

initially for a period of five years¹¹³ subject to review thereafter by the Department against payment of deployment of ₹ 15.64 lakh per month.

Based on orders of Director General and Inspector General of Police, IG (Operations) instructed (December 2010) the Commandant, SAP-1 to depute a company of SAP on the plant site from January 2011. The order, however, did not specify the period of deployment and no formal contract was executed with the user agency. As a result, Commandant, SAP-1 continued to deploy the company of SAP until IG (Operations) withdrew it in May 2018.

Scrutiny (February 2017 and July 2017) of records of the Commandant, SAP-1, Ranchi and further information gathered from the IG (Operations) revealed that the user agency paid deployment charges for 49 months from January 2011 to January 2015 and stopped payments from February 2015 onwards even though it was committed to pay deployment cost up to December 2015. However, at the instance (July 2017) of Audit the user agency deposited (August 2017, November 2017 and May 2018) ₹ 78.20 lakh as deployment charges for the period from February 2015 to June 2015. Resultantly, deployment charges worth ₹ 93.84 lakh for the committed period of July 2015 to December 2015 and ₹ 4.54 crore¹¹⁴ for the period January 2016 to May 2018 could not be recovered.

Although IG, Operation reported (July 2017) to Audit that legal action would be initiated against the agency if it does not clear the dues, legal action for recovery has not been initiated (June 2018) after withdrawal of SAP.

Thus, continuing with the deployment of SAP despite non-payment of the deployment charges by the user agency not only violated the instructions of the Home Department but also resulted in non-recovery of ₹ 5.48 crore (₹ 0.94 crore + ₹ 4.54 crore) from the user agency.

The matter was reported to the Home Department in July 2017 followed by reminders between September 2017 and November 2017 but no reply had been received (June 2018).

HEALTH, MEDICAL EDUCATION & FAMILY WELFARE

2.4.5 Unproductive and unfruitful expenditure

Failure of the Departments to provide funds, create posts, purchase equipment and ensure monitoring of the works led to unproductive and unfruitful expenditure of ₹ 11.30 crore on five incomplete and non-functional healthcare facilities

Construction of five healthcare facilities¹¹⁵ (*Appendix-2.4.3*) were administratively approved (AA) for ₹ 13.36 crore between January 2008 and

¹¹³ Three years of project period and two years of initial operation period

¹¹⁴ ₹ 15.64 lakh * 29 months = ₹ 453.56 lakh

¹¹⁵ Community Health Centre (CHC) at Dubrajpur in Tundi block of Dhanbad district, Upgradation of Primary Health Centre (PHC) to CHC at Kudu, Lohardaga, Construction, electrification, water supply and sanitation installation along with residential quarters at Pesrar, Lohardaga, Construction of the State Ayurvedic Medical college and Hospital (SAMCH) at Chaibasa and Construction of Food and Drug Laboratory Building at Dumka.

March 2013 by Secretary, Health, Medical Education and Family Welfare Department (Department) and technically sanctioned (TS) for ₹ 14.04 crore between December 2007 and December 2012 by the Chief Engineers (CE) of the executing Departments¹¹⁶.

Audit observed that two of the five healthcare facilities were completed between November 2014 and April 2015 after incurring expenditure of ₹ 5.29 crore. The remaining three healthcare facilities could not be completed as of March 2018 despite expenditure of ₹ 6.01 crore due to failure of the Health Department to provide funds.

