

Chapter-III Compliance Audit

- **Creation, Maintenance and Utilisation of Sports Infrastructure**
- **Human Resources Management in Home (Police) Department**
- **Audit paragraphs**

Chapter III: Compliance Audit

Compliance audit is an independent assessment of whether a given subject matter (an activity, financial or non-financial transaction, information in respect of an entity or a group of entities) complies in all material respects with the applicable laws, rules, regulations, established codes *etc.* and the general principles governing sound public financial management and the conduct of public officials.

Compliance Audit of the Departments of Government of Madhya Pradesh, their field formations, as well as the autonomous bodies functioning under these Departments, brought out instances of non-compliance with applicable rules, codes and manuals, lapses in management of public resources and failure to adhere to norms of propriety. Significant issues in this regard are discussed in the succeeding paragraphs.

Sports and Youth Welfare Department

3.1 Creation, Maintenance and Utilisation of Sports Infrastructure

3.1.1 Introduction

The Department of Sports and Youth Welfare (DSYW) is responsible for the creation, maintenance and utilisation of sports infrastructure in the State. The Additional Chief Secretary (ACS)/Principal Secretary (PS) is the administrative head of the DSYW and is responsible for policy formulation for development of sports in the State. The Director of Sports and Youth Welfare Department is responsible for implementation of sports policies and is assisted in this task by two Joint Directors (Infrastructure and Administration), four Deputy Directors and one Administrative Officer at Bhopal, who are responsible for management of sports infrastructure at divisional/district level. There are 51 District Sports and Youth Welfare Officers (DSOs) in the State for implementation of the policies at the unit level.

3.1.2 Sports Policy 2005

GoMP formulated a Sports Policy in 2005 to give impetus to development of sports in the State. The key features of the Sports Policy, 2005 included, *inter-alia*, development of infrastructure, identifying young talent and their training, promotion of identified disciplines, coordination between education and sports *etc.*

3.1.3 Audit Objective

Audit of the DSYW was carried out in January 2020 with the objective of assessing the extent of creation of sports infrastructure in the State and effectiveness of its maintenance and utilisation as envisaged in the Sports Policy, 2005.

3.1.4 Audit Criteria

Audit findings were benchmarked against the criteria sourced from the following:

- a. Madhya Pradesh Sports Policy, 2005;
- b. Stadium Infrastructure Guidelines of March 2017 of DSYW;

- c. Madhya Pradesh Financial Code (MPFC); and,
- d. Orders, circulars, guidelines issued by the Government from time to time.

3.1.5 Audit Scope and Methodology

Audit scope included the Departmental activities relating to creation, maintenance and utilisation of sports infrastructure during the five-year period 2014-19. Audit methodology involved examination of the relevant records in the office of the Additional Chief Secretary and Directorate at Bhopal and six⁷⁵ district offices of the Department, selected on the basis of stratified random sampling method. In addition, one⁷⁶ district office was selected at the request of the Department.

The records of the implementing agencies viz. Project Implementing Units (PIU), Capital Project Administration (CPA), Rural Engineering Services (RES), Public Works Department (PWD) and Madhya Pradesh Laghu Udyog Nigam (MPLUN) in the selected districts were also examined in audit and joint physical verification of sampled infrastructure facilities was undertaken along with the departmental representatives..

An Entry Conference was held in December 2019 with ACS, DSYW wherein audit objectives, audit criteria, audit scope and methodology were discussed. The draft report was issued to the Department in May 2020 and the written reply received in June 2020 were duly considered while finalising the report. Exit conference was not held as the Principal Secretary did not provide the date for exit conference despite several reminders.

Audit Findings

3.1.6 Planning

As of end of March 2019, there were 11 sports complexes, 23 mini-stadia, 10 playgrounds, 11 indoor halls and 19 sports training centres in the State. During the five-year period 2014-19, the Government executed 44 works (as detailed in *Appendix 3.1.1*) in the seven districts selected for audit. Audit observations with regard to planning for creation of sports infrastructure are given below:

3.1.6.1 Development of playgrounds in villages

As per the Sports Policy, 2005, the Government envisaged development of one playground in every village in the State over the following five years, wherein rural sports like volley ball, *kabaddi*, *kho-kho* and wrestling could be played. This would have meant development of 54,903⁷⁷ playgrounds over a period of five years and would involve provision of adequate funds and acquisition of land for the purpose.

Audit scrutiny revealed that the Government could construct only 253 playgrounds over the fifteen-year period of 2005-2019 and recruited 244 Coordinators for Grameen Yuva Kendras. The total expenditure incurred in this regard was ₹63.59 lakh.

⁷⁵ Bhopal, Damoh, Hoshangabad, Jabalpur, Narsinghpur and Shivpuri

⁷⁶ Mandsaur

⁷⁷ Being the total number of villages in the State

Department could not provide the relevant plan documents to evidence that it had formulated adequate plans to implement the objectives envisaged in the Sports Policy, despite specific requisitions from the Audit team.

Principal Secretary, DSYW, in response to the audit observation, stated (June 2020) that the construction of playgrounds in villages was suspended due to limited budget, lack of sanctioned manpower at the lower level in districts and also since the operation of sports activities in villages are under the purview of Panchayat and Rural Development Department (PRDD).

The response of PS, DSYW is not acceptable, as the Department had not utilised the full budget allocated to it in any of the years during the audit period of 2014-19. Out of a total budgetary allocation of ₹997.59 crore during 2014-19, the DSYW could utilise only ₹774.34 crore, with the savings ranging from 13 to 41 *per cent*. While the Department could have utilised the available funds for augmenting sports infrastructure, it stated that utilisation of 59.27 - 78.06 *per cent* against allocation was satisfactory.

Clearly, the Department did not make adequate and appropriate efforts to implement the objectives outlined in the Sports Policy, 2005, or the Policy itself was unrealistic to achieve the target within five years.

