assured that it will look into the matter. Further development is awaited (March 2025).

3.6 Other miscellaneous irregularities

3.6.1 Irregularities noticed in physical verification of residential colonies

(A) Non-construction of houses for Economically Weaker Sections/Low Income Groups

- (i) As per condition 12 of Bhopal Municipal Corporation colony development permission, Economic Weaker Sections (EWS)/Low Income Group (LIG) houses were required to be constructed first followed by other buildings. During joint physical verification of *Saumya Homes Pvt. Ltd.*, it was noticed that the construction works of EWS/LIG houses by *Saumya Homes Pvt. Ltd.*, MP Nagar Bhopal⁶³ was not yet started, while the construction of other buildings had been completed.
- (ii) Further, As per condition 11 of Bhopal Municipal Corporation colony development permission, the EWS/LIG block was required to be developed first. During joint physical verification of *Virasha Colony*, it was noticed that construction work of the EWS/LIG block was not initiated yet, while the construction work of other buildings was at its completion stage.

(B) Irregularity noticed in Grace Garden⁶⁴, Bhopal

- (i) S.S. Creations, Bhopal constructed a gate on main access road (width of 18 metre). In approved layout the 18-meter-wide road was marked as '18-meter-wide master plan road'. Since the road was approved by Bhopal Development Plan and was meant for free access of general public, construction of gate blocked the access of general public.
- (ii) As per Rule 12 (v) of The MP *Nagar Palika* (Registration of Coloniser, Terms and Conditions) Rules, 1998 the coloniser is required to complete the external development work (approach road, laying of electric lines, connecting of sewerage, laying of water supply lines

⁶² Bhopal-2, Gwalior-5, Indore-4, Ujjain-3.

⁶³ Colony Development Permission No. 921 dated 21 December 2018

⁶⁴ S.S. Creations Bhopal (Colony development permission No. 967 dated 19 February 2021)

to the proposed colony), if he had not paid the external development fee. During joint physical verification of site audit found that the connection of electric lines, and water/sewerage lines to the colony were not completed (June 2024) and the coloniser had not paid the external development fee to Bhopal Municipal Corporation.

(C) Irregularity noticed in Orchard Majesty⁶⁵, Bhopal

- (i) Rear MOS in all duplexes was found 1m against required 1.5 m.
- (ii) Adjoining *Nala* land area approx. 12*12 square feet (sq. ft.) was encroached unauthorisedly. Further STP had been constructed on the park area.

(D) Irregularity noticed in Blue Lotus Colony⁶⁶, Gwalior

During scrutiny of records and physical verification of the colony, Audit noticed the following shortcomings:

- (i) Internal colony roads having width (6/7.5/12/18m) were found short by at least 1m in width.
- (ii) Approved layout of T&CP provided for additional space of 98.24 Sqm for septic tank and 134.35 Sqm for water supply. However, during physical verification, no such area was found reserved in the colony. Sump well and Over Head Tank (OHT) were constructed in Park-12 contrary to T&CP permission.
- (iii) A 6m wide road between N-2 Block and Park-12 was not found constructed.

Thus, authorities of Municipal Corporation failed in supervising the internal development works of the colony which ensures availability of basic infrastructure/ amenities for use by the residents.

3.6.2 Irregularities noticed in physical verification of shopping malls

(A) M/s Keshar Infrastructures⁶⁷, Gwalior

- (i) In compliance with the T&CP approved layout, a 6m wide mixed-use block (pathway) was to be constructed at front of commercial cum residential blocks 1 and 2. This space was to be kept free from construction as part of front MOS. During joint physical verification, it was noticed that no such mixed-use block was constructed. Instead, the applicant constructed a staircase to the ground/upper ground floor.
- (ii) An office and a restaurant was under construction on the roof of the basement ramp in violation of approved drawing/layout.
- (iii) As per the approved drawing of Gwalior Municipal Corporation, two 1.40 m wide escalators were to be installed for upward and downward movements. During joint physical verification, it was found that only the left side escalator (for upward movement only) was installed, while no escalator was found in right side for down movement.

⁶⁵ by Mantra Infrastructure Bhopal (Colony development permission No. 963/ 28.01.2021)

⁶⁶ Colony development permission No. 270/2010x3/3, dated 04.06.2010

⁶⁷ Case no. 5/17/0432/2018/Gwalior

(B) M/s Gravity Infrastructures Pvt. Ltd.⁶⁸, Gwalior

- (i) Passage between the shops, with a width of 10.07⁶⁹ m was found to be covered by a roof in violation of Gwalior Municipal Corporation approved drawing.
- (ii) Gwalior Municipal Corporation approved drawing with six shops/showrooms on each floor. However, Audit noticed that at the Ground floor, 17 shops/showroom (10 at the rear side and 7 at the front side) were constructed by way of partitions.
- (iii) Toilets on ground floor, as per approved drawing were to be built adjacent to the Lift area but were found constructed in open park area. Additionally, the toilets on the 1st, 2nd, 3rd, 4th, 5th and 6th floors were relocated from the entry ramp side to other side.

3.6.3 Irregularities noticed during joint physical verification of Hotel

(A) Hotel at Samardha⁷⁰, Bhopal

During scrutiny of records and joint physical verification, it was noticed that a passage measuring 0.8 m between two halls was found constructed against the approved 1.2m. Further, as per approved drawing, a staircase on the left side, a lift on the right side and toilets along with the staircase, with the remaining area open for lobby were to be built. However, Audit noticed that both the lifts and the staircase were built on the right side and the size of toilets was increased by using the area designated for the staircase.

3.6.4 Irregularities noticed in joint physical verification of colleges/schools

During scrutiny of records and joint physical verification of colleges/schools the following irregularities were noticed:

- (A) BSSS College⁷¹, Bhopal and AMI *Shishu* Mandir⁷² Gwalior were found operating without obtaining development permission from T&CP.
- (B) Pragati School⁷³, Gwalior in violation of approved drawing of Gwalior Municipal Corporation, constructed a basketball court in place of swimming pool as illustrated in **Photograph-3.32**. Further, single rooms were constructed by merging three rooms provided in building plan at each floor in sun valley side on the first/second/third floors.
- (C) Development permission⁷⁴ for the land where *Aditya* World School, Gwalior was constructed was granted for IT Park. However, it was observed in the application received from the owner, he had applied for development permission of educational land use only. Thus, grant of development permission of industrial land use on application received for educational purpose was not in order. Further, construction and running of a school on development permission issued for industrial land use was also irregular. The case is illustrated in **Photograph-3.33**.

⁶⁸ Case no. 14/60/0094/2019/Gwl

⁶⁹ (2.41m+1.95m+0.78m+4.93m)

⁷⁰ Case no. 19/85/1157/2020/Bhopal

⁷¹ Building Permission case No. BHO/0269/055/2021

⁷² Building Permission case No. PMT/GWA/010/027/2020 dated 27.03.2020

⁷³ GWA/0101/918/2020

⁷⁴ T&CP Development permission No. 432/24.02.14

Photograph showing construction in deviation of approved drawing	
	
<p>Photo-3.32: Construction of Basketball Court in place of Swimming pool in <i>Pragati</i> School Gwalior.</p>	<p>Photo-3.33: Construction of <i>Aditya</i> World School Gwalior in place of IT Park.</p>

We further noticed that the school building was constructed in deviation from approved layout/ development permission issued by T&CP. Audit noticed that Sub-Engineer of T&CP intimated (August 2023) to JD, T&CP about deviation in construction of building against approved layout.

During Exit Conference (February 2025), the Government took note of the findings and assured that it will look into the matter. Further development is awaited (March 2025).

3.6.5 Operation of establishments without fire No Objection Certificate

Resolution of Gwalior Municipal Corporation (309 dated 7 January 2013) provided revised fees for obtaining fire No Objection Certificate (NOC) for 35 types of establishments such as hotels, hospitals, cinema halls, high rise buildings etc.

During scrutiny of records of nine building permission cases (selected for physical verification), it was noticed that five establishments which were required to obtain fire NOC in compliance with this resolution, were operational without obtaining fire NOC as detailed in **Table 3.12**.

Table 3.12: Details of establishments operating without obtaining fire NOC from Gwalior Municipal Corporation

Year	MC building permission Case No.	Name of Building	Location	Building height/ bed
2022-23	GWA/GWA/GWA/0101 /749/2022	Chopra Hospital	Chest Ward -58 Vijyanagar	15 bedded
2014-15	331/2014X3/3	KMJ Hospital	Vinay Nagar Sector-1	50 bedded
2020-21	GWA/GWA/GWA/0101 /416/2020	Saral Speciality Hospital	Multi Basant Vihar Ward-58	48 bedded
2020-21	GWA/GWA/GWA/0101 /460/2021	Shivhare Hotel	resort/ Turari Jhansi Road Ward-66	12.5 m
2024-25	Not issued	7-Hils Resort	Village Manpur, Khasra 409, 411, 412/1	12 m

(Source: Data collected from Gwalior Municipal Corporation)

On enquiring about issue of fire 'No objection Certificate', Bhopal Municipal Corporation , Ujjain Municipal Corporation and Jabalpur Municipal Corporation did not provide details of issuance of fire No objection Certificate and intimated that buildings would be inspected to check fire No objection Certificate. Further, Indore Municipal Corporation issued fire No objection Certificate in six cases out of 35 cases and intimated that before the year 2020 fire NOC was being issued by Urban Development and Housing Department, Bhopal.

During Exit Conference (February 2025), the Government took note of the findings and assured that it will look into the matter. Further development is awaited (March 2025).

3.6.6 Illegal construction of resorts

Section 302 of Madhya Pradesh Municipal Corporation Act, 1956, empowered Commissioner to stop progress of building work commenced unlawfully or carried on. Section 307 empowered Municipal Corporations to act for removal or alteration of work not in conformity with byelaws or any scheme or any other requirements.

Further, Section 16 of the *Adhiniyam*, 1973 states that no person shall institute or change the use of any land after publication of existing land use map under Section 15 of the *Adhiniyam* or carry out any development of land without the permission in writing of the Director. Section 36 of the *Adhiniyam* provides for penalty for unauthorised development. Section 37 empowered T&CP for removal of an unauthorised development.

During joint physical verification, it was noticed that resorts were running without obtaining permissions from the competent authority. Case wise details are given below-

1. Bhopal Municipal Corporation issued (June 2024) a license for marriage garden without ensuring development/building permission to AA Farms & Resort (*Shambhala*) on *Khasra* No. 643/1, Zone-1, Village Bhuri, Bhopal, for construction of a marriage garden. During physical verification of the site of AA Farms & Resort (*Shambhala*), it was observed that construction work of the building was under progress. However, construction of swimming pool, park, garden, roads, restaurant, and building was completed without obtaining building and development permissions from T&CP Bhopal and Bhopal Municipal Corporation. The resort was found to be well-furnished and operational with all facilities as shown in **Photograph-3.34**.

2. During scrutiny of records of T&CP, it was observed that a notice was issued (April 2024) to 7 Hills Resort, Gwalior under Section 36/37 of the *Adhiniyam* for removal of unauthorized development by T&CP. Further, the applicant was permitted (May 2024) for construction of resort/ guest house in accordance with the approved layout with the condition to demolish the construction work prior to development permission and restore the land in its original state.

However, during joint physical verification (June 2024) of 7 Hills Resort, Gwalior, it was observed that existing structures i.e. swimming pool, 12 rooms, restaurant, stage for marriage, toilets and office were not demolished in compliance of development permission as shown in **Photograph-3.35**. During joint physical verification the resort was found in

operation with its all-basic facilities without obtaining building permission from Gwalior Municipal Corporation.

Photograph showing unauthorised development of resorts	
	
<p>Photo-3.34: AA Farms & Resort (<i>Shambhala</i>) Bhopal was constructed without obtaining building permission from Bhopal Municipal Corporation and development permission from T&CP.</p>	<p>Photo-3.35: 7 Hills Resort Gwalior was constructed without obtaining building permission from Gwalior Municipal Corporation.</p>

On being pointed out, JD, T&CP, Bhopal accepted the fact of non-issuance of development permission, while Bhopal Municipal Corporation accepted the audit observation and stated that Bhopal Municipal Corporation did not issue building permission for construction of resort at Sambhala, Bhopal. In case of 7 Hills Resort Gwalior Municipal Corporation replied (June 2024) that the applicant had applied online for building permission, however building permission was yet to be issued.

Thus, above resorts were constructed and operating without obtaining required development/ building permissions from authorities which indicates poor monitoring by the authorities over development/ construction activities.

During Exit Conference (February 2025), Government admitted the facts and stated that issuing a development permission for a pre-constructed structure is not appropriate.

3.6.7 Non/partial existence of park

T&CP granted development permission⁷⁵ to Blue Lotus Developers, Gwalior for development of a colony⁷⁶ on 1,80,090 Sqm land. Gwalior Municipal Corporation issued colony development permission⁷⁷ to the developer. As per approved layout by T&CP, the developer was to provide land area for 14 parks and other utilities. The approved layout provided for reservation of 18,009 Sqm (10 *per cent* of the total area) land for parks.

⁷⁵ 183/3757/23.01.2010

⁷⁶ Blue Lotus Hills, opposite Sun Valley, Gwalior

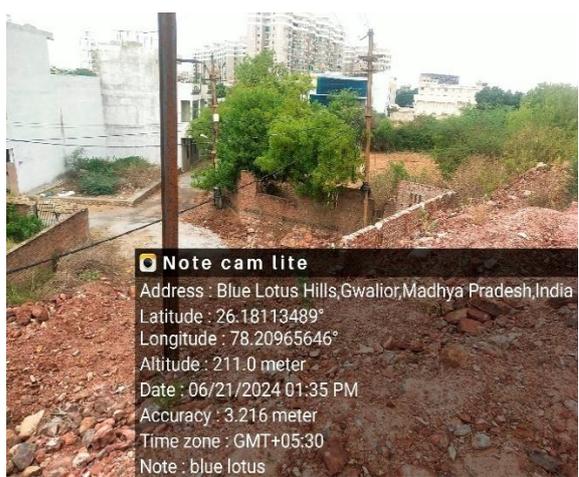
⁷⁷ 270/2010x3/3, dated 04.06.2010

During scrutiny of development permission file and joint physical verification of Blue Lotus Hills, opposite Sun Valley, Gwalior following irregularities were noticed as detailed in the **Table 3.13.**

Table 3.13: Details of park area reserved and actually allocated in Blue Lotus Hills, Gwalior

Sl. No.	Utility	Location	Area Reserved (Sqm)	Actual Area found (Sqm)	Audit remarks
1	Park-1/2/4/6	Block B2/B1/C1&D1/H1, I1&J1	33.02/1179.85 /1599.58/4991.06	0	Parks were not found.
2	Park-9	Block G2	328.25	Approx. 80	Partially exist (only one side wall found).
3	Park-11	Block N1	1027.19	Only two side walls found.	Park was not found.
4	Park-12	Block N2	1615.94	Approx. 700 (on Government land)	Partially exist (only 2 side walls were found. The park consists of land of Khasara No. 31 pertain to government land (as per MP Kisan App)
5	Park-13	Block M3 & M4	1120.00	Room of 8*8 feet (on government land)	Park was not found (only a room of size 8*8 Sq. feet was found at the government land of Khasara No. 35).