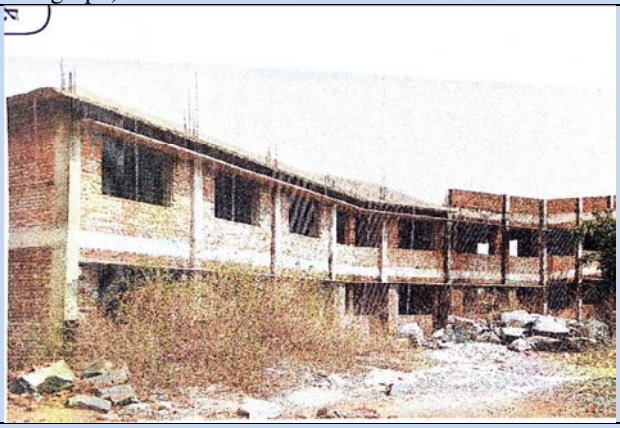
The completed healthcare facilities could not be put to use till date (May 2018) as allied works, budget, creation of posts, procurement of machines and equipment were not ensured for functioning of these healthcare facilities by the Health Department. Thus, failure to complete the works by resolving the work bottlenecks and making the completed buildings functional by addressing the deficiencies resulted in idle infrastructures on which unproductive and wasteful expenditure of ₹ 11.30 crore was incurred. This also deprived the common people to get affordable and quality healthcare facility for more than three to 10 years as discussed in the table below.

Sl. No.	Name of work	Expenditure	Audit Findings
1	Construction of CHC building at Dubrajpur in Tundi block of Dhanbad	₹ 3.54 crore	Despite completion of the works in November 2014, the Executive Engineer (EE), Rural Development Special Division (RDSD), Dhanbad did not progress with preparing detailed estimates for electrical, water supply and sanitary works for securing technical sanction of Chief Engineer (CE), RDD. Instead, the EE tried (September 2015) to handover the building to Civil Surgeon cum Chief Medical Officer (CS cum CMO) Dhanbad who refused (December 2015) to take possession. The Department replied (August 2017) that the works were incomplete, pending provisions for electrical, water supply and sanitation in the model estimates. The reply is incorrect. Provisions for electrical, water supply and sanitary works were already included in the model estimates on lump sum basis. The works remained incomplete only because EE did not prepare detailed estimates. Thus, the building could not be put to use and was lying idle since November 2014 rendering unfruitful expenditure of ₹ 3.54 crore. This deprived 1.02 lakh inhabitants of Tundi block consisting of 190 villages of the intended medical facilities.
2	Upgradation of PHC to CHC building, Kudu, Lohardaga	₹ 2.07 crore	EE, RDSD, Lohardaga took up (March 2008) the upgradation work departmentally and spent ₹ 1.33 crore up to March 2011 and stopped further work as the State Government put an embargo (March 2011 extended upto June 2012) on departmental execution of works. Without TS, funds and drawings, the Chief Engineer, Rural Development Department (RDD) irregularly floated (April 2011) tender for the balance work worth ₹ 2.17 crore,

¹¹⁶ Health, Medical Education & Family Welfare and Rural Development Departments

			which was awarded (June 2011) by the Departmental Tender Committee¹¹⁷. After executing work worth ₹ 74.30 lakh, the contractor stopped (November 2013) further work in the absence of drawings and technically sanctioned estimates. The EE, RDS Division although provided (August 2015) the drawings of electrification and sanitary works only, the contractor refused to resume the work citing increase in cost of items of work due to time overrun. Thus, the building remained incomplete (September 2017) even after a lapse of 10 years from the commencement of work and the expenditure incurred worth ₹ 2.07 crore proved unfruitful. This deprived 84,827 inhabitants of Kuru block of the upgraded medical facilities. (inset photograph)  Incomplete upgradation work of PHC to CHC building, Kudu, Lohardaga (07 July 2017)
3	Construction of Primary Health Centre and residential quarters at Pesrar, Lohardaga	₹ 1.06 crore	EE, Engineering Cell, South Chhotanagpur Division, Ranchi awarded (June 2010) a work for ₹ 1.31 crore to be completed by May 2011. After incurring expenditure of ₹ 1.06 crore the contractor abandoned (March 2012) the work without assigning any reason. The EE did not initiate penal action to get the work done by another contractor at the risk and cost of the defaulting contractor as per terms and conditions of contract. Thus, the building remained incomplete (September 2017) rendering the expenditure of ₹ 1.06 crore unfruitful (inset photographs). As a result, 31,057 inhabitants of Peshrar block consisting of 73 villages were deprived of the intended medical facilities.  Incomplete building of Primary Health Centre, Pesrar, Lohardaga (11 October 2017)
4	Construction of State Ayurvedic Medical College at Chaibasa	₹ 2.88 crore	Based on the TS (December 2007) and AA (January 2008) for ₹ 3.73 crore, EE, Rural Works Division, Chaibasa commenced (May 2008) the work departmentally and spent ₹ 2.88 crore up to June 2010 and thereafter stopped further work due to non-availability of funds. The DC, Chaibasa requested (May 2010) the Secretary, Health, Medical Education and Family Welfare Department to provide balance funds of ₹ 1.03 crore to complete the building. The