3.1.7 Creation of Sports Infrastructure

3.1.7.1 Needs assessment for creation of sports facilities

Audit scrutiny of seven selected District Sports Offices (DSOs) indicated that during 2014-19, the Department executed 44 works⁷⁸ costing ₹50.50 crore (*Appendix 3.1.1*) on random basis as detailed below:

- (a) The DSYW executed 26 works⁷⁹ including mini stadia, sports complexes, indoor halls, sports training centres, Hockey stadium and astro turf in three districts without carrying out any needs assessment, survey or proposals from the DSOs.
- (b) The Department executed 13 works⁸⁰ in five⁸¹ districts based on the proposals of the DSOs. However, Audit could not find records relating to justification put forth by the DSOs for building the infrastructure. Hence, the proposals which were sent by the DSOs to the Department, were without any basis or suitability.

Although the public representatives conveyed the need of the community, in general the Department has not carried out any needs analysis of its own.

In reply, PS, DSYW stated (June 2020) that in places where suitable land were made available by the local administration, approval was given on a priority basis and stadia/sports training centre have been constructed. DSOs of audited districts confirmed that construction works were carried out without any survey at district level.

⁷⁸ 17 new sports infrastructure works and 27 works in existing sports infrastructure.

⁷⁹ Five new sports infrastructure works and 21 works in existing sports infrastructure.

⁸⁰ Seven new sports infrastructure works and six works in existing sports infrastructure.

⁸¹ Bhopal-4, Shivpuri-3, Jabalpur-4, Mandsaur-1, Hoshangabad-1

Availability of land cannot be the sole criterion for development of sports infrastructure and a more comprehensive needs assessment should have been carried out by the Department.

3.1.7.2 Unequal distribution of sports infrastructure

Sports Policy, 2005 stipulated development of sports complexes in various districts where such facilities do not exist.

Sports infrastructure in districts

As of January 2020, only 27 out of 52 districts had sports infrastructure created by Sports Department. The remaining 25 districts (48 *per cent*) did not have any sports infrastructure even after 15 years of the announcement of the Sports Policy in 2005. The details of the nature of infrastructure available in the 27 districts are detailed in ***Appendix 3.1.2***.

District-wise details of availability of sports infrastructure as compared to the population in the State are given in ***Appendix 3.1.3***. Out of the 27 districts where sports infrastructure was available, six districts (Bhopal-5, Sehore-6, Jabalpur-6, Sagar-12, Damoh-6 and Panna-4) accounted for 53 *per cent* and the remaining 21 districts had only 47 *per cent* of the infrastructure. This indicates that availability of sports infrastructure was uneven across the State and mostly confined to the capital city and a few other cities in central and eastern districts of the State.

The imbalance in availability of sports infrastructure appears to be due to unplanned development without a clear roadmap and needs assessment.

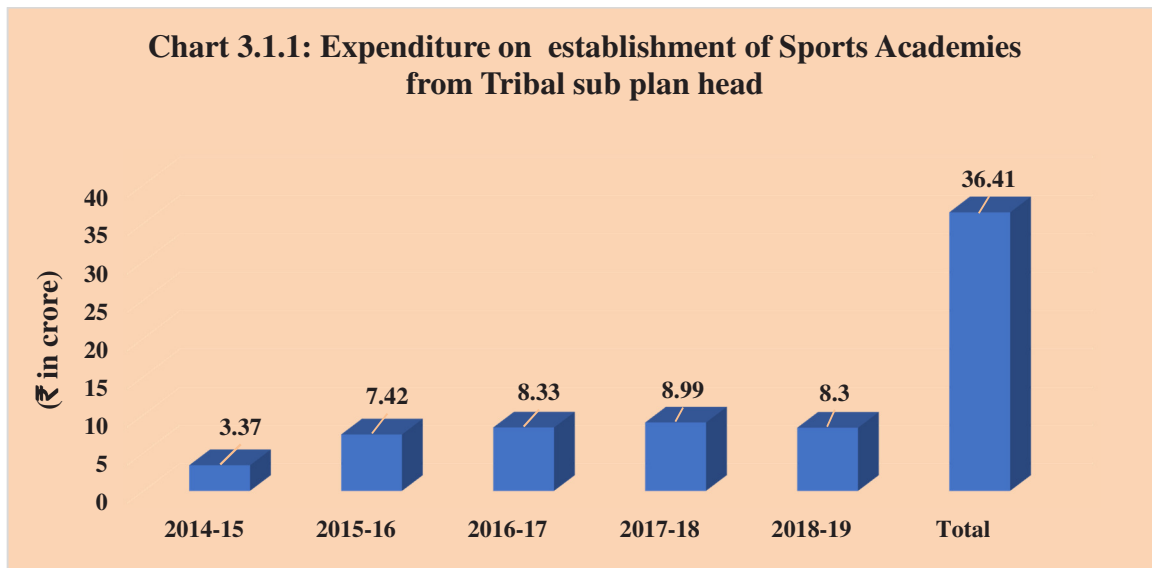
In reply, PS, DSYW stated (June 2020) that sports infrastructure created by either Sports Department or by the other departments of GoMP is available in 50 out of 51 districts (except Niwari).

The reply is not acceptable, as the Department could not produce any record to suggest that the other departments like PRDD, Urban and Housing, School Education and Higher Education had developed any sports related infrastructure in the districts.

3.1.7.3 Non-creation of Sports Academy in tribal dominated districts and diversion of fund for Tribals

National Advisory Council (NAC) recommended (December 2011) budget allotment equivalent to the proportion of tribal population in the State in all departments. The Ministry of Human Resource Development (MHRD), GoI also recommended (August 2012) inclusion of schemes/components of programmes which directly benefit Scheduled Tribes (STs). Sports Policy, 2005 of GoMP also emphasised identification and unearthing the hidden talents of tribal people.