Further, as per layout, Parks 2, 4 & 6 were to be developed by the side of commercial block CM1 in semi-circular area. These were to be developed in the manner that residential blocks are followed by a road and subsequently parks close to the boundary wall of the colony. However, it was noticed that residential plots are followed by the boundary wall of the colony. No space for the parks (Park-2, 4 & 6) were provided between residential blocks and the boundary wall as shown in **Photograph- 3.36 and 3.37.**

Photograph showing non-existence of parks as per approved layout.	
 <p>Note cam lite Address : Blue Lotus Hills,Gwalior,Madhya Pradesh,India Latitude : 26.18113489° Longitude : 78.20965646° Altitude : 211.0 meter Date : 06/21/2024 01:35 PM Accuracy : 3.216 meter Time zone : GMT+05:30 Note : blue lotus</p>	 <p>Note cam lite Address : Gwalior,Madhya Pradesh,India Latitude : 26.17873534° Longitude : 78.20682189° Altitude : 214.0 meter Date : 06/21/2024 01:47 PM Accuracy : 3.216 meter Time zone : GMT+05:30 Note : blue lotus</p>
<p>Photo-3.36: No park was found in existence on the area of 8142.49 Sq. m. for Park 2, 4 and 6 in Blue Lotus Hills Gwalior.</p>	<p>Photo-3.37: A room of size 8*8 Sq. feet was found at the forest hill against the specified area of 1120 Sqm for Park 13 in Blue Lotus Hills Gwalior.</p>

The authorities of T&CP/Gwalior Municipal Corporation did not ensure development of parks in the colony as per approved development permission through regular inspections.

During Exit Conference (February 2025), the Government took note of the findings (as pointed out in paragraphs 3.6.1 to 3.6.7) and assured that it will look into the matter. Further development is awaited (March 2025).

3.7 Conclusion

Audit noticed lack of prompt and effective action on unauthorised development of marriage gardens in planned area, no action on wholesale fruit market unauthorisedly developed in residential land use and no action on complaint cases.

During scrutiny of selected development permissions of T&CP, colony development permissions and building permissions of selected Municipal Corporation Offices, Audit noticed irregularities in use of free space of *Nala* River in violation of MPBVN and encroachment of *Nala* free space. Municipal Corporations irregularly issued building permissions without obtaining grey water discharge management plan in violation of Municipal Corporation (Recycled and Reuse of Grey water in buildings) Model Bye laws, 2010. Further, Municipal Corporations irregularly released mortgaged plots of colony without ensuring completion of internal development work. Gwalior Municipal Corporation irregularly sanctioned basement area in violation of MPBVN. Audit noticed irregular diversion of land by Sub-Divisional Officer, Revenue in violation of provisions of the *Adhiniyam*.

Audit noticed that Municipal Corporation authorities did not monitor the development activities/construction works of buildings after issue of colony development permissions/building permissions resulting in significant deviations by the applicants against approved layout. Between 2018 and 2021, 33,016 building permissions were issued but not ensured whether completion certificate was obtained by the concerned owners. The Municipal Corporations did not have an integrated IT application to monitor the pendency status of Occupancy Certificates (OCs), along with the corresponding reasons for such pendency. Consequently, there was no established mechanism to verify the status of OCs prior to the issuance of new building permissions, thereby increasing the risk of non-compliance with applicable regulatory norms.

During joint physical verification of 185 selected cases (142 buildings and 43 colonies), it was noticed that in 50 instances (nearly 35 *per cent* of buildings), applicants of building permission did not leave minimum open space. Additionally, irregularities in construction/use of basement area was observed in 14 instances, and in six instances, additional floors were constructed in violation of MPBVN. Audit also noticed three instances of encroachment on Government land, excess ground coverage beyond the sanctioned limit in 11 instances, non-maintenance of gap between two residential towers/blocks. Audit also noticed discrepancies such as construction of excess built-up area than sanctioned in six instances, irregular change in use of buildings in nine instances, non-construction of water harvesting system in 41 instances, non-compliance of minimum community open space/park requirements in 13 instances and lesser width of main/approach/internal roads in nine instances. Further, it was noticed that one of the test

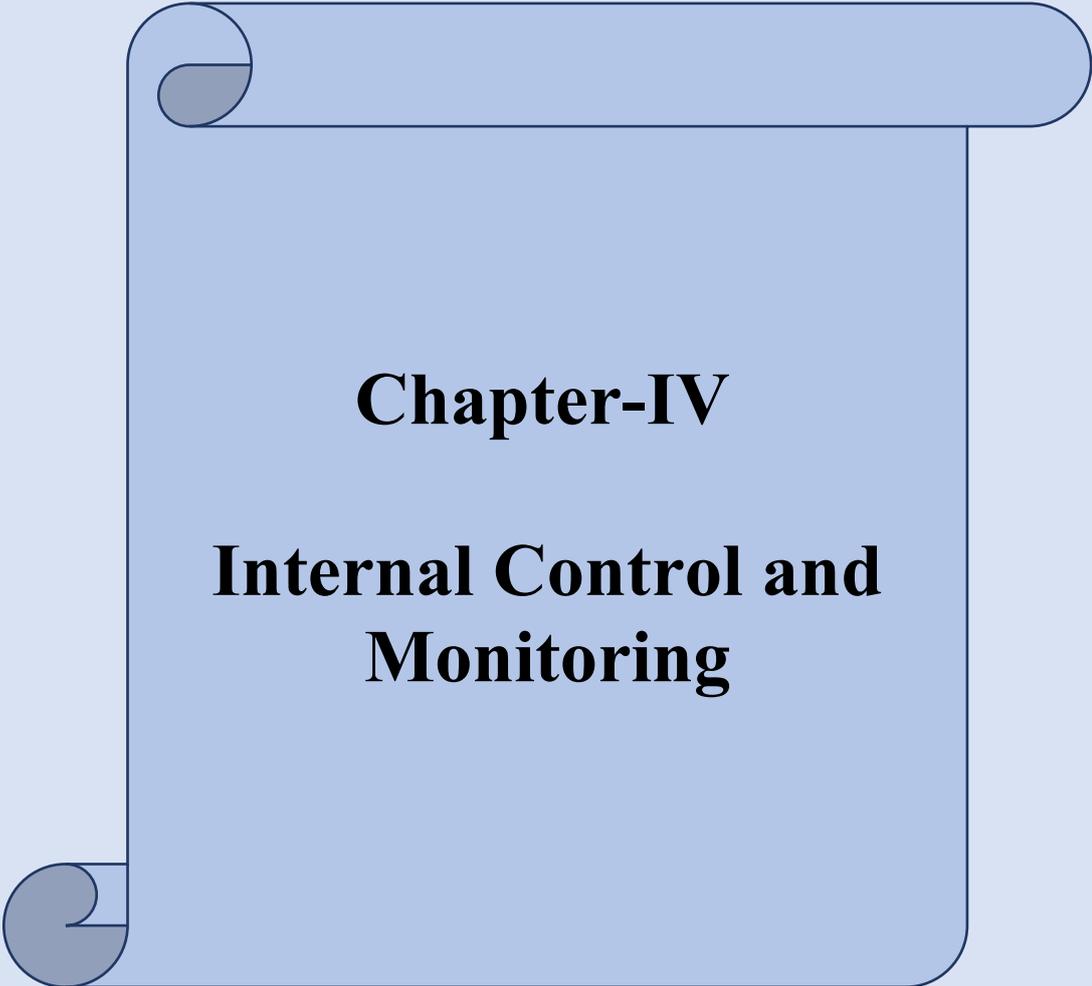
checked colonisers, did not maintain required distance of 30m from railway boundary and constructed boundary wall, park, swimming pool *etc.*, within 30m from railway boundary.

We also noticed incomplete internal development works, construction of college building without obtaining development permission from T&CP, irregular issuance of development permission for IT park on application received for institutional purpose (School), illegal construction of resort.

3.8 Recommendations

Audit recommends that:

- *The Government/Department should investigate and fix responsibility on the concerned officials for:*
 - *not taking action on unauthorised commercial establishments (Paragraphs 3.2.2 and 3.2.3)*
 - *not imposing conditions for environmental clearance on building/construction projects and for grey water discharge management plan (Paragraphs 3.3.2 and 3.3.3)*
 - *issuing building permissions but not ensuring whether completion certificate was obtained by the concerned owners (Paragraph 3.4)*
- *Department should prescribe Standard Operating Procedure for inspection of development activities/buildings by both T&CP and ULBs to identify deviations from the Development Plan/permissions. (Paragraphs 3.2 and 3.3)*
- *Department should ensure collection of fines from builders who have violated prescribed conditions/norms. Stringent action may be taken against unlawful construction as provided in the Madhya Pradesh Municipal Corporation Act, 1956. (Paragraph 3.3)*
- *Shelter fee should be immediately transferred to a designated account for the proper monitoring of the expenditure and Municipal Corporations should be instructed to maintain separate bank account for shelter fee so that can be monitored. (Paragraphs 3.3.9.1 and 3.3.9.2)*
- *Department should develop an integrated IT Application to enhance transparency in the NOC application process, providing real-time updates on status of permissions from various agencies, along with reasons for withholding Occupancy Certificate and other permissions. (Paragraph 3.4)*



Chapter-IV

Internal Control and Monitoring

Chapter IV: Internal Control and Monitoring

4.1 Introduction

Town and Country Planning is a technical advisory body to Government for promotion of planned physical development of urban areas in the state. Functions of Director, T&CP include preparation of development plans, design/approval of layout plans submitted by private individuals/organisations/govt. agencies.

Scrutiny of records of Director, T&CP and JD, T&CP of selected districts showed following shortcomings:

4.2 Shortfall in meetings of planning and supervision committee

As per the orders issued by Director, T&CP (May 1998, for the implementation of approved Development Plans of the cities, a planning and supervision committee was to be constituted at district level. The Committee is required to conduct quarterly meetings to review the implementation status, supervision and progress of the works of the Development Plan. The Committee is to review the preparation and financial details of programme/ projects and the implementation of the same on quarterly basis. The Committee is to submit an Annual Development Report (ADR) to Director T&CP for approval and the Director will submit it to Government after approval. Recommendations for the improvement of planning and implementation of the Development Plans in every aspect is required to be included in the ADR.

GoMP directed (April 2010) that the Planning and Supervision Committee will conduct the meetings bi-annually. The head of T&CP district office would be the Member Secretary of the Committee. Also, the Committee was re-constituted¹ with a Chairperson, 13 members and one member secretary.

The Member Secretary of the Committee is required to prioritize maintaining various components of development plan and submit these to Annual Planning Committee. Implementing agencies are to prepare their annual budget based on approved budget by the Committee.

During scrutiny of records relating to planning and supervision committee meetings in office of the JD, T&CP of selected districts, it was noticed that there was a significant shortfall in

¹ Chairperson- Commissioner at the level of Divisional headquarter and Collector at level of District headquarter and others cities; Members- Member of parliament of concerned area, Chairperson of concerned development authority, chairperson of concerned Zila Panchayats, Mayor of concerned Municipal corporation, Member of legislative assembly of legislative area if falls under planning area, chairperson of concerned Nagar Palika, Chairperson of concerned Nagar Panchayat, Dy. Director/ Executive Engineer of M.P. Housing development Board, Commissioner, Nagar Nigam/ Chief executive Officer, Nagar Palika/ Nagar Panchayat, superintendent engineer/ Executive engineer of PWD, Superintendent engineer/ Executive engineer of PHE, Superintendent engineer/ Executive engineer of MPEB, Chief Executive Officer of concerned authority or development area of planning area and member secretary- Joint director/Dy. Director/Assistant Director of Town & Country Planning of concerned districts.

meetings conducted against the prescribed number of meetings. Details of meetings to be held and meetings actually conducted are detailed in **Table: -4.1**

Table-4.1: Statement showing details of meetings of planning and supervision committee to be held and meetings actually held in selected districts

Sl. No.	District Development Plan	Effective date of the development plan	Meetings to be held up to April 2010 (Quarterly)	Meetings to be held between April 2010 and up to Mar. 2023 (bi-annually)	Total Meetings to be held	Meetings held	Shortage of meetings (<i>per cent</i>)	Date of Meetings held
1	BDP 2005	09.06.1995	59	25	84	3	96	09.01.2006 13.02.2018 26.04.2018
2	GDP 2021	12.09.2014	0	16	16	2	88	30.05.2018 15.01.2021
3	IDP 2021	01.01.2008	9	25	34	2	94	30.07.2018 06.07.2021
4	JDP 2021	01.10.2008	5	25	30	2	93	01.10.2008 27.06.2009
5	UDP 2021	16.06.2006	15	25	40	4	90	09.04.2008 29.01.2009 19.10.2010 26.03.2012
Total			88	116	204	13	94	

(Source: Records collected from T&CP offices of selected districts)

It is evident from the above table that sporadic meetings were held. There was a shortfall ranging between 88 and 96 *per cent* in conduct of meetings of the planning and supervision committee in the selected districts. The progress of the ADR was also not submitted by the district officers to Director T&CP and subsequently by the Director to the GoMP. Due to shortfall in meetings of planning and supervision committee, implementation status, supervision, and progress of the works of the Development Plan could not be reviewed regularly which resulted in shortfall in achievement against targeted land use as discussed in **Paragraph-4.2.1**.

4.2.1 Shortfall in achievement of proposed land use

As per URDPFI guidelines, 2014 the objective of Development Plan is to provide further necessary details and intended actions in the form of strategies and physical proposals for various policies given in the perspective plan and regional plan. The approved Development Plan allows the local authority to implement development of the land area specified under the plan with the help of local area plans and projects. Further, as per Development Plan document, the success depends on implementation of its proposals within a determined time frame and the availability of required resources. Establishment of a Planning and Supervision Committee is required to review and implement the plan after publication of final development plan.

During scrutiny of development plans in selected T&CP offices, it was observed that due to absence of effective functioning of the Planning and Supervision Committee, there was

shortfall in achievement against the targets of earlier Development Plans (Bhopal Development Plan 2005, Gwalior Development Plan 2021, Indore Development Plan 1991, Jabalpur Development Plan 2005 and Ujjain Development Plan 2021). Further, selected districts notified new Development Plans (draft Bhopal Development Plan 2031, Gwalior Development Plan 2035, Indore Development Plan 2021, Jabalpur Development Plan 2021 and Ujjain Development Plan 2035). Proposed land use in development plans, achievement there against and shortfall percentage are detailed in *Appendix-4.1* and summarized in *Table-4.2*.

Table-4.2: Details of the shortage (+)/ excess (-) in the achievement of proposed land use

Name of Development Plan	Categorization of land use						(in percentage)
	Residential (Per cent)	Commercial (Per cent)	Industrial (Per cent)	PSP ² (Per cent)	Recreational (Per cent)	Transport (Per cent)	
BDP 2005 & draft BDP 2031	31	56	64	52	64	Could not be calculated ³	
GDP 2021 & 2035	63	10	81	35	88	24	
IDP 1991 & 2021	8	12	44	23	80	35	
JDP 2005 & 2021	16	53	33	17	74	23	
UDP 2021 & 2035	49	31	38	(-)60	77	45	

It may be seen from the above table that there was a shortfall in the achievement of residential land use, ranging from eight to 63 *per cent*, commercial land use from 10 to 56 *per cent*, industrial land use from 33 to 81 *per cent*, public and semi-public land use from 17 to 52 *per cent*, re-creational land use from 64 to 88 *per cent* and land use for transportation from 23 to 45 *per cent*. The average shortfall of land use against proposed land use in Development Plans of selected districts was 44 *per cent*. Thus, due to lack of monitoring through planning and supervision committee on the schemes and projects mentioned in the Development Plans, the multidimensional developments of the cities could not be ensured.