¹¹⁷ CE, RDS Zone, Ranchi, Deputy Secretary, RDD, Deputy Secretary cum Internal Financial Advisor, RDD and SE, RDS Circle Ranchi and Hazaribagh

			Department allotted ₹ 80 lakh to the DC in December 2012 after delay of two and half years and the embargo to execute department work was effective (June 2012). Of these, ₹ 20 lakh was paid for work executed up to June 2012 while the balance fund of ₹ 60 lakh was not utilised. Resultantly, the works of flooring, electrical works, outer plaster, fixing of doors, windows etc. could not be done. Audit further observed that the tender for residual works could not be invited as TS for the residual works were not granted by the Chief Engineer (April 2018) for reasons not on record. Thus, the building remained incomplete (March 2018) for more than seven years while the expenditure of ₹ 2.88 crore incurred on the incomplete structures proved unfruitful. As a result, 1,050 (150 students per year for seven years) eligible students were deprived of Ayurvedic medical education due to non-completion of State Ayurvedic Medical College at Chaibasa. (inset photograph)  Incomplete building of State Ayurvedic Medical College at Chaibasa, (13 May 2017)
5	Construction of regional Food and Drug Laboratory at Dumka.	₹ 1.75 crore	Construction of the laboratory building taken up in March 2013 was completed (April 2015) at a cost of ₹ 1.75 crore by the EE, Santhal Paragana Division, Health and Family Welfare Department Dumka. The building was handed over (April 2015) to CS cum CMO, Dumka but could not be made functional (March 2018) due to failure of the Secretary of the Department to create posts, purchase machines and equipment for running the laboratory. Thus, the building remained idle for almost three years while the expenditure of ₹ 1.75 crore incurred on its construction proved unproductive. As a result, quality testing of 15 food and 77 drug samples of Dumka region had to be done at Ranchi centre. The Department stated (April 2018) that creation of post was under process and machine and equipment would be purchased after creation of post and further added that had machines been purchased it would have been out of order by putting them idle. The reply is not convincing as the Department failed to synchronise all the concerned activities to put the building to use upon completion.

The matter was referred to the Health and Rural Development Departments in July and August 2017 followed by reminders between August 2017 and January 2018. However, no reply had been received¹¹⁸ (June 2018).

WATER AND SANITATION DEPARTMENT

2.4.6 Unfruitful Expenditure

Approval of Detailed Project Report (DPR) for construction of live model of Rain Water Harvesting at an encroached site led to unfruitful expenditure of ₹ 2.02 crore on DPR

Drinking Water and Sanitation Department (Department), Government of Jharkhand accorded¹¹⁹ (September 2013) approval for setting up live model of Rain Water Harvesting (RWH)¹²⁰ at Vishwesariya Institute of Sanitation and Water Academy (VISWA) Campus, Ranchi based on technical sanction granted (July 2013) for the work by the Department for ₹ 11.90 crore. The work included construction of live model piped water supply scheme, rain centre, RWH House etc., and preparation of a Detailed Project Report (DPR).

Accordingly, the Department approved (June 2014) DPR for payment of ₹ 2.02 crore. In this connection, Audit observed as under:

- The proposed site for construction had been encroached and was *sub judice* since 1990, and despite orders (December 2004) of High Court of Jharkhand, the local administration had made no arrangements till date (May 2018) to settle the encroachers before vacating the proposed land.
- According to rule 132 of the Jharkhand Public Works Departmental (JPWD) code, except in case of emergent works such as repair of breaches, etc., no work should be commenced on land which has not been duly made over by the responsible civil officer.