The Department had spent ₹36.41 crore for the establishment of sports academies during the period 2014-19, as detailed below in **Chart 3.1.1**:



Source: Information provided by DSYW

Audit noticed that as per the Census 2011, 21.1 *per cent* of the total population in 50 districts belong to Scheduled Tribes. Further, in 15 out of 50 districts, ST population ranged between 33 to 89 *per cent*. However, the Department did not establish any of the 18 sports academies, which it had constructed up to March 2019, in tribal dominated districts. The Department established 13 sports academies (more than 70 *per cent*) in the capital city of Bhopal and remaining 30 *per cent* academies in four districts (two in Gwalior, one each in Shivpuri, Hoshangabad and Jabalpur).

The Department, as per its own policy, should have established necessary sports facilities/sports academies in the tribal dominated areas to unearth the talent of the local tribal population. Instead, it diverted tribal sub plan funds to establish sports infrastructure in non-tribal dominated districts, which amply demonstrates its indifferent attitude towards development of sports facilities for unearthing and developing sporting talent among the tribal populace.

In reply, the PS, DSYW stated (June 2020) that in order to ensure proper operationalisation of sports academies, regular supervision and infrastructure of national/international level is mandatory and due to that, Sports Academies were established in State capital. The PS added that, for providing proper training to the players, coaches of international repute were appointed, who do not prefer to go to tribal/remote areas.

The reply is not tenable as the Department has developed sports infrastructure even in smaller districts like Shivpuri and Hoshangabad *etc.* Further, supervisory officers such as DSOs are already available at the districts and periodical field visits of higher authorities can ensure supervision and monitoring. The Department was aware of the cited obstacles while framing the Sports Policy and suitable measures should have been taken to overcome these constraints to provide impetus to sports in tribal areas.

3.1.7.4 Construction of sports infrastructure

During 2014-19, the Department executed 326 works at a sanctioned cost of ₹166.15 crore across the State through State implementing agencies like PIU, CPA, RES, PWD and MPLUN. The status of works are indicated in **Table 3.1.1** below:

Table 3.1.1: Status of works executed by various agencies on behalf of the Sports Department as of January 2020

(₹ in crore)

Name of implementing agency	No. of works allotted to agency	Completed works		Incomplete works	
		No.	Amount	No.	Amount
PIU	59	40	50.78	15	9.50
CPA	20	19	1.33	01	6.70
PWD	13	08	1.16	04	0.02
RES	02	01	0.17	01	0.35
LUN	232	232	41.88	-	-
Total	326	300	95.32	21	16.57

Source: Information obtained from work executing agencies

Audit examined 44 (₹50.50 crore) out of 326 works in the seven selected districts and noticed delay from four to 37 months in 17 out of 44 works costing ₹22.25 crore (**Appendix 3.1.4**). Further, the following deficiencies were also noticed in respect of the construction works:

- i. The Department did not stipulate any timeframe for completion of the works while according administrative approval for the works to various implementing agencies.
- ii. The Department did not include any clause relating to liquidated damages, fines or penalties *etc.* for completion of the works while making agreements with the implementing agencies.
- iii. The Department did not also establish any mechanism such as progress report and review meetings to expedite or verify quality of works.
- iv. The implementing agencies set their own timelines based on their respective departmental manuals/guidelines. In the absence of timelines and review from the Sports Department, the implementing agencies took their own time to complete the works leading to delays and substandard quality of works in some cases.

Some of the illustrative examples of delays and reasons thereof are indicated in **Table 3.1.2** to **Table 3.1.6**:

Table 3.1.2: Delay in issue of Administrative Approval (AA)

Name of the work and implementing agency	Approved cost	Scheduled date of completion	Status	Remarks
Construction of stadium, Itarsi (PIU)	₹662.42 lakh (Oct-2015)	04.10.2017	The work was completed in December 2018 with a delay of 14 months and the actual expenditure incurred on the work was ₹630.47 lakh.	The PIU submitted technical sanction (June 2013) for ₹384.47 lakh to the Department for issue of administrative approval but the Department did not issue the administrative approval despite repeated requests by the PIU. Due to revision in Schedule of Rates (August 2014), PIU issued revised technical sanction for ₹662.42 lakh (October 2015) and Department finally accorded Administrative Approval in January 2016 after a delay of 30 months from the first technical sanction. Thus, the Department had to bear an avoidable cost escalation of ₹246 lakh due to revision in SOR.

Table 3.1.3: Delay due to non-release of funds by DSYW

Name of the work and implementing agency	Approved cost	Scheduled date of completion	Status	Remarks
Construction of Mini Stadium at Gotegaon, Narsinghpur (PIU)	₹95.40 lakh (March 2012)	15.11.2013	The work was completed in December 2016 with an overall delay of 37 months.	The Department failed to release funds to PIU on time. There was delay of 36 months in providing (March 2015) second instalment to PIU due to which, work was interrupted. No record was found on any corrective action taken in respect of the sub-standard work in centering for plinth beam and in steel works carried out by the contractor as noticed by Supervision and Quality Control Monitor.
Construction of Mini Sports Complex at Mandsaur (Nagar Palika Parishad)	₹40.00 lakh (March 2011)	30.06.2014	The work was completed in June 2017 with a delay of 35 months. It could not be handed over to the Department but reasons for non-handing over the completed work to DSO was not provided.	After issue of first installment by the Department in March 2011, the next installments were released by the Department with substantial delay (November 2014 and May 2018) despite repeated requests by the DSO and Collector.
Construction of Synthetic hockey field at Ranital Sports Complex, Jabalpur (PIU)	₹481.38 lakh (May 2012)	31.03.2013	The work of laying synthetic hockey field was completed in October 2017 with a delay of four and a half years.	The site of Synthetic hockey field was not appropriate as it was two-meter below the ground level. Therefore, PIU, Jabalpur incurred expenditure of ₹156.67 lakh on filling the land and construction of two gates as well as boundary wall from amount provided by GoI (under Urban Sports Infrastructures Scheme) which

Name of the work and implementing agency	Approved cost	Scheduled date of completion	Status	Remarks
				was meant for laying a synthetic hockey field. The work of laying synthetic hockey field could be completed by the agency only after recoupment of funds by GoMP. The Department failed to reimburse the funds to the agency on time.