Further, audit noticed that: -

- In Gwalior Development Plan 2005, 101 roads were proposed for widening. Out of which 84 roads were again proposed for widening in Gwalior Development Plan 2021 and Gwalior Development Plan 2035. 84 out of 101 roads were yet to be widened till April 2023 (inception of Gwalior Development Plan 2035). It was also noticed that during fifteen years (2008 to 2022) the vehicle growth was from 1,22,392 vehicles to 7,65,057 vehicles (525 *per cent*) in Gwalior district. Thus, road widening as per the requirement of vehicular growth was not ensured and it resulted in congestion/ traffic jams in urban areas.
- In Ujjain Development Plan 2021 (June 2006), 51 roads were proposed for widening. Against which 47 roads were again proposed for widening in Ujjain Development Plan 2035. These 47 roads were not widened during the period of Ujjain Development Plan 2021. It

² Public semi-Public

³ 709.15 ha land was allotted for transportation land use in Bhopal Development Plan 2005. However, draft Bhopal Development Plan 2031 did not provide measurement of land used for development of transportation instead it mentioned number of roads developed. Therefore, the land use could not be calculated.

was also noticed that for fifteen years (2008 to 2022) the vehicle growth was from 71,974 to 5,60,784 (679 per cent) in Ujjain district.

- In Bhopal Development Plan 2005 (June 1995), six roads⁴ were proposed for widening. Due to non-widening, these roads were again proposed in draft Bhopal Development Plan 2031 (March 2020).
- In Gwalior Development Plan 2021, new buildings/houses for Government employees were proposed to be developed on the vacant lands adjacent to the Government residences situated at Gandhi Marg, *Racecourse Marg*, *Jhansi Marg*, *Padav* Irrigation Colony, Agricultural Colony and Police Line. However, these were again proposed in Gwalior Development Plan 2035 reflecting that these colonies were not developed during the currency of the Gwalior Development Plan 2021.
- Inconsistent lands⁵ (land parcel not suitable to surrounding locality) were to be shifted and the vacant land was to be developed as residential/parking/commercial areas/retail business etc. Inclusion of these activities from earlier Development Plans into current Development Plan shows that these inconsistent lands were not shifted due to ineffective implementation of development plan in selected districts. Details are shown in **Appendix 4.2**.
- Sub-urban Centres⁶ were developed on residential land in place of commercial land.
- Transport Nagar of Bhopal was developed in *Kokta* in place of *Bhauri*, *Manpur* and *Bhairipur*. In Gwalior *Bela Ki Bawadi*, Underpass Jhansi Road and Bhind Marg were proposed for development of Transport Nagar. However, none of these areas have been developed as Transport Nagar yet. In Gwalior district illegal industries were developed in *Girwai* and *Shankarpur* areas. *Badagaon* was identified as Public Semi-Public area in the development plan and has been illegally developed as residential and commercial areas.

During Exit Conference (February 2025), Government while admitting the facts, stated that the department was unable to hold regular meetings of the Planning and Supervision Committee. During the discussion, it was brought to the Government's notice that due to the ineffective functioning of planning and supervision committee, the department was unable to address the constraining factors in achieving the targets of DP.

4.2.2 No mechanism to trace unauthorised development

During scrutiny of records of Director T&CP and selected district offices of T&CP, it was observed that unauthorized development activities within the planning area were brought to notice of the authorities by the complainants. T&CP had not developed its own monitoring mechanism to detect unauthorized developments/ constructions without development permission in the planning area through field inspections or otherwise. Thus, in absence of regular inspections/ field visits, the authorities could not trace and check unauthorized

⁴ Raisen Road, Vidisha Road, Kolar Road, Chiklod Road, Bilkisganj road, Berasia Road

⁵ Bhopal- 6, Gwalior-7, Jabalpur- 14 and Ujjain- 7

⁶ Bhopal-4 (Nevary, Misrod, BHEL, Kolar), Gwalior-4 (Gwalior, Morar, Thatipur, City Centre)

activities. This resulted in unauthorized developments in planning area and has led to haphazard development of the city.

During Exit Conference (February 2025), Government stated that when a complaint is received regarding unauthorized development activities, necessary action is taken. However, no vigilance/ monitoring system is in place to trace and monitor unauthorised activities in the planning area.

4.3 No action on unauthorised colonies

According to Rule 22 of Madhya Pradesh *Nagarpalika* (Colony Development) Rules, 2021, the competent authority of Municipal Corporation shall ensure that the unauthorized colonies are not developed in the municipal area. On receipt of any information regarding development of any unauthorized colony, notice shall be issued to the developer and the landowner to stop the development work within 15 days. In case of unsatisfactory reply/non-compliance, a final notice shall be issued giving 15 days' time for removal of development/construction along with the intimation to the concerned sub-registrar to ban registration of sale/agreement in the said colony. General public shall also be warned through publication of a warning in the local newspaper for non-indulgence in any sale/purchase of land/house in the said colony. Clear details of unauthorized colony and its location shall be described in the public notice. If the development/construction was not removed within the prescribed period, the competent authority shall initiate action for removal of the said development/construction and shall also file complaint against the developer and landowner in the concerned police station for taking necessary penal action under the relevant provisions of the Act.

Rule 23 *ibid* states that the competent authority shall provide civic infrastructure in the unauthorized colonies that came into existence before December 2016. Unauthorized colony will not be eligible for provisions related to civic infrastructure, if developed on Government land or the land of Development Authority/Planning and Infrastructure Development Board, Urban Local Bodies or areas designated as roads, parks, playgrounds, areas of cultural heritage, areas of river/ drains, recreational areas and water bodies in the development plan or on land falling in restricted areas along State and National Highways or any other such prohibited area notified under any Central or State law.

During scrutiny of records of selected Municipal Corporations⁷ the following irregularities were observed:

(1) During scrutiny of records of Bhopal Municipal Corporation, it was noticed that during 2020-21 Revenue Department intimated Bhopal Municipal Corporation about 255 unauthorized colonies. However, action taken by Bhopal Municipal Corporation on such colonies was not available on record. It was found that, apart from this, Collector, Bhopal also sent detail of 43 unauthorised colonies to Bhopal Municipal Corporation during February 2021, March 2021, and March 2022, along with a note of request to act.

⁷ T&CP Jabalpur did not provide information/record of unauthorized colony.

Details are given in **Appendix-4.3**. However, no cognizance of this information was taken by the Bhopal Municipal Corporation.

On being pointed out, Bhopal Municipal Corporation replied (June 2024) that the office issued a letter to all the sub-divisional officers to determine the unauthorized colonies and initiate process for regularization, in their jurisdiction within 15 days. Process of regularization will proceed as per the instructions of the Government.

The reply is not acceptable as Bhopal Municipal Corporation did not ensure action as per Rule 22 or 23 for removal of unauthorised development or providing civic infrastructure, as the case may be, in these colonies even after lapse of three years.

(2) During scrutiny of records of Gwalior Municipal Corporation, Indore Municipal Corporation and Ujjain Municipal Corporation, it was noticed that these Municipal Corporations identified 1331⁸ unauthorised colonies through surveys as illustrated in **Photograph-4.1 to 4.3**. Audit noticed that Indore Municipal Corporation wrote a letter (June 2018 to October 2022) to lodge FIR in 94 cases to police. However, FIR was lodged in 50 cases. In remaining cases, records related to action taken by Gwalior Municipal Corporation, Indore Municipal Corporation and Ujjain Municipal Corporation against unauthorized colonies was not found in record. Jabalpur Municipal Corporation did not provide the details of unauthorised/ illegal colonies.

Photograph showing unauthorised colonies in Gwalior	
 <p>Latitude: 26.228925 Longitude: 78.152047 Elevation: 251.7353 m Accuracy: 13.9 m Time: 01-08-2024 12:50 Note: Acta colony</p>	 <p>Latitude: 26.227704 Longitude: 78.151929 Elevation: 251.4351 m Accuracy: 5.7 m Time: 01-08-2024 12:46 Note: sonu tomas ullash nagar</p>
<p>Photo-4.1: Ekta Nagar Colony, Village- Kishan Bagh and Ghatampur, Gwalior (Survey No. 171/1(A), 10, 04.06) Area- 2.4 Ha.</p>	<p>Photo-4.2: Ullash Nagar Colony, Kishan Bagh, Gwalior (Survey No. 171/1(A) Area- 0.80 Ha</p>
 <p>Latitude: 26.231774 Longitude: 78.153075 Elevation: 226.07±24 m Accuracy: 15.0 m Time: 01-08-2024 12:36 Note: damodar bagh</p>	
<p>Photo-4.3: Damodar Bagh, Gwalior (Survey No. 16, (min) Area- 0.418 ha.</p>	

⁸ Gwalior Municipal Corporation- 578 colonies, Indore Municipal Corporation-636 colonies, Ujjain Municipal Corporation-117colonies. Out of 1331, Municipal Corporations made eligible 479 colonies for development of civic infrastructure and remaining 852 colonies were not eligible for civic infrastructure.

Thus, authorities of Municipal Corporations did not take timely and effective action on unauthorised colonies.

During Exit Conference (February 2025), the Government took note of the findings and assured that it will look into the matter.

4.4 Shortage of manpower

Optimal manpower is essential to ensure proper ground survey, vetting, inspection and supervision of the Development Plan. During scrutiny of records of selected five T&CP offices, Audit noticed shortage of manpower across all the positions as detailed in **Table-4.3**.

Table 4.3: Showing sanctioned strength and person-in-position in selected districts

Sl. No.	Name of post	Sanctioned posts	Person in position	Vacant posts	Vacancy in percentage
1	Dy. Director	4	1	3	75
2	Asstt. Director	9	5	4	44
3	Draftsman	32	10	22	69
4	Tracer	20	1	19	95
5	Sub. engineer	10	5	5	50
6	Land surveyor	15	1	14	93
7	Senior (Asstt. Research)	5	0	5	100

(Source- District offices of T&CP)

It is evident from the table above that there was an acute shortage of manpower across all the cadres, ranging between 44 and 100 *per cent* for all technical posts. Government accorded (May 2023) financial approval for direct recruitment on 151 posts including 45 posts mentioned at Serial No. 1 to 3 in the Table 4.3 above.

The shortages in availability of manpower may have affected proper functioning of the Department of Town and Country Planning.

During Exit Conference (February 2025), Government stated that some cadres like Senior Research Assistant/Research Assistant are dying cadres and hence no recruitment is necessary on such cadres. Approval of the recruitment rules of other cadres has been received from the Government and action is being taken to fill the vacancies through Madhya Pradesh Public Service Commission.

4.5 Conclusion

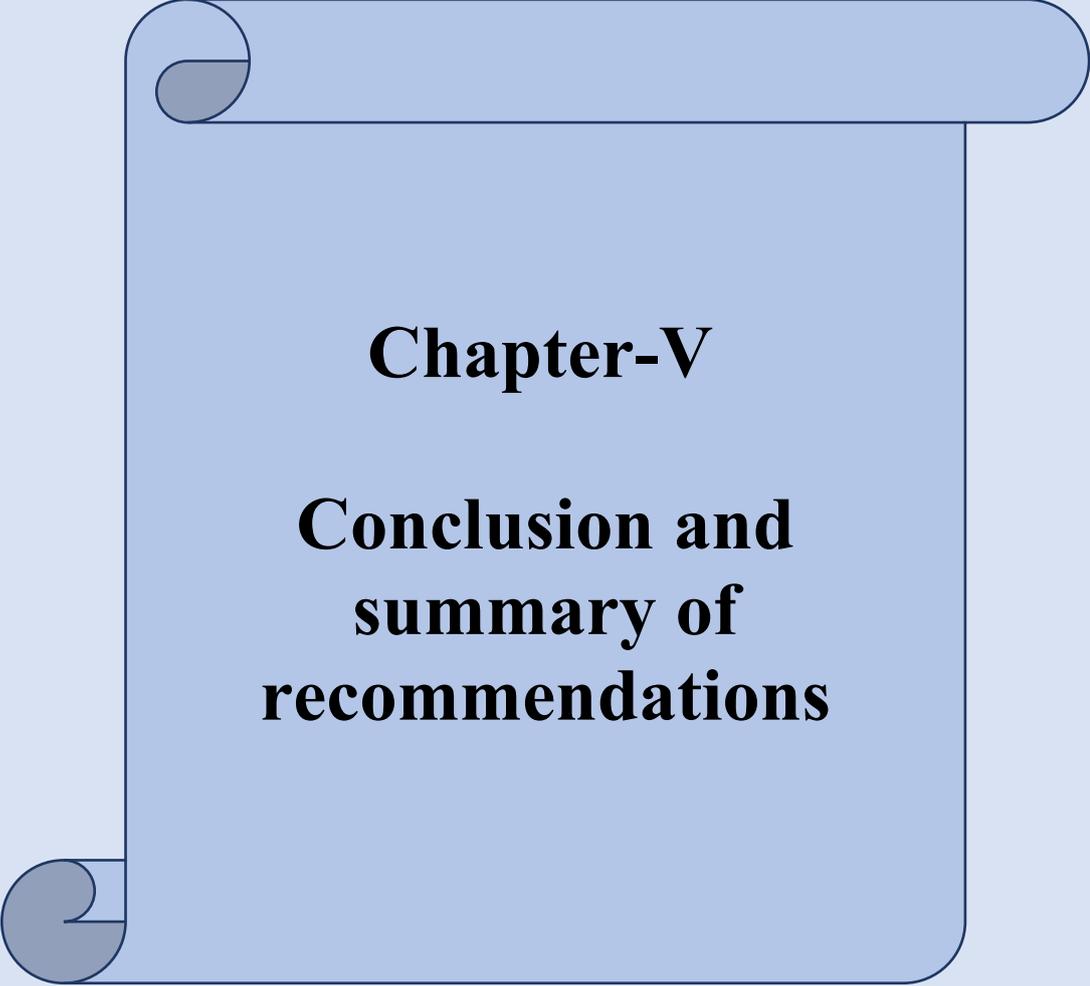
Scrutiny of records of Director, T&CP and JD, T&CP of selected districts showed significant shortfall in meetings ranging between 88 and 96 *per cent*, which resulted in lack of periodical review of the implementation status, supervision, and progress of the works of the Development Plan. Audit noticed average shortfall of 44 *per cent* in achievement of proposed land use by the JD, T&CP offices of selected districts. Audit noticed that roads, buildings, government quarters proposed in old development plans were being included in new development plans which indicates non-achievement of targets of previous development plans. The Department did not have its own mechanism to trace unauthorised development resulting in no preventive action on unauthorised land use. Audit noticed that Bhopal, Gwalior, Indore and Ujjain Municipal Corporations though identified 1586

unauthorised colonies through survey but did not take effective action for removal of the unauthorised development/construction and filing complaints with the police authorities. Further, audit noticed acute shortage of manpower in selected T&CP district offices. All these reflect that Department of Town and Country Planning was largely non-functional.