Despite the land continuing to be under encroachment and *sub judice* since 1990, and despite being informed of this fact, the Executive Engineer (EE), Drinking Water Division (DW&SD) Gonda, in violation of the JPWD code, executed (May 2013) an agreement for ₹ 2.22 crore for preparation of DPR which was approved (15 July 2013) by the Chief Engineer cum Executive Director (CEED) of the Department who also was aware of the fact of encroachment. The finalised DPR was approved by the CEED and ₹ 2.02 crore paid. Construction work is yet (May 2018) to commence, rendering the expenditure of ₹ 2.02 crore unfruitful.

The matter was reported to the Drinking Water and Sanitation Department in June 2017 and reminded for response between July 2017 and March 2018. Their reply had not been received (June 2018).

¹¹⁸ In respect of (1) Upgradation of PHC to CHC building, Kudu, Lohardaga, (2) Construction of Primary Health Centre and residential quarters at Pesrar, Lohardaga and (3) Construction of State Ayurvedic Medical College at Chaibasa

¹¹⁹ In State Level Scheme Sanctioning Committee (SLSSC) meeting

¹²⁰ The concept of rain centre was to make rain water harvesting as easy as possible to understand for the visitors using the audio visual medium. Main components were Rain Centre, Lived Model-Piped water, Wind Mill, Solar Energy, Amusement Park, Thematic Thinking Tree etc.

93	Rana Pratap Singh, A-2, 128 Dhurwa, Ranchi	112	Constable 3144	30 August 2017
94	Rajan Singh Raja, Sachiv, Vishthapit Prabhavit Coal union, Khelari Thana, Ranchi	113	Constable 120	16 September 2017
95	Haji Arshad Ayun, Central Moharram Committee, Ratu Road, Ranchi	114	Constable 1759	19 September 2017
96	Madan Singh, Sai Colony, Chutia, Ranchi	115	Constable 2626	28 September 2017
97	Pascal Oraon, Mukhia, Gram- Kotpali, Thana- Narkopi, District- Ranchi	116	Constable 1527	07 October 2017

Appendix-2.4.3

(Referred to in paragraph 2.4.5; page 66)

Details of work wise administrative approval and technical sanction

Sl. No.	Name of work	AA	TS	Agreement Amount	Completion date
1	Construction of CHC building at Dubrajpur in Tundi block of Dhanbad	Secretary, Health, Medical Education and Family Welfare Department (HME&FWD), Government of Jharkhand ₹ 3.18 crore (December 2007)	Chief Engineer Rural Development Special Zone, Ranchi ₹ 3.76 crore (July 2008)	Departmental work and partially through tender	April 2011
2	Upgradation of PHC to CHC building, Kudu, Lohardaga	HME&FWD, Government of Jharkhand ₹ 3.54 crore (May 2008)	Chief Engineer Rural Development Special Zone, Ranchi ₹ 3.52 crore (February 2008)	Departmental work and partially through tender	June 2012
3	Construction of Primary Health Centre and residential quarters at Pesrar, Lohardaga	HME&FWD, Government of Jharkhand ₹ 1.16 crore (December 2008)	Chief Engineer, Engineering Cell, HME&FWD, Government of Jharkhand ₹ 1.28 Crore (August 2009)	₹ 1.31 crore (June 2010)	March 2012
4	Construction of State Ayurvedic Medical College at Chaibasa	HME&FWD, Government of Jharkhand ₹ 3.73 crore (January 2008) and granted approval of revised AA in March 2016	Chief Engineer, REO, Chotanagpur and Santhal Pargana Zone, Ranchi ₹ 3.73 crore, (December 2007) Technical Approval on revised estimates was granted thrice in March 2013, July 2014 and November 2015	Departmental work and partially through tender	March 2009
5	Construction of a regional Food and Drug Laboratory at Dumka.	HME&FWD, Government of Jharkhand ₹ 1.75 crore (March 2013)	Chief Engineer, Engineering Cell, HME&FWD, Government of Jharkhand ₹ 1.75 crore (December 2012)	Building completed at ₹ 1.75 crore	Building constructed and handed over to Civil Surgeon cum Chief Medical Officer, Dumka in April 2015