Table 3.1.4: Non-commencement of work due to incorrect site selection

Name of the work and implementing agency	Approved cost	Scheduled date of completion	Status	Remarks
Construction of Synthetic hockey field, Indore (PIU)	₹518.58 lakh in August 2016 (Administrative Approval).	--	Site selected was not found appropriate due to encroachment issues, due to which another site (Aranya Nagar) was selected (December, 2017) for the said work but the work could not commence due to conditional NOC issued by Municipal Corporation, Indore, as a result of which, work could not commence (March 2020) despite lapse of 43 months.	In contravention to the provisions of Stadium Policy 2015, Department planned the construction work without ensuring availability of land, as a result of which, work could not commence.
Construction of stadium at Baroda, Sheopur (MPLUN)	₹159.86 lakh in September 2016 (Administrative Approval)	--	The allotted land was jointly inspected (May 2017) by MPLUN, Architect and DSO, Sheopur after lapse of three years from Technical Sanction (September 2014). It was found that the land being four to five feet below the ground level and situated at downstream of river was inappropriate for construction of stadium and the Collector was unable to provide required land in three kilometers radius of Baroda. Therefore, the work could not be started (October 2019) even after lapse of 37 months of Administrative Approval. Further, an amount of ₹68.64 lakh allotted to the implementing agency for the work is blocked.	

Table 3.1.5: Delay in providing drawing, design and layout to the contractor

Name of the work and implementing agency	Approved cost	Scheduled date of completion	Status	Remarks
High Bullet Protection Boundary Wall of MP Shooting Academy Bhopal (MPLUN)	₹92.10 lakh (March 2015)	04.05.2016	The work was completed on 17.11.2018 with a delay of 30 months.	The scheduled timeline to complete the work was six months but the subcontractor of MPLUN completed it with a delay of 30 months out of which 20 months delay was due to delay in providing layout for construction by MPLUN.
Indoor hall Shivpuri (PIU)	₹97.61 lakh (April 2018)	07.04.2019	The work is not yet completed	PIU did not provide design, drawing and layout to the contractor despite repeated requests due to which work could not be

Name of the work and implementing agency	Approved cost	Scheduled date of completion	Status	Remarks
				completed and there was a delay of 18 months as on October 2020.
Indoor hall, Bairad, Shivpuri (PIU)	₹91.49 lakh (April 2018)	07.04.2019	The work was completed on 30.06.2020 with delay of 14 months.	PIU did not provide design, drawing and layout to the contractor despite repeated requests due to which work could not be completed on time.
Indoor hall, Kolaras, Shivpuri (PIU)	₹91.49 lakh (April 2018)	18.04.2019	The work is not yet completed	PIU did not provide design, drawing and layout to the contractor despite requests due to which work could not be completed and there was a delay of 18 months as on October 2020.

Table 3.1.6: Delay on the part of implementing agencies

Name of the work and implementing agency	Approved cost	Scheduled date of completion	Status	Remarks
Construction of Mini stadium at Gokulpur, Jabalpur (PIU)	₹74.75 lakh (July 2012)	10.07.2015	The work was completed in 15.02.2016 with a delay of 7 months.	The work had commenced late due to delayed tendering and selection of the contractor by agency. Department took possession of the incomplete structure in October 2016 after a delay of eight months.

The above findings indicated that there were substantial deficiencies in sanctioning administrative approvals, allotment of funds in time to the agencies, site selection, monitoring the progress work of the implementing agencies periodically through Management Information Systems (MIS) and review meetings at higher levels. Audit noticed that the concerned officials did not specify any time limit for construction; nor did they include any penalty provision such as liquidated damages *etc.* against the defaulting implementing agencies.

In reply, the PS, DSYW stated (June 2020) that administrative approvals to works were accorded after the approvals of departmental committees and there was no unnecessary delay at Department level. It was further stated that it had no direct control on Government construction agencies/departments, however, review meetings/video conferencing were held with the concerned agencies for completion of construction work in due time. The officials of the Department were directed to supervise and submit report thereon, and funds were allotted in a phased manner for construction of sports infrastructure based on the recommendation of officials.

The reply of the Department is not acceptable, as substantial delays have occurred in giving approvals as indicated in the illustrative examples in the audited districts. Further, suitable penal provisions and timelines were not prescribed to the implementing agencies for timely completion of works. The Department also did not produce any records in support of review, meetings *etc.*, carried out with the implementing agencies.

3.1.7.5 Blocking of funds

For construction of Sports Complex at Ranjhi (Jabalpur), the DSYW allotted ₹two crore to PIU, Jabalpur (December 2010 to February 2013) against which PIU, Jabalpur incurred ₹1.55 crore on the said work and ₹29.00 lakh was refunded to DSYW. Further, it was noticed that the balance amount of ₹16.42 lakh was neither refunded by PIU nor demanded by DSYW/DSO even after a lapse of seven years.

For construction of Sports Training Center at Suvasara (Mandsaur), the DSYW allotted ₹25.00 lakh to RES, Mandsaur during March 2008 to March 2012, against which RES, Mandsaur incurred ₹22.35 lakh on the said work. Further, it was noticed that the balance amount of ₹2.65 lakh was neither refunded by RES, Mandsaur nor demanded by DSYW/DSO even after lapse of seven years.

In reply, DSO Jabalpur stated (January 2020) that action would be initiated to recover the amount. Replies of DSO, Mandsaur and DSYW were yet to be received as of October 2020.

3.1.8 Maintenance of Sports Infrastructure

3.1.8.1 Shortage of Maintenance staff

GoMP announced the Stadium Policy in March 2017, which had provision for minimum manpower on contractual basis for operationalisation and maintenance of sports infrastructure constructed under its Stadium Policy.