4.6 Recommendations

Audit recommends that:

- *Government should ensure regular meetings of planning and supervision committees to ensure effective implementation of development plans. (Paragraph 4.2)*
- *Government should take prompt and stringent action on unauthorised colonies. Fix timelines for inspecting unauthorized developments and to keep a watch over proliferation of such colonies so that early remedial actions can be taken against such developments. Use of GIS technology can be considered to aid in tracing/detecting unauthorised developments (Paragraphs 4.2.2 and 4.3)*
- *An internal audit wing may be constituted to internally review the functioning of the Department which will serve as an aid to the management in identifying shortcomings and for initiating early remedial actions.*



Chapter-V

Conclusion and summary of recommendations

Chapter-V: Conclusion and summary of recommendations

5.1 Conclusion

The Directorate of Town and Country Planning is a technical advisory body to Government of Madhya Pradesh for promotion of planned physical development of urban areas in the state. However, the performance of the T&CP department and its overall synergy with other agencies such as municipal corporations leave a lot to be desired. The desired department did not prepare Regional and Development Plans and permissions issued to applicants were never monitored resulting in violations with respect to the bye laws. There was manpower shortage, which reflected in its performance.

In conclusion, it can be summarized that the Department of Town and Country Planning was largely non-functional and was performing its duties in a merely perfunctory manner, instead of the oversight/supervisory role it is tasked with.

Municipal corporations, which aid the department of T&CP in achievement of several objectives intended to make town planning better, efficient, safe, aesthetic and lasting faltered on almost all of their stated tasks. Consequently, buildings were occupied even without completion certificates posing significant public safety and health concerns. There were cases of widespread deviations in construction and unauthorised development and proliferation of illegal colonies. Such unplanned development and growth pose significant challenges to the stated objectives of the Town and Country Planning Department and need to be tackled on urgent basis.

The large-scale violation through absence of mechanism/processes and actions including those where deviations are identified/documentated are recommended to be examined through investigative and vigilance mechanisms/authorities. Besides mechanism/processes and activities prescribed are required to be done.

5.2 Summary of recommendations

- *Government should prescribe a timeline of suitable interval for preparation/ update of Regional Plan/Development Plan/Zoning Plan as recommended in Urban and Regional Development Plans Formulation and Implementation Guidelines, 2014 issued by the GoI (Paragraphs 2.1.1, 2.1.2 and 2.2).*
- *Early action should be taken for preparation of Bhopal Development Plan, aligned with the population and economic growth so that future growth can be effectively planned and managed (Paragraph 2.1.2)*

- *The Government/Department may investigate the reasons and fix responsibility for delays in de-reservation of land (Paragraph 2.1.4).*
- *The Department should ensure that surveys carried out for preparation of various plans (Regional/Development and Zoning) are accurate and reflect the on-ground realities (Paragraph 2.2).*
- *The Government/Department should investigate and fix responsibility on the concerned officials for:*
 - *not taking action on unauthorised commercial establishments (Paragraphs 3.2.2 and 3.2.3)*
 - *not imposing conditions for environmental clearance on building/construction projects and for grey water discharge management plan. (Paragraphs 3.3.2 and 3.3.3)*
 - *issuing building permissions but not ensuring whether completion certificate was obtained by the concerned owner. (Paragraph 3.4)*
- *Department should prescribe Standard Operating Procedure for inspection of development activities/buildings by both T&CP and ULBs to identify deviations from the Development Plan/permissions. (Paragraphs 3.2 and 3.3)*
- *Department should ensure collection of fines from builders who have violated prescribed conditions/norms. Stringent action may be taken against unlawful construction as provided in the Madhya Pradesh Municipal Corporation Act, 1956. (Paragraph 3.3)*
- *Shelter fee should be immediately transferred to a designated account for the proper monitoring of the expenditure and Municipal Corporations should be instructed to maintain separate bank account for shelter fee so that can be monitored. (Paragraphs 3.3.9.1 and 3.3.9.2)*
- *Department should develop an integrated IT Application to enhance transparency in the NOC application process, providing real-time updates on status of permissions from various agencies, along with reasons for withholding Occupancy Certificate and other permissions (Paragraph 3.4).*
- *Government should ensure regular meetings of planning and supervision committees to ensure effective implementation of development plans. (Paragraph 4.2)*
- *Government should take prompt and stringent action on unauthorised colonies. Fix timelines for inspecting unauthorized developments and to keep a watch over*

proliferation of such colonies so that early remedial actions can be taken against such developments. Use of GIS technology can be considered to aid in tracing/detecting unauthorised developments (Paragraphs 4.2.2 and 4.3)

- *An internal audit wing may be constituted to internally review the functioning of the Department which will serve as an aid to the management in identifying shortcomings and for initiating early remedial actions.*

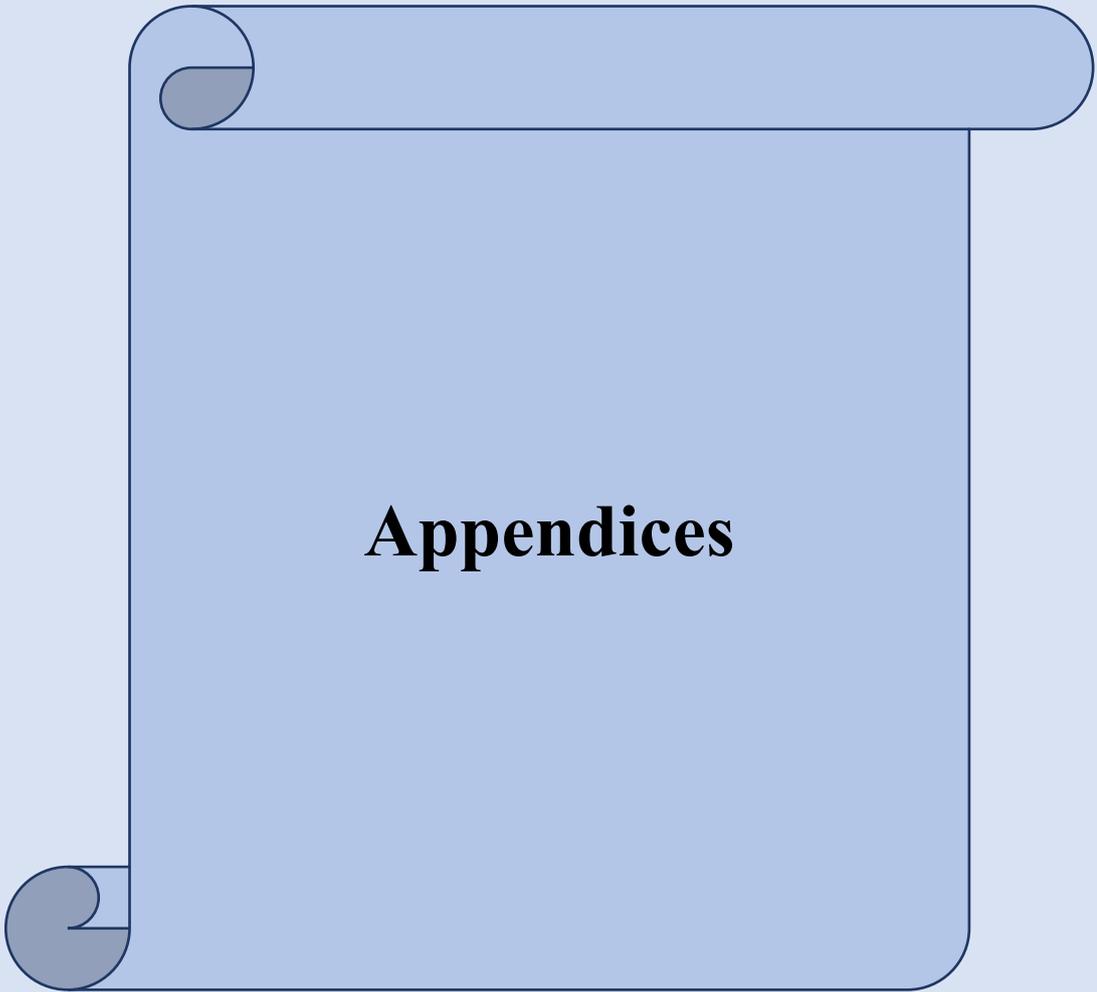
Gwalior
The: 9 November 2025


(VISHAL BANSAL)
Principal Accountant General (Audit-I)
Madhya Pradesh

Countersigned

New Delhi
The: 12 November 2025


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



Appendices

Appendix-1.1

(Reference: Paragraph No. 1.2.3, Page No. 5)

Details of development permissions issued and selected for audit scrutiny

Year	Bhopal		Gwalior		Indore		Jabalpur		Ujjain		Total	
	Development permissions issued	Selected for Audit scrutiny	Development permissions issued	Selected for Audit scrutiny	Development permissions issued	Selected for Audit scrutiny	Development permissions issued	Selected for Audit scrutiny	Development permissions issued	Selected for Audit scrutiny	Development permissions issued	Selected for Audit scrutiny
2018-19	160	31	61	15	300	30	74	18	29	7	624	101
2019-20	203	30	89	23	432	30	70	18	35	9	829	110
2020-21	200	29	113	29	324	30	61	15	27	7	725	110
2021-22	132	30	90	23	356	30	68	17	25	6	671	106
2022-23	165	30	147	38	165	30	29	7	29	7	535	112
Total	860	150	500	128	1577	150	302	75	145	36	3384	539

Appendix-1.2

(Reference: Paragraph No. 1.2.3, Page No. 5)

1. Details of building permissions issued and selected for audit scrutiny

Year	Bhopal			Gwalior			Indore			Jabalpur			Ujjain			Total (2018-22)		
	Total Issued	Considered for Audit*	Selected for scrutiny	Total Issued	Considered for Audit*	Selected for scrutiny	Total Issued	Considered for Audit*	Selected for scrutiny	Total Issued	Considered for Audit*	Selected for scrutiny	Total Issued	Considered for Audit*	Selected for scrutiny	Total Issued	Selected for scrutiny	
2018-19	1542	125	31	738	12	3	5916	226	30	2183	49	12	2452	35	9	12831	447	85
2019-20	972	117	30	488	15	4	2579	46	12	1613	38	10	2047	32	8	7699	248	64
2020-21	1808	101	25	944	42	11	4956	90	23	2758	53	13	2022	61	15	12488	347	87
2021-22	5693	70	17	1409	48	12	5400	94	24	2509	47	12	1834	46	11	16845	305	76
2022-23	5448	95	24	1506	69	18	5757	114	29	2407	40	10	1689	57	14	16807	375	95
Total	15463	508	127	5085	186	48	24608	570	118	11470	227	57	10044	231	57	66670	1722	407

* Residential dwelling units and convenience or small shops were not considered either for audit scrutiny nor for joint physical verification as they pertain to small land area.

2. Details of colony permissions issued and selected for audit scrutiny

Year	Bhopal			Gwalior			Indore			Jabalpur			Ujjain			Total (2018-22)		
	Total Issued	Considered for Audit	Selected for scrutiny	Total Issued	Considered for Audit	Selected for scrutiny	Total Issued	Considered for Audit	Selected for scrutiny	Total Issued	Considered for Audit	Selected for scrutiny	Total Issued	Considered for Audit	Selected for scrutiny	Total Issued	Selected for scrutiny	
2018-19	16	10	3	7	7	2	30	30	8	32	32	8	6	6	2	91	85	23
2019-20	12	6	2	9	9	3	39	39	10	32	32	8	14	14	4	106	100	27
2020-21	28	11	4	8	8	2	46	46	12	23	23	6	8	8	2	113	96	26
2021-22	51	25	6	14	14	4	63	63	16	35	35	9	10	10	3	173	147	38
2022-23	63	21	5	2	2	0	87	87	22	26	26	6	9	9	2	187	145	35
Total	170	73*	20	40	40	11	265	265	68	148	148	37	47	47	13	670	573	149

* Considered in audit colony having land area above one hectare.

Appendix-2.1

(Reference: Paragraph No. 2.1, Page No. 7)

Details of Regions of Madhya Pradesh

Sl. No.	Name of Region	Districts
1	Gwalior Agro Region	Bhind, Morena, Shivpuri and Datia
2	Bhopal Capital Region	Rajgarh, Shajapur, Sehore, Bhopal and Raisen
3	Indore Agro Industries Region	Mandsaur, Ratlam, Jhabua, Dhar, Indore, Dewas and Ujjain
4	Narmada-Tapti Region	Hoshangabad, Khandwa and Khargone
5	Central Satpura Region of Forest and Mines	Balaghat, Seoni, Chhindwara and Betul
6	Jabalpur Forest Estate Region	Jabalpur, Damoh, Narsinghpur and Mandla
7	Bundelkhand Region	Rewa, Satna, Panna, Chhatarpur and Tikamgarh
8	Bina Petrochemicals and Industrial Region ¹	Sagar, Vidisha and Guna

(Source- MP gazette notification)

¹ GoMP notified (May 1999) Bina Petrochemical and Industrial Region by including areas of Guna, Sagar and Vidisha districts.

Appendix-3.1

(Reference: Paragraph No. 3.1, Page No. 15)

Details of development permissions issued by selected T&CP offices, and colony development permissions and building permissions issued by selected MCs during 2018-23

I. Development permissions issued by selected T&CP offices during 2018-23

Year	Bhopal	Gwalior	Indore	Jabalpur	Ujjain	Total
2018-19	160	61	300	74	29	624
2019-20	203	89	432	70	35	829
2020-21	200	113	324	61	27	725
2021-22	132	90	356	68	25	671
2022-23	165	147	165	29	29	535
Total	860	500	1577	302	145	3384

(Source- Data collected from T&CP offices of selected districts)

II. Building permissions issued by the selected MCs during 2018 to 2023

Year	Bhopal	Gwalior	Indore	Jabalpur	Ujjain	Total
2018-19	1542	738	5916	2183	2452	12831
2019-20	972	488	2579	1613	2047	7699
2020-21	1808	944	4956	2758	2022	12488
2021-22	5693	1409	5400	2509	1834	16845
2022-23	5448	1506	5757	2407	1689	16807
Total	15463	5085	24608	11470	10044	66670

(Source- Data collected from concerned MCs)

III. Colony development permissions issued by the selected MCs during 2018 to 2023

Year	Bhopal	Gwalior	Indore	Jabalpur	Ujjain	Total
2018-19	16	7	30	32	6	91
2019-20	12	9	39	32	14	106
2020-21	28	8	46	23	8	113
2021-22	51	14	63	35	10	173
2022-23	63	2	87	26	9	187
Total	170	40	265	148	47	670

(Source- Data collected from concerned MCs)

Appendix-3.2

(Reference: Paragraph No. 3.2.2, Page No. 16)

Statement showing status of notices issued to owners and receipt of their response

Sl. No.	Name of Marriage Garden	1st notice issued for removal of illegal construction on	Owner's respond to notice (Yes/No)	2nd notice issued for hearing on
1	Patel Marriage Garden, Morar	20-03-23	No	31-05-23
2	Golden Marriage Garden, Morar	20-03-23	No	31-05-23
3	ShivamVatika, Morar	20-03-23	No	31-05-23
4	Modern Home Comfirt Pvt.Ltd, Birla Nagar	20-03-23	Yes	06-04-23
5	Gulmohar Marriage Garden, Pinto Park	20-03-23	No	31-05-23
6	Shri Krishna Vatica, Morar	24-03-23	No	31-05-23
7	Shri Narayan Vatika, Morar	24-03-23	Yes	No
8	Royal Avenue, Jaderuakala	24-03-23	No	02-06-23
9	Royal Green Garden, Morar	24-03-23	Yes	No
10	Mangalam Garden, Thatipur	24-03-23	No	02-06-23
11	Krishnayan Garden, Thatipur	24-03-23	No	02-06-23
12	Sanskriti Garden, Mela Ground	24-03-23	No	02-06-23
13	Sriji Garden, Pinto Park	24-03-23	No	02-06-23
14	Sanmati Garden, Raj Payga road	24-03-23	No	12-06-23
15	MaaVaishnoVatica, Pinto Park	24-03-23	No	12-06-23
16	Sri Krishna Vatika, Pinto Park	29-03-23	No	12-06-23
17	Mangal Vatika, Mela Ground	29-03-23	No	12-06-23
18	Salimaar Garden, Mela Ground	29-03-23	No	12-06-23
19	Sunsine Garden, City Center	29-03-23	No	12-06-23
20	Kaka Garden, Guda -gudi Naka	29-03-23	Yes	12-06-23
21	Om Shanti Vatika, Guda	29-03-23	No	No
22	Bandhan Garden, Guda	29-03-23	No	No
23	Moti Palace, Nadi Gate	29-03-23	No	No
24	RadheyVatika, Sainik Colony	29-03-23	No	No
25	Yashoda Vatika, Bhind Road	29-03-23	No	No
26	Ashirwad Marriage Garden, Morar	29-03-23	Yes	08-05-23
27	Jagnnath Garden, Morar	29-03-23	Yes	08-05-23
28	Madhuwan Garden, Morar	29-03-23	Yes	No
29	Dharmveer Omsai Vatika, Bhind road	29-03-23	No	No
30	Brij Vatika, Bhind road	29-03-23	No	No

Sl. No.	Name of Marriage Garden	1st notice issued for removal of illegal construction on	Owner's respond to notice (Yes/No)	2nd notice issued for hearing on
31	Omsai Marriage Garden, Morar	29-03-23	Yes	08-05-23
32	Madhurmilan Marriage Garden, Bahodapur	29-03-23	No	No
33	Suraj Sundram Garden, Bahodapur	29-03-23	No	No
34	Sanskar Vatika, Anand Nagar	29-03-23	No	No
35	Pushpa Vatika, Morar	29-03-23	No	No
36	Abhinandan Vatika, Bhind road	29-03-23	No	No
37	Welcome Marriage Garden, Bhind road	29-03-23	No	No
38	Kamleshwar Vivah Vatika, Morar	29-03-23	No	No
39	Sandhu Marriage Garden, Bhind road	29-03-23	No	No
40	Ramrati Garden, Koteswar Road	29-03-23	No	No
41	Ram Vivah Vatika, Morar	29-03-23	Yes	04-07-23
42	Khushal Vatika, Bhind Road	29-03-23	No	No
43	Mayur Marriage Garden, Hathikhana road	04-04-23	Yes	08-05-23
44	R.R Garden, Jaderua	04-04-23	No	No
45	Toran Vatika, Chetakpuri	04-04-23	No	No
46	Gayatri Marriage Garden, Bhind Road	04-04-23	No	No
47	Laxmi Vatika, DD nagar	06-04-23	No	No
48	Sarkar Yadav community hall, Adityapuram	06-04-23	Yes	No
49	Prem Vatika, Hurawali	06-04-23	No	No
50	Sarkar Yadav community hall, Thatipur	06-04-23	No	No
51	Mohan Vatika, Thatipur	06-04-23	Yes	15-05-23
52	Bhagwati Garden, Ghandi Road	06-04-23	No	No
53	Sitole Vatika Garden, Pinto Park	06-04-23	No	No
54	Dwarika rest house, Pinto Park	06-04-23	No	No
55	Pragati Garden, Sagartall Road	06-04-23	No	No
56	Muskan Vatika, Bahodapur	06-04-23	No	No
57	Balaji Vatika, Mehra Road	06-04-23	No	No
58	Shitla Garden, Thatipur	06-04-23	No	No
59	Kishanmangal Vatika, AB road	06-04-23	No	No
60	Geetanjali Garden, Veerpur	06-04-23	No	No
61	Muskaan Garden, Veerpur	06-04-23	No	No
62	Aditya Marriage Garden, Veerpur	06-04-23	No	No
63	Amar Marriage Garden, Veerpur	06-04-23	No	No
64	Madhuwan Garden, Purani Chhawani	06-04-23	No	No

Sl. No.	Name of Marriage Garden	1st notice issued for removal of illegal construction on	Owner's respond to notice (Yes/No)	2nd notice issued for hearing on
65	Yash Vatika, Purani Chhawani	06-04-23	No	No
66	J.M.D Garden, AB Road	13-04-23	No	No
67	Hansraj Palace Garden, Badagown	13-04-23	No	No
68	Ramshree Marriage Garden, Morar	13-04-23	No	No
69	Kushwah Marriage Garden, Gol Pahadia	13-04-23	No	No
70	Shiv Vatika, Sagartall Road	13-04-23	No	No
71	Kalimata Vivah garden, Koteswar Road	13-04-23	Yes	04-07-23
72	Laxmi vatika Barat ghar, Bahodapur	13-04-23	No	No
73	Ramrati Barat ghar, Chandra Nagar	13-04-23	No	No
74	Sanjog Garden, Bhind Road	13-04-23	No	No
75	Indraprath Garden, Gole ka Mandir	13-04-23	No	No
76	Milan Garden, Ramta Pura	13-04-23	No	No
77	Mangalam Marriage house, Tansen Road	13-04-23	No	No
78	Ashirwad Marriage house, Tansen Road	13-04-23	Yes	04-07-23
79	Kushwah Marriage Garden, Tansen Road	17-04-23	No	No
80	Gargaj Vatika, Bahodapur	19-04-23	No	No
81	Raje Palace, Gole ka Mandir	19-04-23	No	No
82	Sahyog Garden, Ramtapura	19-04-23	No	No
83	Aaradhya Marriage Garden, Jaderua	19-04-23	No	No
84	Neteji Marriage Garden, Sikandar Kampu	19-04-23	No	No
85	Raj kishore Garden, Pinto Park	19-04-23	No	No
86	Vaishya Garden, Saket Nagar	28-04-23	No	No
87	Bajrang Garden, Shil Ngar	28-04-23	No	No
88	Agrawal Marriage Garden, Kila Gate	28-04-23	No	No
89	Bhagatji Garden, Ramtapura	28-04-23	No	No
90	GD Palace, Sabad Pratap Asharm	28-04-23	No	No
91	Bhawna Marriage Garden, Gandhi Nagar	28-04-23	No	No
92	Janakpuri Palace, Laskar	28-04-23	No	No
93	Ram Vatika, Sachin Tendulkar Marg	28-04-23	No	No
94	Sanskriti Garden, Sachin Tendulkar Marg	28-04-23	No	No
95	Neelshree Garden, Shivpuri link Road	28-04-23	No	No
96	Hardol Garden, Sachin Tendulkar Marg	28-04-23	Yes	25-05-23
97	Krishna Marriage Garden, Moti Jheel	28-04-23	No	No
98	Patel Barat ghar, Jahangeer	28-04-23	No	No

Sl. No.	Name of Marriage Garden	1st notice issued for removal of illegal construction on	Owner's respond to notice (Yes/No)	2nd notice issued for hearing on
99	Vaishno Marriage Garden, Sikandar kampoo	28-04-23	No	No
100	Dogar Marriage Garden, near Shamshan Ghat	28-04-23	No	No
101	Vivah Garden, Sikandar kampoo	28-04-23	No	No
102	Sri Baba Garden, Guda -Gudi Naka	28-04-23	No	No
103	Santosh Vatika, Samadhiya Colony	28-04-23	No	No
104	Sriram Vatika, Samadhiya Colony	28-04-23	No	No
105	Shanti Marriage Garden, Sikandar kampoo	03-05-23	No	No
106	Kushwah Marriage Garden, Sikandar kampoo	03-05-23	Yes	12-06-23
107	Hareshive Marriage Garden, Lashkar	03-05-23	No	No
108	Shivshakti Garden, Guda	03-05-23	No	No
109	Tomar Garden, Char Sahar ka Naka	03-05-23	No	No
110	Sona Marriage Garden, Char Sahar ka Naka	03-05-23	No	No
111	Barat ghar, Sagartall Road	03-05-23	No	No
112	Nirmal Vatika, Koteshwar Mandir	03-05-23	No	No
113	Parmar Marriage Garden, Koteshwar Mandir	03-05-23	No	No
114	Ramvilash Vatika, Girwai	03-05-23	No	No
115	Aaradhna Benquet hall, Laxmiganj	03-05-23	No	No
116	Singhal Keters and tent house, Chatri Mandi	03-05-23	No	No
117	The Empower, Torari	03-05-23	No	No
118	Indralok Marriage Garden, Shitlamata Road	03-05-23	No	No
119	Raj Rajeshwari Garden, DD Nagar	03-05-23	No	No
120	Murli Marriage Garden, Tighra Road	03-05-23	No	No
121	Ajun Marriage Lodge, Girwai	03-05-23	No	No
122	Moon Palace, Lashkar	03-05-23	No	No
123	Avanti Vatika, Hazira	03-05-23	No	No
124	Senapati Garden, Morar	03-05-23	No	No
125	Sri Ram Vatika, Morar	03-05-23	No	No
126	Sri Ram Palace, Darjioli	03-05-23	No	No

Appendix-3.3

(Reference: Paragraph No. 3.2.4, Page No. 19)

Statement showing cases wherein JD, T&CP, Gwalior did not take appropriate action

Sl. No.	Name of the case	Location	Notice of section 37 (1)	Final order Sec 37(6)	Letter to the Municipal Corporation	Development permission	Status during site inspection
1	Oil factory operation	Village-Barauya Survey no.75/2	1901/15.12.2022 126/27.01.2023	07.02.2023	1905/15.12.22	No	Found operational
2	Commercial construction against residential	Bala bai ka bazar Ward-43	25.06.2019	26.09.2019	3492/10.11.2020	Residential	Commercial construction against residential
3	Construction of Commercial Complex	Hari Shankar Puram plot No.7 and 8	--	--	1064/08.07.2019	No	100 per cent commercial complex is being constructed by combining Plot no. 7 and 8. No MOS have been left and the balconies are also out on the road. Construction work of (Basement + two floor) is being done.
4	Construction of Highrise building	Mainawaligali in front of Bhero baba hanuman mandir	--	--	1447/27.09.2022	No	Ground+ two floor Constructed of Highrise building
5	Construction of Commercial Highrise building	Inside of Mari mata mandir Survey No-219	--	--	2050/15.11.2018	Not confirm	100 per cent plot being constructed. No MOS has been left
6	Construction of Shops	Chambal colony Plot No.8 and 20	--	--	1838/22.11.2021	No	Illegal construction of shops is being done on plot no. 8 and 20.
7	Development of illegal colony	Airforce station Maharajpura	--	--	66/12.01.2022	No	Construction of WBM roads and illegal plotting and illegal development/construction of colonies are being done.
8	Illegal Plotting, sell and construction	Village-Mau No.848	1648/21.09.2021 509/08.04.2022	06.05.2022	06.05.2022	No	Illegal plotting, selling and construction
9	Illegal colonizing and selling of plots	Village-Bikrampur Survey no-215	1643/21.09.2021 507/08.04.2022	06.05.2022	06.05.2022	No	Illegal colonizing and selling of plots

Appendix-3.4

(Reference: Paragraph No. 3.3.1, Page No. 19)

Details of cases wherein Nala was not shown in the approved layout or conditions not imposed in development permissions

Sl. No	District	Year	Development permission No.	Premises Name	Remark
1	Bhopal	2018-19	BPLLP4501	College	Condition imposed in development permission while Nala not shown in layout
2	Bhopal	2018-19	BPLLP4591	Commercial	Condition imposed in development permission while Nala not shown in layout
3	Bhopal	2018-19	BPLLP5052	Residential For Employee	Condition imposed in development permission while Nala not shown in layout
4	Bhopal	2018-19	BPLLP5096	Residence-cum-Work plot	Condition imposed in development permission while Nala not shown in layout
5	Bhopal	2018-19	BPLLP5311	Residential Multi Unit Indore (12.5 Meter Height)	Condition imposed in development permission while Nala not shown in layout
6	Bhopal	2019-20	BPLLP5577	Government office building	Condition imposed in development permission while Nala not shown in layout
7	Bhopal	2019-20	BPLLP5679	Hotel 12 Meter Height	Condition imposed in development permission while Nala not shown in layout
8	Bhopal	2021-22	BPLLP7983	Residential Plot-Plotted Housing	Condition was not imposed in development permission while Nala was shown in layout.
9	Bhopal	2021-22	BPLLP8426	Residential Plot-Plotted Housing	Condition was not imposed in development permission while Nala was shown in layout.
10	Bhopal	2022-23	BPLLP02072273 7	Plotted Housing	Condition was not imposed in development permission while Nala was shown in layout.
11	Gwalior	2018-19	GWLLP5428	Residential Plot-Plotted Development (64 plots)	Condition imposed in development permission while Nala not shown in layout
12	Gwalior	2019-20	GWLLP6081	Residential Plot-Plotted Housing	Condition imposed in development permission while Nala not shown in layout
13	Gwalior	2019-20	GWLLP5697	Residential Plot-Plotted Development	Condition imposed in development permission while Nala not shown in layout
14	Gwalior	2020-21	GWLLP7588	Residential Plot-Plotted Development	Condition imposed in development permission while Nala not shown in layout
15	Gwalior	2020-21	GWLLP7494	Residential Plot-Plotted Housing	Condition imposed in development permission while Nala not shown in layout

Sl. No	District	Year	Development permission No.	Premises Name	Remark
					layout
16	Gwalior	2020-21	GWLLP7214	Group housing	Condition imposed in development permission while Nala not shown in layout
17	Gwalior	2020-21	GWLLP6902	Residential Plot-Plotted Development	Condition imposed in development permission while Nala not shown in layout
18	Gwalior	2020-21	GWLLP6675	Residential Plot-Plotted Development	Condition imposed in development permission while Nala not shown in layout
19	Gwalior	2021-22	GWLLP7939	Residential Plot-Plotted Development	Condition imposed in development permission while Nala not shown in layout
20	Gwalior	2021-22	GWLLP8066	Residential Plot-Plotted Development	Condition imposed in development permission while Nala not shown in layout
21	Gwalior	2021-22	GWLLP8175	Residential Plot-Plotted Development	Condition imposed in development permission while Nala not shown in layout
22	Gwalior	2021-22	GWLLP8363	Residential Plot-Plotted Housing	Condition imposed in development permission while Nala not shown in layout
23	Gwalior	2021-22	GWLLP8374	Residential Plot-Plotted Housing	Condition imposed in development permission while Nala not shown in layout
24	Gwalior	2021-22	GWLLP8444	Residential Plot-Plotted Housing	Condition imposed in development permission while Nala not shown in layout
25	Gwalior	2022-23	GWLLP0102233 16	Residential	Condition imposed in development permission while Nala not shown in layout
26	Gwalior	2022-23	GWLLP1204222 17	Residential	Condition imposed in development permission while Nala not shown in layout
27	Gwalior	2022-23	GWLLP2008220 05	Residential	Condition imposed in development permission while Nala not shown in layout
28	Gwalior	2022-23	GWLLP2501232 30	Residential	Condition imposed in development permission while Nala not shown in layout
29	Gwalior	2022-23	GWLLP2506226 92	Residential	Condition imposed in development permission while Nala not shown in layout
30	Gwalior	2022-23	GWLLP2802235 48	Residential	Condition imposed in development permission while Nala not shown in layout
31	Indore	2018-19	INDLP0612	Residential Plot-Plotted Development	Condition was not imposed in development permission while Nala was shown in layout
32	Indore	2018-19	INDLP4845	Residential Self	Condition was not imposed in

Sl. No	District	Year	Development permission No.	Premises Name	Remark
.					development permission while Nala was shown in layout
33	Indore	2019-20	INDLP5415	Residential Plot-Plotted Housing	Condition was not imposed in development permission while Nala was shown in layout
34	Ujjain	2020-21	PPU-22/20	Residential Colony	Condition imposed in development permission while Nala not shown in layout
35	Jabalpur	2021-22	JBLLP7075	Residential Plot-Plotted Development	Condition imposed in development permission while Nala not shown in layout
36	Jabalpur	2019-20	JBLLP4950	Residential Plot-Plotted Development	Condition not imposed in development permission while Nala shown in lay-out.
37	Jabalpur	2019-20	JBLLP7261	Residential Plot-Plotted Development	Condition not imposed in development permission while Nala shown in lay-out.