Audit scrutiny of records of DSYW, revealed that even after lapse of two years (December 2019), there was 60 per cent shortfall of maintenance staff in the State which is as detailed below in **Table 3.1.7:**

Table 3.1.7: Status of Sanctioned Strength (SS)/Person-in-Position (PIP) of maintenance staff (Contractual) as on December-2019

Particulars	Sanctioned Strength and Person-in-Position in DSYW across the State		
	SS	PIP	Shortage (in per cent)
Security Guards	103	59	44 (42.72)
Cleaning Staff	106	27	79 (74.53)
Groundsmen	82	29	53 (64.63)
Total	291	115	176 (60.48)

Source: Information provided by DSYW

Audit noticed that two sports facilities at Jabalpur and Damoh were in dilapidated condition due to improper maintenance.

Photographs indicating improper maintenance at Jabalpur and Damoh:

	
<p>Mini Stadium Gokulpur Ranjhi, Jabalpur (Completed on February 2016 and handed over in October 2016). Toilet seat and gate were broken. No water and electricity connection. Garbage noticed all around. The mini stadium is not being utilised.</p>	<p>Tendukhera Mini Stadium, Damoh (Completed and handed over in May 2014). Doors, windows were not available and cow dung noticed all around. The mini stadium is not being utilised.</p>

Audit further noticed that out of total allotment of ₹10.63 crore (April 2017 to March 2019), under maintenance head, an amount of ₹9.52 crore could only be utilised and an amount of ₹1.11 crore remained unutilised.

In reply, the PS, DSYW stated (June 2020) that no manpower was sanctioned for operation and maintenance of sports infrastructure created prior to the year 2017.

Reply is not acceptable as the Department cannot absolve itself of maintenance of sports facilities created prior to enunciation of the policy. This would have significant adverse consequences for promotion of sports in the State.

3.1.9 Non/Underutilisation of sports infrastructure

The status of utilisation of sports infrastructure is indicated in **Table 3.1.8** below:

Table 3.1.8: Status of utilisation of sports infrastructure facilities in selected districts

Audited District	No. of facilities	Used	Unused
Bhopal	05	5	0
Damoh	06	3	3
Hoshangabad	02	1	1
Jabalpur	06	5	1 ⁸²
Mandsaur	00 ⁸³	0	2
Narsinghpur	03	2	1
Shivpuri	02	2	0
Total	24	18	8

Source: Information provided by DSYW

⁸² Ranital Sports Complex, Jabalpur was underutilised.

⁸³ Two sports facilities were under construction at Mandsaur, viz. Sports Training Center at Suvasara and Mini Sports Complex, Mandsaur which were completed by the implementing agencies in September 2012 and June 2017 respectively. The completed structures were not handed over to the Sports Department, for reasons not available on record.

3.1.9.1 Non-utilisation of sports infrastructure resulting in wasteful expenditure

a. Mini stadium at Tendukheda, Damoh

The PIU completed mini-stadium at Tendukheda, Damoh in May 2014 at a cost of ₹40.68 lakh. During joint inspection (January 2020) of the stadium, Audit team found that the doors, windows, electrical fittings and items like football poles, handball poles and *kho-kho* poles etc, were found missing as can be seen from the photograph given in **paragraph 3.1.8.1**.

DSO accepted the fact and stated (January 2020) that the mini stadium could not be utilised as the land provided by District Collector was inaccessible, far from the city and located in a hilly area without approach road. DSO further stated that due to non-availability of maintenance staff, the stadium was not maintained.

Due to selection of inappropriate site, the stadium could not be utilised even after the lapse of more than six years of its construction. This resulted in unfruitful expenditure amounting to ₹40.68 lakh and sports persons were also deprived of the intended benefits.

b. Mini stadium at Hatta, Damoh

The Department spent ₹43.29 lakh for construction of a mini stadium (facilities provided were volleyball, football, *Kho-Kho* and *Kabaddi*) at Hatta, Damoh through the PIU. The PIU handed over the mini-stadium in October 2013 to the Department. However, the Department did not fill up the posts of two trainers for *kho-kho* and *kabaddi* as of January 2020 despite repeated requests of the DSO (April 2017, December 2018, and March 2019) to the department leading to non-utilisation of the facility for the last seven years.

c. Mini-stadium, Batiyagarh

The Department spent ₹94.82 lakh for construction of Mini Stadium at Batiyagarh, Damoh through PIU. The PIU handed over the facility in January 2016. However, the Department did not fill up the posts of two trainers for *Kho-Kho and Kabaddi* and one ground man until January 2020 despite repeated requests of the DSO (April 2017, December 2018, and March 2019) to the Department leading to non-utilization of the mini-stadium for four years.

d. Stadium at Itarsi

The Department spent ₹6.30 crore for construction of a stadium through PIU. The PIU handed over the stadium to the Department in February 2019. However, Audit noticed in joint inspection (January 2020) that the implementing agency did not complete the football ground, volleyball and badminton court as of January 2020 before handing over. Thus, the stadium could not be utilized fully.

Photographs showing the status of the stadium as of January 2020 are given below.



e. Mini-stadium at Kareli, Narshingpur

The Chief Minister had announced construction of the mini-stadium in Kareli (September 2008). The Department accorded administrative approval for ₹56.42 lakh in April 2012 to the PIU. The work was completed (August 2014) and handed over to the Department in March 2015.

During joint physical inspection, Audit noticed (January 2020) that playground was in unplayable condition due to incomplete landscaping/ grass roping works as can be seen from the photographs given below:



DSO Narsinghpur accepted (January 2020) the fact and stated that DSYW has no technical team to monitor such things.

f. Sports Training Centre (STC) Suvasra, Mandasaur

The Department spent ₹22.35 lakh for construction of STC through RES. RES completed the STC in September 2012 with a delay of 25 months due to non-release of funds in time by Competent Authority. The Department could not utilise the facility due to non-construction of boundary wall and leveling of ground, as it could not finalise implementing agency for these works for about eight years.