Appendix-3.5

(Reference: Paragraph No. 3.3.1, Page No. 20)

Statement showing cases wherein distance from Nala/River was not maintained as noticed during Joint Physical Verification

Sl. No.	District	Building permission case/colony development permission no.	Name of building	Colony/ building	Nala/River
1	Bhopal	17/75/428/2020	Sagar Public School	Building	No distance was left. Nala was covered with concrete. Its stream and natural flow had also been changed.
2	Bhopal	BMC/0747/Z19/W85/18-19	Higher secondary school (St Francis School)	Building	In compliance with the T&CP, development permission condition 3 m wide green belt was not found. However, as per MPBVN 2012, rule 50, distance from Nala should be left 9 m.
3	Bhopal	13/52/1637	Hotel Mahendra Utsav	Building	Distance from Nala was 0m and constructed the boundary of hotel just at the bank of Nala. While it should be away at 9m.
4	Bhopal	931 dated 27.05.2019	Aadarsh Giri Nirman Samiti	Colony	Distance from Nala was to be kept 9 m. During physical verification, the Audit found the boundary wall of the colony constructed only 3 m away from the Nala.
5	Bhopal	967/19.02.21	S S Creations (Grace Garden)	Colony	Distance from Nala was 0m against norms of 9 m. The colonizer constructed boundary walls at the bank of Nala at the North/East side of the colony. Further, Nala Land was encroached by constructing boundary walls on land of Nala.
6	Bhopal	963/ 28.01.2021	Mantra Infrastructure	Colony	<p>From the EWS block to west side, distance from Nala to Boundary of the colony ranged from 1 to 12 feet against norms of 30 feet (9m).</p> <p>A Nala (from Slum area) was passing through left side of colony road to Main entry gate and then dropped in openly behind the EWS block. Which was covered by the developer by laying Hume pipe and Concrete work and then the area of Nala was being utilized as colony road. 9m free space on both sides of the nala was not left free as per the norms along with the Nala</p> <p>An area of approx. 12*12 Sq feet of Nala land was encroached adjoining STP against BMC layout by constructing concrete platform.</p>

Sl. No.	District	Building permission case/colony development permission no.	Name of building	Colony/ building	Nala/River
7	Bhopal	BHO/0269/167/2021	Hospital (up to 200 beds)	Building	Nala was found at the back corner of the site and the flow of stream was stopped by CC wall.
8	Bhopal	BHO/0269/2185/2021	Shopping mall (Bling square)	Building	Nala was found at the back side of rear MOS (at a corner) just 3.5 m away against norms of 9 m.
9	Gwalior	955/ 10.10.2019	Sunrise Enclave SADA Road	Colony	Nala land had been covered via Concrete and laying Hume Pipes. An area of Nala approx. 1,01,832 sq. m was being utilized for colony roads, garden etc. No space of 9 M on both sides of nala was left free as per norms.
10	Gwalior	GWLLP08042404096	7 Hills Resort	Building	Nala shown in T&CP approved layout was not found at site due to construction of garden above nala land. No space of 9 M on both sides of nala was left free as per norms.
11	Gwalior	068-sec-16/t&cp/2014/430/13.12.2014	Aditya World School	Building	No free space of 15 m was found between the building and river. Construction of plingth was just at the bank of river.
12	Indore	1030/Colony Cell/2019	M/s Graphics Buildcon Pvt.Ltd	Colony	Nala was very close to the land of colony boundary.
13	Ujjain	89/22.01.2021	Kala Janki Gold	Colony	Close to boundary wall
14	Ujjain	UJJ/0203/402/2021	Ortho Hospital	Building	Close to Nala.

Appendix -3.6

(Reference: Paragraph No. 3.3.3, Page No. 22)

Details of cases wherein applicant did not submit Grey Water Discharge Management Plan to MC

Sl. No.	Building permission Case No.	Building use	Built up area (sq.m/ Units)	Permission date	Total days (up to March 2023)	Fix penalty (₹)	Penalty (per day ₹ 100)
1	BHO/BHO/BHO/0269/055/2021	Educational	22950.45	30-03-2021	731	5,000	73,100
2	BHO/BHO/BHO/0269/547/2020	Group housing	896 Units	17-10-2020	895	5,000	89,500
3	BHO/BHO/BHO/0269/160/2021	Hospital	5590.45	05-04-2021	725	5,000	72,500
4	BHO/BHO/BHO/0269/438/2020	ITI	145728.83	04-09-2020	938	5,000	93,800
5	BHO/BHO/BHO/0269/428/2020	Educational	21219.38	05-04-2021	725	5,000	72,500
6	BHO/BHO/BHO/0269/187/2022	Educational	5033.08	26-02-2022	398	5,000	39,800
7	BHO/BHO/BHO/0269/4659/2021	Residential	114 Units	24-12-2021	462	5,000	46,200
8	BHO/BHO/BHO/0269/3097/2021	Institutional	10668.43	01-10-2021	546	5,000	54,600
9	BHO/BHO/BHO/0269/4220/2021	Nursing home	2203.07	03-11-2021	513	5,000	51,300
10	BHO/BHO/BHO/0269/2178/2021	Residential	5987.10	29-10-2021	518	5,000	51,800
11	BHO/BHO/BHO/0269/1166/2022	Business	5475.69	08-07-2022	266	5,000	26,600
12	BHO/BHO/BHO/0269/6063/2022	Residential	136 Units	27-12-2022	94	5,000	9,400
13	BHO/BHO/BHO/0269/6773/2022	Institutional	8408.92	21-12-2022	100	5,000	10,000
14	BHO/BHO/BHO/0269/3378/2022	Mercantile	8996.05	26-07-2022	248	5,000	24,800
15	GWL/Z14W60/0094/2019/3x3	Commercial	11392.50	26-02-2019	1494	5,000	1,49,400
16	GWA/GWA/GWA/0101/926/2020	Institutional	22013.99	12-11-2020	869	5,000	86,900
17	GWA/GWA/GWA/0101/1476/2020	Residential	188 Units	25-10-2021	522	5,000	52,200
18	GWA/GWA/GWA/0101/065/2021	Institutional	3454.07	01-03-2021	760	5,000	76,000
19	GWA/GWA/GWA/0101/362/2021	Commercial	16860.66	26-09-2022	186	5,000	18,600
20	GWA/GWA/GWA/0101/026/2022	Educational	11140.56	12-02-2022	412	5,000	41,200
21	GWA/GWA/GWA/0101/1900/2021	Commercial	8717.17	17-11-2022	134	5,000	13,400
22	GWA/GWA/GWA/0101/908/2021	Institutional	4663.93	17-03-2022	379	5,000	37,900
23	GWA/GWA/GWA/0101/1854/2022	Commercial	27196.46	23-12-2022	98	5,000	9,800
24	IND/IND/IND/0152/1476/2020	Institutional	5445.75	10-02-2021	779	5,000	77,900

Sl. No.	Building permission Case No.	Building use	Built up area (sq.m/ Units)	Permission date	Total days (up to March 2023)	Fix penalty (₹)	Penalty (per day ₹ 100)
25	IND/IND/IND/0152/627/2020	Commercial	34701.02	03-07-2020	1001	5,000	1,00,100
26	IND/IND/IND/0152/876/2020	School	6744.90	11-08-2020	962	5,000	96,200
27	IND/IND/IND/0152/1841/2020	Institutional	23139.43	22-10-2020	890	5,000	89,000
28	IND/IND/IND/0152/2556/2020	Assembly	4634.89	13-01-2021	807	5,000	80,700
29	IND/IND/IND/0152/2013/2021	Commercial	5461.78	27-05-2022	308	5,000	30,800
30	IND/IND/IND/0152/2143/2021	Assembly	4390.00	26-08-2021	582	5,000	58,200
31	IND/IND/IND/0152/1311/2022	Residential	283 Units	21-09-2022	191	5,000	19,100
32	IND/IND/IND/0152/2412/2022	Educational	24523.49	15-11-2022	136	5,000	13,600
33	IND/IND/IND/0152/5869/2022	Educational	27207.49	04-02-2023	55	5,000	5,500
34	JAB/JAB/JAB/0427/3043/2020	Commercial	5445.45	16-04-2021	714	5,000	71,400
35	JAB/JAB/JAB/0427/240/2021	Business	8544.00	05-02-2021	784	5,000	78,400
36	JAB/JAB/JAB/0427/1243/2022	Residential	22234.06	30-05-2022	305	5,000	30,500
37	UJJ/UJJ/UJJ/0203/469/2020	Institutional	4465.42	08-07-2020	996	5,000	99,600
38	UJJ/UJJ/UJJ/0203/1333/2020	Institutional	25857.93	03-12-2020	848	5,000	84,800
39	UJJ/UJJ/UJJ/0203/089/2021	Educational	4182.01	26-03-2021	735	5,000	73,500
40	UJJ/UJJ/UJJ/0203/561/2022	Educational	2538.26	22-04-2022	343	5,000	34,300
					Total	2,00,000	22,44,900

Appendix-3.7

(Reference: Paragraph No. 3.5.1, Page No. 30)

Statement showing violation of Minimum Open Space (MOS)

Sl. No.	District	Colony/Building Permission Case no.	Name of the building
1	Bhopal	9/49/269/055/21	BSSS Institute of Advance Studies
2	Bhopal	BHO/0269/752/2020 dt 20.02.21	Anni Villa Apartment
3	Bhopal	BHO/0269/262/2021 dt 19.04.21	Godown
4	Bhopal	BMC/2048/Z02/W07/18-19	Laisure Valley apartment
5	Bhopal	BMC/1599/Z15/W62/18-19	Higher sec. school (St. Mont fort senior secondary school)
6	Bhopal	BMC/0747/Z19/W85/18-19	Higher secondary school (St Francis School)
7	Bhopal	13/53/1281	Technical training centre JatKhedi
8	Bhopal	19/85/9/2019	Fuel filling station
9	Bhopal	19/85/1157/2020	Hotel at Samardha
10	Bhopal	BHO/0269/1886/2021	Bhopal surgical and Maternity hospitals(P) Ltd.
11	Bhopal	BHO/0269/333/2020	Shopping mall
12	Bhopal	BHO/0269/4220/2021	Hospital (Noble Multispecialty Hospital)
13	Gwalior	GWA/GWA/GWA/ 0101/982/2020	Residential (Narayan Builders) Mahal Gaon, Gwalior
14	Gwalior	GWA/GWA/GWA/0101/460/2021	Shivhare Resort Turari
15	Gwalior	GWA/0101/094/2019	Gravity Infrastructure Pvt. Ltd.
16	Gwalior	GWA/0101/1476/2020	Garden city (GLR estate pvt. Ltd.)
17	Gwalior	GWA/0101/244/2020	Saral Multi Speciality Hospital (48 bedded)
18	Gwalior	GWA/0101/650/2022	Chopra Chest Hospital
19	Gwalior	331/3/2014	KMJ Ansh Hospital
20	Gwalior	068/2014/432/13.12.2014 (T&CP)	Aditya World School
21	Gwalior	GWA/0101/841/2022	Imperial Golf Resort
22	Gwalior	432/069/sec.16/2014 (T&CP)	AMI Shishu Mandir School
23	Gwalior	GWA/0101/918/2020	Pragati school
24	Gwalior	GWLLP08042404096 (T&CP)	7 Hills Resort
25	Indore	IMC/0276/Z07/W34/2009	Residential /Commercial
26	Indore	IND/IND/IND/0152/361/2020	Institutional
27	Indore	IND/IND/IND/0152/570/2021	Professional Office
28	Indore	IND/IND/IND/0152/1750/2020	Commercial Market
29	Indore	IMC/1956/Z16/W15/2019	Industrial
30	Indore	IND/IND/IND/0152/2024/2021	Residential
31	Indore	IND/IND/IND/0152/3042/2020	Local Shopping Centre
32	Indore	IND/IND/IND/0152/280/2020	Secondary School
33	Indore	IND/IND/IND/0152/539/2021	Hotel
34	Indore	IND/IND/IND/0152/2143/2021	Super Market (Mall)

Sl. No.	District	Colony/Building Permission Case no.	Name of the building
35	Indore	IND/IND/IND/0152/1836/2020	Shopping Mall
36	Indore	IND/IND/IND/0152/487/2019	Nursing Home
37	Indore	IMC/1962/Z08/W36/2018	Residential + Commercial
38	Indore	IMC/3352/Z08/W36/2018	Residential + Commercial
39	Indore	IND/IND/IND/0152/1070/2019	Nursery School
40	Indore	IND/IND/IND/0152/1340/2019	Industrial
41	Indore	0915/BP/2013	Hotel
42	Ujjain	UJJ/203/089/2021	Divine Educational Society
43	Ujjain	UMC/118/2018/Z-4	Balaji Hospital
44	Ujjain	UJJ/0203/402/2021	Ortho Hospital
45	Ujjain	UMC/949/2018	Mahalaxmi Industry
46	Ujjain	UMC/2358/2018	Neelam Industries
47	Ujjain	UJJ/574/2021	AM Steel & Wooden Industries
48	Ujjain	UMC/1109/2018	Old Age Home
49	Ujjain	UMC/2059/2017	Catholic Diocese of Ujjain
50	Ujjain	UJJ/732/2021	Commercial Zone UMC

Appendix-3.8

(Reference: Paragraph No. 3.5.2, Page No. 31)

Statement showing irregular use of basement

Sl. No.	District	Building permission Case no.	Name of the building	Basement
1	Gwalior	Z14W60/0094/2019/3x3	(Shopping mall) M/s Gravity Infrastructures pvt. Ltd	Basement of LAHS school (Existing school) and Shopping complex had been merged for wider use. As per T&CP approval it must be kept separately. Separate exit/entry ramp has not constructed.
2	Gwalior	GWA/0101/432/2018	Keshar Infrastructure	At the roof of ramp to basement a restaurant was constructed which is not in the GMC drawing and will cause to increase in FAR/ground coverage.
3	Gwalior	GWA/0101/982/2013	Narayan Builder	The basement was constructed under side 1 MOS/rear MOS and middle road. The basement was sanctioned only under the Residential Tower. However, the basement had been constructed under the space sanctioned for building (Guest House).
4	Gwalior	GWA/GWA/GWA/0101/460/2021	Shivhare Resort Turari	Used for storage and no ramp was constructed against parking with ramp
5	Gwalior	GWA/0101/652/2022	Chopra Chest Hospital	Basement was constructed under plot 162 without sanction and being used for X- ray machine
6	Bhopal	BMC/1426/Z15/W62/18-19	Palak Barat Ghar	The basement was being utilized for the kitchen and marriage Hall and no provision for parking. No ramp was found. only stairs and Lift for basement were constructed.
7	Bhopal	BMC/0601/Z19/W85/19-20	Rajhans Hotel	Basement used as a Kitchen and no provision for parking. No ramp was constructed. Only stairs for the basement were constructed.
8	Bhopal	BHO/0269/4220/2021	Hospital (Noble Multi speciality)	Basement was being used as a blood bank against parking.
9	Bhopal	BHO/0269/1886/2021	Bhopal Surgical and maternity hospital (P) ltd.	Basement had constructed one sided of side 1 MOS and STP & fire system installed in basement.
10	Bhopal	BHO/0269/2185/2021	Shopping mall (Bling Square)	Three floors beneath the ground floor whereas in sanction only two floors under the ground floor.
11	Bhopal	17/75/428/2020	Sagar public school	Basement was being used for Kitchen and partially for parking.
12	Indore	IND/IND/IND/0152/280/2020	Secondary School	Kitchen was found running in Basement Area.
13	Indore	IND/IND/IND/0152/487/2019	Nursing Home	Medical shop was found running in Basement Areas.
14	Ujjain	UMC/118/2018/Z-4	Balaji Hospital	Basement constructed 58.56 sq.m against no provision of Basement

Appendix-3.9

(Reference: Paragraph No. 3.5.3, Page No. 32)

Statement showing construction of additional floors

Sl. No.	District	Building permission Case no.	Name of building	Colony/ building	Height
1	Gwalior	GWA/0101/244/2020	Saral Multi speciality hospital	Building	G+3 against G+2
2	Gwalior	331/2014x3/3/16.05.2014	KMJ Ansh hospital	Building	G+3 against G+2
3	Gwalior	GWA/0101/841/2022	Imperial Golf resort	Building	G+2 against G+1 in Block C (construction of BAR on terrace)
4	Bhopal	BMC/1426/Z15/W62/18-19	Palak Barat Ghar	Building	G+2 against G+1
5	Bhopal	BHO/0269/1886/2021	Bhopal Surgical & Maternity Hospital(P) Ltd.	Building	G+6 against G+5
6	Ujjain	UMC/118/2018/Z-4	Balaji Hospital	Building	G+4 (3 Rooms and 1 Hall constructed on 4th floor) against G+3

Appendix-3.10

(Reference: Paragraph No. 3.5.5, Page No. 34)

Statement showing excess ground coverage beyond the sanctioned limit

Sl. No.	District	Building permission Case no.	Name of building	Result of physical verification
1	Gwalior	GWA/0101/650/2022	Chopra chest hospital (15 beds)	100 per cent was covered against 60 per cent
2	Gwalior	GWA/0101/244/2020	Saral Mult speciality hospital (48 beds)	100 per cent was covered against 36 per cent.
3	Gwalior	331/2014x3/3/16.05.2014	KMJ Ansh Hospital (50 beds)	100 per cent was covered against 84 per cent.
4	Gwalior	GWA/0101/918/2020	Pragati School	Ground coverage is 25 per cent due to building construction on parking space/Rear MOS.
5	Indore	IMC/0276/Z07/W34/2019	Indore India Eye Care Clinic (Res./Com.)	85 per cent against 67 per cent (due to Constructed of 450 sqm against 279.43 sq. m).
6	Indore	IND/IND/IND/0152/361/2020	Hall Mark H.S. School (Institutional)	45 per cent against 30 per cent (due to construction of 700 sq. m against 590 sq. m).
7	Indore	IMC/1956/Z16/W15/2019	Industrial	100 per cent against 40 per cent
8	Indore	IND/IND/IND/0152/2024/2021	Hostel (Residential)	100 per cent against 50 per cent
9	Indore	IMC/2129/Z09/W47/2018	Mahi E Art (Residential)	100 per cent against 50 per cent
10	Indore	IND/IND/IND/0152/1340/2019	Industrial	100 per cent instead of 60 per cent
11	Ujjain	UJJ/0203/402/2021	Ortho Hospital	Constructed area was 338 sq. m against 239.32 sq. m. As a result, ground coverage was increased.

Appendix 3.11

(Reference: Paragraph No. 3.5.7, Page No. 36)

Statement showing deviation in construction against the approved layout of T&CP

Sl. No.	Development permission No	Name of the Building	As per layout/drawing	Deviation found during Joint physical Verification	Deviation by
1	GWLLP 7619/T&CP/2021/18.02.2021	Shivhare Resort	Construction on rectangular portion leaving MOS on all side.	Construction on all the areas of MOS. At rear side 3 rooms per floor up to 3 storeys were constructed. A swimming pool and a garden were also developed by purchasing other land (without permission).	Owner
2	BPLLP6084/LP192/29(1)/T&CP/DO/2019	VirashaNis arg	Side marked for open space (between back side block and middle block)	That place was being utilised for parking.	Owner
3	GWLLP0804 2404096/03.05.2024	7 Hills Resort	Parking within the premises	Parking constructed by cutting and lowering of hills at the opposite of the site.	Owner
4	272/03947/T&CP/2012/27.01.2012	Keshar Mall	Open Park between commercial block 1 and 2.	Podium Park constructed at this place. Due to which area under Podium was being utilized for Office, DG set and other purposes resulted in increase in FAR area.	GMC
5	GWLLP4866/T&CP/2018/02.11.2018	Gravity Infrastructures	Open Park at the rear side	Podium Park sanctioned by GMC at this place.	GMC
6	496/04026/T&CP/2013/22.01.2013	Narayan Builders	Open Garden	Podium Garden constructed at this place	Owner
			Guest House	Constructed 13 storey residential cum commercial tower and a basement.	Owner
7	GWLLP 8351/T&CP/2021/05.01.2022	Imperial Golf Resort	A circular dome/Hall was to be built between Block A and D, and Garden area.	Circular dome was found constructed at the last corner of Garden along with the construction of 5 Canvas hut of 2*2 sqm and a store hall of 10*3 sqm. A lake was also developed without any permission.	Owner
8	432/069-sec-15/T&CP/2014/24.02.14	Aditya World School	Building was to be constructed in the U shape and Front area was to be kept open.	Building was constructed in 4 blocks. Administration office block at the open (front space), and 3 blocks in curve shape of space. However, space at arms of U shape was kept open.	Owner
9	431/066-sec-15/2014/24.02.14		Access road at the inclination of 45 degree with a circle shape in the middle and exit at 90 degrees.	It was found at 90 degrees without circle shape in the middle. All the roads did not comply with T&CP layout.	Owner
10	183/03757/T&CP/2009/23.01.2010	Blue Lotus Hills Colony	Separate others land in Block G. In Park-8 Electric sub-station was to be built on half	OHT and sump-well constructed in Park-12. Others land in Block G was included even after colony development permission. Electric	Owner

Sl. No.	Development permission No	Name of the Building	As per layout/drawing	Deviation found during Joint physical Verification	Deviation by
			of the width.	substation builds on full width in Park-8.	
11	UMC/0081/2017/Zone-5/W 33	Shripal Education Society	4 toilets were to be constructed. Open Terrace on 1st Floor	2 toilets and 2 small rooms were constructed. Hall was found constructed.	Owner
12	UJJ/0203/089/2021/Zone-6/W 54	Divine Educational & Social Welfare Society	Playground was to be surrounded by construction of 17 rooms. 3 Toilets were to be constructed.	10 rooms and 1 Principal Room were constructed in two rows of the back side. Two toilets were found constructed	Owner
13	UMC/118/2018/Z-4	Balaji Hospital	No Basement	Basement of area 58.56 sqm was constructed.	Owner

Appendix-3.12

(Reference: Paragraph No. 3.5.10, Page No. 40)

Statement showing rainwater harvesting system not constructed

Sl. No.	District	Building permission case/colony development permission No.	Name of the building/builder	Colony/building	Plot Size Area (Ha)
1	Gwalior	Z14W60/0094/2019/3x3	M/s Gravity Infrastructures pvt. Ltd Shopping Mall	Building	0.7040
2	Gwalior	GWA/0101/982/2020	Narayan Builders	Building	0.6414
3	Gwalior	955/10.10.2019	Sunrise Enclave	Colony	6.3640
4	Gwalior	GWA/0101/460/2021	Shivare Resort Turari	Building	0.1780
5	Gwalior	GWA/0101/650/2022	Chopra Chest hospital	Building	0.0074
6	Gwalior	GWA/0101/244/2022	Saral Mult Speciality hospital	Building	0.0223
7	Gwalior	GWA/331/2014x3/3/16.05.2014	KMJ Ansh Hospital	Building	0.0219
8	Gwalior	432/2014 & 430/2014	Aditya world School	Building	2.1600
9	Gwalior	GWA/0101/841/2022	Imperial Golf Resort	Building	6.6560
10	Gwalior	GWA/0101/431/2020	AMI School	Building	1.3700
11	Gwalior	GWA/0101/918/2020	Pragati School	Building	0.4426
12	Gwalior	270/2010/ 4.6.2010	Blue Lotus Developers	Colony	18.009
13	Gwalior	GWLLP08042404096	7 Hills Resort	Building	0.7865
14	Gwalior	1066/27.11.2019	Nature Park	Colony	6.7769
15	Bhopal	14/60/752/2020	Ani Villa	Building	0.2820
16	Bhopal	948/10.09.20	Virasha Colony	Colony	1.7550
17	Bhopal	13/52/1019	Hotel Derby Green	Building	0.5675
18	Bhopal	19/85/893/2020	Mount LiteraSchool	Building	0.4006
19	Bhopal	9/49/55/2021	College BSSS	Building	2.2950
20	Bhopal	13/52/1637	Hotel Mahendra Utsav	Building	0.4380
21	Bhopal	9/45/951	Commercial Shop (Jai Bhole)	Building	0.0510
22	Bhopal	19/85/747	St. Francis School	Building	1.7040
23	Bhopal	921/21.12.2018	Soumya homes Pvt. Ltd.	Colony	3.4180
24	Bhopal	931/27/5/2019	Aadarsh Girah Nirman	Colony	4.8890
25	Bhopal	13/52/32/2020	Sunrise heights	Building	0.5030
26	Bhopal	16/72/423/2021	Marriage Garden manohoram	Building	1.5170
27	Bhopal	15/62/1599	St. Mont Font Sr. Secondary School	Building	6.4400
28	Bhopal	17/75/428/2020	Sagar Public School	Building	1.7600
29	Bhopal	BHO/0269/333/2020	Shopping mall	Building	0.0294
30	Bhopal	967/19.02.21	S S Creations (Grace Garden)	Colony	4.7030
31	Indore	3526/Colony Cell/2019	Parul Developers	Colony	3.5500
32	Indore	899/Colony Cell/2019	Dinesh and Others	Colony	2.1640
33	Indore	IMC/1962/Z08/W36/2018	Residential +Commercial	Building	0.0139
34	Indore	IMC/3352/Z08/W36/2018	Residential +Commercial	Building	0.0139
35	Ujjain	UJJ/0203/089/2021/Z-6/W 54	Divine Educational & Social Welfare Society	School	0.4100
36	Ujjain	UMC/67/2015/03	Hotel Solitaire and Resort	Hotel and Resort	0.7100
37	Ujjain	UMC/617/22.07.2019	Kala Janki Residency	Colony	1.6000
38	Ujjain	UMC/996/27.11.2019	Tirupati Realities	Colony	2.7400
39	Ujjain	UMC/1043/11.12.2019	Mangal Dham	Colony	2.3000
40	Ujjain	89/22.01.2021	Kala Janki Gold	Colony	1.2540
41	Ujjain	149/26.02.2019	Giriraj Ratan	Colony	8.633

Appendix-3.13

(Reference: Paragraph No. 3.5.11, Page No. 40)

Statement showing parking provisions not made as per norms

Sl. No.	District	Building permission case No.	Name of the building
1	Gwalior	Z14W60/0094/2019/3x3	(Shopping mall) M/s Gravity Infrastructures Pvt. Ltd
2	Gwalior	GWA/GWA/GWA/0101/460/2021	Shivhare Resort Turari
3	Gwalior	GWA/0101/982/2013	Narayan Builder
4	Gwalior	GWA/331/2014x3/3/16.05.2014	KMJ Ansh Hospital
5	Gwalior	GWA/0101/ 652/2022	Chopra Chest Hospital
6	Gwalior	432/2014 & 430/2014	Aditya world School
7	Gwalior	GWA/0101/431/2020	AMI School
8	Gwalior	GWA/0101/918/2020	Pragati School
9	Gwalior	GWLLP08042404096	7 Hills Resort
10	Bhopal	BMC/1426/Z15/W62/18-19	Palak Barat Ghar
11	Bhopal	BMC/0601/Z19/W85/19-20	Rajhans Hotel
12	Bhopal	BHO/0269/262/2021 dt 19.04.21	Godown
13	Bhopal	17/75/428/2020	Sagar Public School
14	Bhopal	BMC/1019/Z13/W52/18-19	Hotel (Derby Green)
15	Bhopal	BHO/0269/1886/2021	Bhopal Surgical and Maternity Hospital(P) Ltd.
16	Bhopal	BHO/0269/2185/2021	Shopping mall (Bling square)
17	Bhopal	BHO/0269/4220/2021	Noble Mutispaciality Hospital
18	Bhopal	9/49/055/2021	College BSSS
19	Indore	IND/IND/IND/0152/361/2020	Hall Mark H.S. School (Institutional)
20	Indore	IND/IND/IND/0152/570/2021	Professional office
21	Indore	IMC/1956/Z16/W15/2019	Industrial
22	Indore	IND/IND/IND/0152/2024/2021	Hostel (Residential)
23	Indore	IND/IND/IND/0152/487/2019	Nursing Home
24	Indore	IMC/1962/Z08/W36/2018	Residential +Commercial
25	Indore	IND/IND/IND/0152/1340/2019	Industrial

Appendix-3.14

(Reference: Paragraph No. 3.5.13, Page No. 42)

Statement showing non-compliance of minimum community open space requirement

Sl. No.	District	Colony development permission/ building permission Case No.	Name of the building	Colony/building	Park/garden
1	Bhopal	931 dated 27.05.2019	Aadarsh Girah Nirman Samiti	Colony	Not developed.
2	Bhopal	967/19.02.21	S S Creations (Grace Garden)	Colony	Not developed
3	Bhopal	948/10.09.20	Virasha Colony	Colony	1.Constructed Podium in place of open space. Parks not developed. 2.Space between the back block and the middle block was identified as open space. However, this space was being utilised for parking.
4	Bhopal	BHO/0269/752/2020	Anni Vila Apartment	Group Housing	Land for EWS and open space was found only 7.3 m in length against required 20.49 m.
5	Bhopal	BHO/0269/2185/2021	Shopping mall (Bling Square)	Building	Constructed podium at Front side in place of Middle in violation of approved layout.
6	Gwalior	GWA/0101/432/2018	Keshar Infrastructure	Building	Constructed Podium in place of open park in violation of approved layout.
7	Gwalior	1201/30.07.2021	Vats Colonizer and Developers (Achal Eshwar Enclave)	Colony	The park was un-developed (basic facilities like sitting bench, Jhoola for kids were not found).
8	Gwalior	955/ 10.10.2019	Sunrise Enclave SADA Road	Colony	The park was un-developed (basic facilities like sitting bench, Jhoola for kids were not found).
9	Gwalior	432/2014 & 430/2014	Aditya world School	Building	The area reserved for open space is being used for parking.
10	Gwalior	1066/27.11.2019	Nature Park	Colony	The park was undeveloped (Boundary wall of the parks and harvesting structures in each park were not constructed).
11	Gwalior	270/2010 dated 4.6.2010	Blue Lotus Developers	Colony	Out of 14 parks, no park was found and developed (basic facilities like sitting bench, Jhoola for kids, boundary wall, light and water facility were not found).
12	Ujjain	UMC/617/22.07.2019	Kala Janki Residency	Colony	The park was not developed.
13	Ujjain	UMC/452/04.05.2018	Indralay Highland	Colony	Constructed room in park.