In reply to audit observation, DSO, Mandsaur stated (January 2020) that DSYW could not finalise the implementing agency, therefore the work of boundary wall and leveling of ground could not be initiated.

Photograph showing the status of the Sports Training Centre is given below.



Sports Training Center at Suvasra (Mandsaur)

g. Mini sports complex at Mandsaur

The Department spent ₹38.30 lakh for construction of a mini sports complex at Mandsaur through Nagar Palika Parishad (NPP). The NPP completed the facility in June 2017. The Department did not take possession of the mini-stadium as on January 2020. However, the Department procured equipment⁸⁴ worth ₹87.68 lakh in July 2017, which were lying unused for more than two years, as can be seen from the photograph given below. In reply to audit observation, DSO accepted that the equipment were not installed.



Equipment lying idle at Mandsaur

⁸⁴ Commercial Tread Mill, Commercial upright bike, Flat bench, Dumb Bells, Olympic Rod, Olympic plates, Abdominal bench, Dual Cable Cross, Exercise Mat.

h. Water Sports Centre at Datia

The Department completed (February 2016) construction of the Water Sports Centre⁸⁵ at Datia at a cost of ₹97.24 lakh. In order to operationalise the centre, the Department sanctioned ₹58.69 lakh in June 2017 for purchase of essential equipment⁸⁶, but the same could not be procured even after a lapse of 16 months due to non-release of funds and the centre remained unutilised as on March 2020.

In reply, PS, DSYW stated (June 2020) that Tendukheda (Damoh), Suvasra (Mandsaur), Kareli (Narsinghpur) and Water Sports Center, Datia were not operationalised due to local issues, and that, efforts were being made to operationalise the same. The Department did not furnish any reply in respect of non-utilisation of mini stadiums at Hata, Batiyagarh, Mandsaur, and the stadium at Itarsi.

Reply is not acceptable as procurement of equipment without taking possession of the stadium, non-utilisation of stadium due to incomplete work and non-release of funds are instances of management failures rather than local issues.

3.1.9.2 Underutilisation of sports infrastructure

a. Ranital Sports Complex, Jabalpur

A synthetic hockey field was developed (work was completed in October 2017) at Ranital Sports Complex, Jabalpur after incurring an expenditure of ₹4.77 crore and floodlights amounting to ₹52.60 lakh were also installed therein in June 2018 for optimal use of hockey field.

Audit noticed that there was no power connection at the hockey field of Ranital Sports Complex, which resulted in non-utilisation of floodlights since its installation (20 months). Thus, even after incurring an expenditure of ₹52.60 lakh on installation of flood lights, the hockey field remained underutilised.

The Department did not furnish reply as of October 2020.

b. Aquatic and Triathlon Academy, Hoshangabad

Scrutiny of records of Aquatic and Triathlon Academy at DSO, Hoshangabad revealed that the existing Aquatic Academy is under utilised (54.22 per cent) since its establishment (2016). The academy had a capacity for accommodating 75 players, however, more than half of its capacity remained vacant. The details are as under:

Table 3.1.9: Details of utilisation of Aquatic and Triathlon Academy

Period	Sanctioned strength of players	Incumbent players	Shortfall	Shortfall (in per cent)
2016-17	75	31	44	58.67
2017-18	75	36	39	52.00
2018-19	75	36	39	52.00

Source: Administrative Report and records of DSYW

⁸⁵ Facilities of Kayaking and Canoeing.

⁸⁶ Motor Boat 30HP(1), Kyok-1(6),Kyok-2(6),Cano-1(6), Cano-2(6), Life Jacket(40), Paddle Kyok(25), Paddle Cano(25), Knee pad Cano(40), Zetti 10x10 (100 sqm).

The above data indicates that the Department did not establish the Academy with proper need assessment or could not generate interest among the locals to join the Academy leading to substantial under-utilization of the Academy.

The Department did not furnish reply as of October 2020.

3.1.10 Status of coaches and trainers

The Department did not deploy any coach in the Badminton Academy at Gwalior, Shooting Pistol Academy (10 meters) and Judo Academy at Bhopal, and Aquatic Academy (Triathlon/Diving) at Hoshangabad.

The details of discipline wise number of coaches sanctioned and deployed in the 18 sports academies of the State are shown in **Table 3.1.10** below:

Table 3.1.10: Details of sanctioned strength and deployment of coaches in Sports Academies as on December 2019

Sl. No.	Discipline	Sanctioned	Deployed	Shortfall
1	Archery	4	3	1
2	Badminton	4	0	4
3	Boxing	4	2	2
4	Cricket	4	1	3
5	Equestrian	4	2	2
6	Water sports	12	4	8
7	Shooting	20	7	13
8	Hockey	8	2	6
9	Wrestling	4	2	2
10	Swimming	12	1	11
11	Athletics	12	3	9
12	Martial Art	16	9	7
	Total	104	36	68

Source: Information provided by DSYW

It is evident from the above that the availability of the coaches as compared to the sanctioned strength was very low and the shortfall was 65 *per cent*. Thus, due to non-filling of vacancies despite sanctioning posts, non-utilisation or under utilisation of the 18 sports academies cannot be ruled out. Reasons for non-appointment of coaches were not found on records.

Details in respect of the trainers sanctioned and available in the State are shown in **Table 3.1.11**:

Table 3.1.11: Status of Trainers sanctioned and deployed in other than Academies as on December 2019

Sl. No	Particulars of Trainers	Sanctioned	Deployed	Shortfall
1	Trainer cum Administrator	02	0	02
2	Chief Trainer cum Administrator	02	01	01
3	Assistant Trainer cum Assistant Administrator	10	03	07
4	Assistant Trainer	17	06	11
5	District Sports Trainer Grade-1/Grade-2	121	99	22
6	<i>Malkhambh</i> Sports Trainer	12	12	0
7	Contract Sports Trainer	45	09	36
8	Trainer Grade-1	03	01	02
9	Assistant Trainer Grade-2	03	01	02
10	Chief Trainer	03	0	03
11	Trainer	11	04	07
Total		229	136	93

Source: Information provided by DSYW

Shortfall in availability of trainers was 41 *per cent* as compared to the sanctioned strength, which indicated non-utilisation, or under utilisation of sports infrastructure created by the State.