Appendix-3.15

(Reference: Paragraph No. 3.5.14, Page No. 43)

Statement showing width of roads/ means of access not maintained

Sl. No.	District	Colony development permission/ building permission Case No.	Name of building (Colony/Building)	Type of road	Road width against Sanction
1	Bhopal	BHO/0269/752/20 20 dt 20.02.21	Anni Villa Apartment (Building)	Internal road	Width of colony road was 7m against norms of 7.5m.
2	Bhopal	BHO/BHO/BHO/0 269/893/2020	Primary School (Mount Litera School) (Building)	Access road	Width of access road was found 5.4m against norms of 12m i.e. short by 6.6 m.
3	Bhopal	BMC/2048/Z02/W 07/18-19	Laisure Valley Apartment (Building)	Main road	Width of access road was found 8m against norms of 12 m from Leisure Villa side.
4	Gwalior	432/2014 &430/2014	Aditya world School (Building)	Access road	Width of access road to building of permission no 432 was found 5 m against 12m.
5	Gwalior	GWA/0101/918/20 20	Pragati School (Building)	Main road	Present road was 12 m against 30 m.
6	Gwalior	270/2010 dated 4.6.2010	Blue Lotus Developers (Colony)	Main road	Present road was 12 m against 30 m.
7	Gwalior	Z14W60/94/2019	Gravity Infrastructure's (Shopping mall)	Main road	At present road width found 22m against 30m.
8	Gwalior	TNCP GWLLP08042404 096 dated 03 May 2024	7 Hills Resort (Resort)	Main road	Road width found 4m against 12m.
9	Indore	IND/IND/IND/015 2/061/2021	Fuel Filling Station (Building)	Main road	Width of main road was 9m against norms of 30m.

Appendix-3.16
(Reference: Paragraph No. 3.5.16, Page No. 45)

Statement showing staircase not constructed with specified width

Sl. No.	District	Colony development permission/building permission Case No.	Name of building	Colony/ building	Staircase
1	Gwalior	Z14W60/0094/2019/3x3	(Shopping mall) M/s Gravity Infrastructures Pvt. Ltd	Building	Width of Emergency staircase towards rear side was 1.2 m. against required 1.5 m
2	Gwalior	GWA/GWA/GWA/0101/460/2021	Shivhare Resort Turari	Building	Width of Emergency staircase was 1 m against required 1.5 m. Emergency staircase were built up upto second floor only not up to terrace.
3	Gwalior	GWA/0101/982/2020	Narayan Builder	Building	Width of middle staircase was 1.4m against 1.5m and in commercial complex was 1.3 m against 1.5m.
4	Gwalior	GWA/0101/244/2020	Saral Mult speciality hospital	Building	Width of staircase was 1.2 m against 1.5 m
5	Gwalior	GWA/0101/918/2020	Pragati School	Building	Width of all staircases was 1.3 m against 1.5 m
6	Bhopal	BHO/BHO/BHO/0269/032//2020	Sunrise Heights	Building	In Block A it was 3.5 feet i.e. short by 1.5 feet and in Block 'B' it was short by 2 inches against norms of 1.5m
7	Bhopal	948/10.09.20	Virasha Colony	Colony	Width of staircase was 1.15 m against 1.5 m
8	Indore	IND/IND/IND/0152/280/2020	Secondary School	Building	Staircase width was found 1.25m instead of 1.50 m
9	Indore	IND/IND/IND/0152/487/2019	Nursing Home	Building	Staircase width was found 1.25m instead of 1.50 m.
10	Indore	IMC/1397/Z13/W78/2018	Corporate Commercial	Building	Staircase width was found 1.05m instead of 1.50 m.
11	Indore	IND/IND/IND/0152/1340/2019	Wooden Factory (Industrial)	Building	Staircase width was found 1.00 m instead of 1.50 m.
12	Ujjain	UJJ/0203/089/2021/Z-6/W-54	Divine Educational & Social Welfare Society	Building	Width of staircase was 1.4 m against 1.5 m
13	Ujjain	UJJ/0203/1333/2020/Zone-4	Pushpa Mission Hospital	Building	Width of staircase was 1.2 m against 1.5 m
14	Ujjain	UMC/118/2018/Z-4	Balaji Hospital	Building	Width of staircase was 1.15 m against 1.5 m

Appendix-4.1

(Reference: Paragraph No. 4.2.1, Page No. 57)

Details of proposed land use in Development Plan and achievement thereagainst

Name of Districts	Target and achievement set in Development Plan																	
	Residential (Ha)			Commercial (Ha)			Industrial (Ha)			PSP (Ha)			Recreational (Ha)			Transport (Ha)		
	Proposed	Developed	% Shortfall	Proposed	Developed	% Shortfall	Proposed	Developed	% Shortfall	Proposed	Developed	% Shortfall	Proposed	Developed	% Shortfall	Proposed	Developed	% Shortfall
Bhopal Development Plan-2005 & draft 2031	14799	10169.15	31	932	405.57	56	1031	372.46	64	3341.44	1601	52	6225	2212.36	64	709.15	could not be calculated	could not be calculated
Gwalior Development Plan-2021 & 2035	13122.69	4887.98	63	529.13	477.21	10	1719.12	335.18	81	2685.44	1748.34	35	2128.27	252.61	88	2245.76	1699.41	24
Indore Development Plan-1991&2021	5060	4660	8	648	570	12	1498	843	44	1417	1096	23	1417	290	80	2105	1370	35
Jabalpur Development Plan-2005 & 2021	3807	3215	16	445	209	53	551	368	33	876	730	17	540	142	74	1107	852	23
Ujjain Development Plan-2021 & 2035	4001	2049	49	272	189	31	512	320	38	536	857	-60	1032	241	77	1510	825	45
Total	40789.69	24981.13		2826.13	1850.78		5311.12	2238.64		8855.84	6032.34		11342.27	3137.97		7676.91	4746.41	

Total proposed-76801.96 Ha, Total developed-42987.27 Ha, Percentage of developed with proposed land use-55.97 per cent

Appendix-4.2

(Reference: Paragraph No. 4.2.1, Page No. 58)

Statement showing non-utilization of land (inconsistent land) for intended purpose

Sl. No.	District	Name of inconsist land	Proposed in DP	Use after vacant inconsist land
1	Bhopal	Saw machine, Hamidia road	BDP 2005&BDDP 2031	Transportation and commercial
2		Bone Mill, Pulbogda		Flatted factories and commercial
3		Slaughterhouse, Jahangirabad		Residential/PSP
4		Glue factory, Pulbogda		Flatted factories and commercial
5		Bhopal oil Mill, Jahangirabad		Flatted factories and commercial
6		Stra product, Chhola road		Commercial, residential/recreational
7	Gwalior	Govt. Press, Jiwaji Chowk	GDP 2021&2035	Parking
8		Central Jail Bahodapur		Commercial and Parking
9		Vehicle repair shop Jinsi Nala		Commercial and Parking
10		Wholesale/Dal Bazar, Jiwaji Ganj		Commercial and Parking
11		Scrap market, Daulat Ganj		Commercial and Parking
12		Saw/Dal/Bras Mill		Commercial and Parking
13		Fire, Crackers Bazar Daulat Ganj&Hujrat		Commercial and Parking
14	Ujjain	Warehouse, Budbariahaat and other places	UDP 2021&2035	Residential
15		Stone market, Tilakmarg and other places		Residential/Commercial
16		Process of making porcelain, Malipura and other places		Residential
17		Animal slaughterhouse, Nagar kotmata Mandir and other places		Residential
18		Kanji house,Lakadganj and other places		Residential
19		Ghasmandi, Sakhipura		Residential
20		Pashuhaat, Kalidaas garden		Mela area
21	Jabalpur	Jawaharganj Grain Mandi, Niwarganj road	JDP 2005&2021	Grocery and Vegetable Market
22		Wholesale Fruits and Vegetables and Warehouse, Old macharhigh road and other places		Retail business
23		Chaff warehouse, GhamapurKalari and Miloniganj		Retail business
24		Scrap market, Gurandi		Retail business
25		Bamboo market, Gurandi		Retail business
26		Karmshala, Madan mahal and other places		Retail business
27		Printing press and paper warehouse, Sarrafa and Ganjipura		Retail business
28		Oil & Pulses mills, Nayamohalla and other places		Residential
29		Bidi Factory, Dixitpura, Golbazar and Hanumantaal		Residential
30				Soap Stone Factory, Ghamapur, Rajnagar

Sl. No.	District	Name of inconsist land	Proposed in DP	Use after vacant inconsist land
31		Truck Stop, Old Mirjapur Road and other places		Road
32		M.P. State Transport Aagar, Ranitall and other places		Service Idustry/PSP/Residetial
33		Tin goods and furniture shops, Nayamohalla, Andherdev and Bhartipur		Retail business
34		Grain Godown related to wholesale trade, Jawaharganj and other places		Retail business

Appendix -4.3

(Reference: Paragraph No. 4.3, Page No. 60)

Statement showing details of 43 unauthorised colonies where no cognizance taken by the BMC

Sl. No.	District	Village	Khasra no.	Rakba (Ha.)	Name of Colonizers/ Landowners	Letter No.
1	Bhopal	Palasi	81/7	0.903	Veer Singh, Vishram Singh	Collector482/02-03-21
2	Bhopal	Palasi	113/8	0.093	Indira Devi	Collector482/02-03-21
3	Bhopal	Palasi	98/1,100/1,101/1	0.435	Mamta Saho	Collector482/02-03-21
4	Bhopal	Kolua kalan	77/1	0.607	Tikaram/Kasiram	Collector169/23-03-21
5	Bhopal	Khagda baramad	26	1.311	Nadir Baig/Sahiln Baig	Collector169/23-03-21
6	Bhopal	Khagda baramad	206/2/1	0.981	Girja Bai	Collector169/23-03-21
7	Bhopal	Khagda baramad	190/1/1/1	1.063	Gandalal	Collector169/23-03-21
8	Bhopal	Khagda baramad	68,69	3.197	Chhaganlal	Collector169/23-03-21
9	Bhopal	Khagda baramad	279/2/1	1.121	Arunkumar Pal	Collector169/23-03-21
10	Bhopal	Navi Bagh	92/2/1,92/2/2,90	1.834	Umesh Tiwari, Sarjan Tiwari	Collector169/23-03-21
11	Bhopal	Malikhedi	164/A	5.96	Mangilal	Collector169/23-03-21
12	Bhopal	Malikhedi	139/1/2	0.45	Lalaram	Collector169/23-03-21
13	Bhopal	Malikhedi	124/1/1/C	1.12	Kailash, Omprakash	Collector169/23-03-21
14	Bhopal	Malikhedi	115/1/1-116/1-116/2-117	1.02	Tulsa Bai, Ram Singh	Collector169/23-03-21
15	Bhopal	Semra kalan	2/2,3,4/2	0.283	Rohit Lodhi etc.	Collector169/23-03-21
16	Bhopal	Semra kalan	122,128,123,276/1,24	0.87	Radhe Shyam	Collector169/23-03-21
17	Bhopal	Badwai	428/1/2/2	0.4050	Manoj Kumar, Rakesh Kumar etc.	Collector946/12-03-22
18	Bhopal	Badwai	428/1/2/5	0.1490	Gurnao Mangtani, Vikas Mangtani	Collector946/12-03-22
19	Bhopal	Badwai	428/1/2/6	0.149	Subash Chandra Sharma, Susma Sharma	Collector946/12-03-22
20	Bhopal	Badwai	428/1/2/7	0.149	Masroor Khan	Collector946/12-03-22
21	Bhopal	Badwai	428/2/1/3/2	0.0692	Abdul Jaheer Baig	Collector946/12-03-22
22	Bhopal	Bhaisa Khedi	3/1,4/1,5/1/1	4.451	Kanhiyalal Gyanchandani	Collector334/18-02-21

Sl. No.	District	Village	Khasra no.	Rakba (Ha.)	Name of Colonizers/ Landowners	Letter No.
23	Bhopal	Gora	240/2/1/B,241,242,244 etc	4.427	Jyoti Jain (Omsai developers)	Collector359/19-02-21
24	Bhopal	Gora	222/1/1,287/222,223	1.227	Chaturi Bai	Collector359/19-02-21
25	Bhopal	Gora	163/1/5,165/1,165/5	0.569	Uppma Srivastava	Collector359/19-02-21
26	Bhopal	Khajuri Kalan	180/1/1/1/2	0.079	S. Manjur	Collector359/19-02-21
27	Bhopal	Khajuri Kalan	186/J	2.832	S.N. Sahai	Collector359/19-02-21
28	Bhopal	Khajuri Kalan	462/3	0.093	Smt. Doli	Collector359/19-02-21
29	Bhopal	Khajuri Kalan	21/T/1/1/1	0.0742	Radhe Shyam	Collector359/19-02-21
30	Bhopal	Khajuri Kalan	29/14/1/1	0.0408	Manorma Singh	Collector359/19-02-21
31	Bhopal	Khajuri Kalan	460/24,901/458	0.101	Meena Gupta	Collector359/19-02-21
32	Bhopal	Khajuri Kalan	459/4/2	0.056	Doli	Collector359/19-02-21
33	Bhopal	Khajuri Kalan	186/N/1	0.506	Manoj Singh	Collector359/19-02-21
34	Bhopal	Khajuri Kalan	769/3/1	0.769	Puranlal	Collector359/19-02-21
35	Bhopal	Khajuri Kalan	769/4/2	0.02	Puranlal	Collector359/19-02-21
36	Bhopal	BarkhedaPathani	261	0.218	Daulatram	Collector359/19-02-21
37	Bhopal	BarkhedaPathani	269	0.125	Daulatram	Collector359/19-02-21
38	Bhopal	BarkhedaPathani	271/K,272/K etc.	2.412	Munna Bai	Collector359/19-02-21
39	Bhopal	BarkhedaPathani	324-325	1.509	Mohar Singh etc.	Collector359/19-02-21
40	Bhopal	BarkhedaPathani	442/D	0.205	Harsh Kesh Yadav	Collector359/19-02-21
41	Bhopal	BarkhedaPathani	442/N	0.282	Rajkumar Yadav	Collector359/19-02-21
42	Bhopal	BarkhedaPathani	442/T	0.15	Raviendra Pal Singh	Collector359/19-02-21
43	Bhopal	BarkhedaPathani	442/F	0.15	Harigar Singh	Collector359/19-02-21

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