Reasons for non-appointment of trainers were not found on record.

The Department did not furnish reply on the above as of October 2020.

3.1.10.1 Training of Coaches

In order to upgrade coaching skills, it is necessary that Coaches and Sports Consultants attend training programmes organised by the Sports Authority of India (SAI), individual sports bodies, Laxmibai National College of Physical Education (Gwalior), Netaji Subhash National Institutes of Sports (Patiala and Bangalore), *etc.* at regular intervals.

Audit noticed that during 2014-19, none of the coaches had attended any training programme. Thus, the Department did not give any opportunity to the incumbent coaches for upgrading their skill and knowledge.

In reply to audit observation, DSYW confirmed (January 2020) that none of the coaches has been sent for training. Further, it was also stated that a new scheme (*Prashikshak Vikas Yojna*) in this regard has been formulated in October 2019.

3.1.11 Procurement of equipment for sports academies

The Department issued e-tender in October 2015 for procurement of fitness equipment for sports academies and selected three suppliers in February 2016. As per Para 3.1 of the Notice Inviting Tender, the supply should be completed within two months from the issue of work order and as per Para 12.1, the liquidated damages at the rate of one *per cent* for each week or part thereof was to be levied for delayed supply. Fifty-three supply orders were issued during February 2016 to January 2018 for ₹5.71 crore worth of supply of fitness equipment. The Department received these equipment in respect of 34 supply orders with delays ranging from 12 to 196 days against the stipulated period of two months and payment of ₹3.28 crore

was made to the suppliers. The Department, however, did not levy liquidated damages worth ₹23.72 lakh against delayed supply from the suppliers (**Appendix 3.1.5**).

The Department did not furnish any reply as of October 2020.

3.1.12 Lack of documentation at DSO level

The duties of District Sports Officers issued by DSYW (January 2002) include maintenance of records related to basic sports infrastructure facilities and their updation, smooth operation of sports activities, *etc.*

During audit of seven District Sports Officers, it was observed that there was no documentation related to the utilisation and monitoring of sports infrastructure at District Sports and Youth Welfare Officers' level (DSOs).

- Asset Registers were not maintained by any of the seven DSOs, which were selected for audit.
- No information regarding availability of basic sports infrastructure and its updation/maintenance was available with the DSOs.
- No records relating to utilisation of sports facilities were available at the district level.
- Information provided by DSOs regarding number of youths utilising the playground/stadium *etc.* on daily basis was on estimation basis.

Although the State has a separate department for Sports and Youth Welfare and DSOs at the district level, it does not have data/information on sports infrastructure available in districts/block headquarters; nor in schools, colleges *etc.* This is despite holding sports events at district level.

The Department (PS) did not furnish reply as of October 2020.

3.1.13 Conclusion

*Sports Policy, 2005 of the Department intended to develop one playground in each village within five years. However, the Department could create only 253 playgrounds on its own during 2005-19 against 54,903 villages in the State, indicating inadequacy of departmental efforts or unrealistic target in the Sports Policy. During 2014-19, the Department did not establish a single sports academy in the 15 tribal dominated districts though it had stated in its Sports Policy to undertake measures to unearth hidden talents of tribal population and spent ₹36.41 crore under Tribal Sub Plan. The Department did not manage its contracts efficiently as it did not specify time lines for construction or included provisions for liquidated damages, fines or penalties *etc.* against the implementing agencies. The Department in various cases, delayed administrative approval and release of funds to the agencies, which came in the way of timely construction of sports infrastructure. Sports infrastructure remained unutilised due to incomplete works, poor condition of playing field, non-handing over of mini stadium, non-procurement of essential equipment, non-availability of staff and non-installation of sports equipment. The Department did not synchronize recruitment of coaches and ancillary staff, and engagement of maintenance*

staff, leading to non-utilisation or under-utilisation of sports academies in the State. The shortage of coaches in 18 sports academies was as high as 65 per cent.

3.1.14 Recommendations:

- i.** State Government should review and address the gaps in sports infrastructure across the State and ensure a balanced development of sports facilities across all the districts. Access to these facilities should be provided to the youth to fulfil their potential, especially in the tribal areas. Disciplinary action should be initiated against the officials who diverted funds meant for tribal areas, to other areas.
- ii.** The Department should take suitable measures to improve contract management and insert timelines, liquidated damages, fines, penalties etc., for the implementing agencies with regard to constructions of sports infrastructure. The Department should also strengthen internal procedures to accord administrative sanctions, allotment of funds *etc.* on time, besides undertaking regular review meetings and provision of MIS reports from the agencies periodically.
- iii.** The Department should also develop a web-based MIS system to capture timely information on the development of sports infrastructure from the implementing departments as well as its own field units.
- iv.** The entire gamut of maintenance activities should be taken a re-look by the Department and suitable measures should be undertaken to engage staff as required to ensure proper maintenance of the sports infrastructure.
- v.** The Department should review all non-utilised and underutilised sports infrastructure and provide personnel, equipment and funds to use these facilities optimally.

Home Department

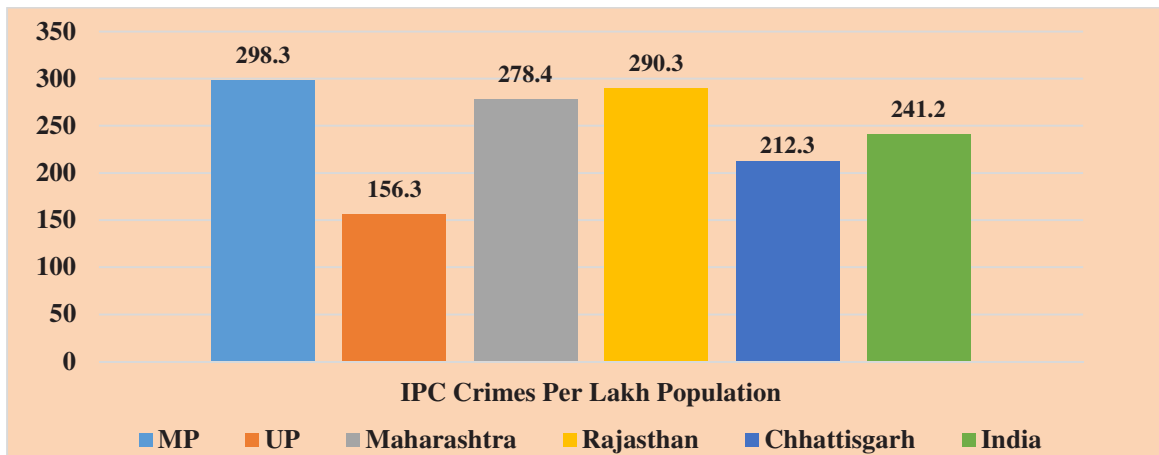
3.2 Human Resources Management in Home (Police) Department

3.2.1 Introduction

Home (Police) Department is responsible primarily for law enforcement and maintenance of internal security. To discharge these responsibilities, it is imperative to put in place a robust system to determine manpower requirements, their regulation, their efficient deployment and effective utilisation.

The crime rate in the State is quite high compared to its neighbouring States, as per the data of the National Crime Records Bureau (NCRB). The number of crimes recorded in the State during 2019 as per the NCRB data is given below in **Chart 3.2.1**.

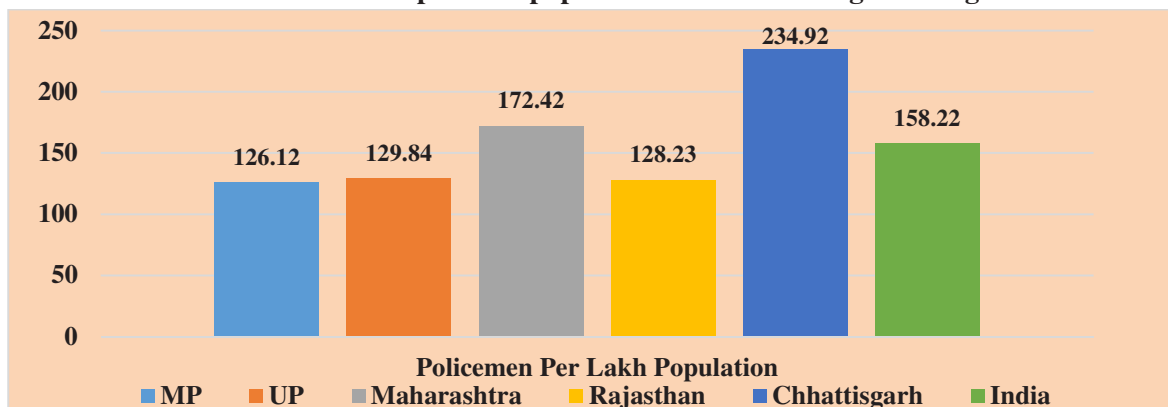
Chart 3.2.1: Crime rate per lakh population in MP and neighbouring States



Source: National Crime Records Bureau data

As is evident from the above chart, the crime rate of MP was higher than that of the neighbouring States during 2019 and was also higher than the national average of 241.2. However, the availability of policemen per one lakh population in the State vis-à-vis its neighbouring States is not encouraging, as can be seen from **Chart 3.2.2** given below. It was also lower than the national average of 158.22.

Chart 3.2.2: Policemen per lakh population in MP and neighbouring States



Source: Bureau of Police Research and Development data

Organisational Structure

Home Department is headed at Government level by an Additional Chief Secretary (ACS) (Home) who is assisted by Secretary (Home). Director General of Police (DGP) is the Head of the Police Force and is assisted by various Additional DsGP.

There are 11 police zones, 15 police ranges and 52 police districts in the State. Police zones are headed by the Inspectors General of Police (IGP), who are assisted by Deputy IsGP. Superintendents of Police (SP) head the District Police Force assisted by Additional SsP and Deputy SsP. Inspectors/Sub Inspectors head the police stations and are assisted by Head Constables and Constables.

3.2.2 Audit Approach

Audit of Police department was carried out from June 2019 to November 2019 with the objective of assessing whether human resource management of the department was effective. Audit methodology involved examination of the departmental records at Police Headquarters (PHQ), five SP offices⁸⁷, all 158 Police stations of the selected SP offices and Police Training Academy, Bhauri, Bhopal covering the period from April 2018 to May 2019.

Audit findings were benchmarked against the criteria derived from norms and scales prescribed by GoI and State Government for manpower in Police Department and the relevant guidelines, instructions and circulars issued by the two Governments in this regard.

Entry Conference was held with the Principal Secretary, Home in August 2019 wherein the views of the Department were sought with regard to the objectives, scope and audit criteria. The draft report was issued to the Department in May 2020 and the views of the Department expressed during the Exit Conference in June 2020 and written reply received in November 2020 were duly considered while finalising the report.

Audit findings

Important findings related to human resources management in the Police Department involving recruitment, deployment and management of manpower are discussed in the subsequent paragraphs.

3.2.3 Manpower Management

Adequate and skilled manpower and its efficient management is crucial for a police organisation, as it determines effective functioning of police force and maintenance of law and order in the State.

As per the data of Bureau of Police Research and Development (BPR&D), against the sanctioned strength of 1,28,287, the working strength of the Police Force was 1,01,751 as on January 2019. Thus, the extent of vacancies in the department was 20.68 *per cent*.

⁸⁷ Balaghat, Bhind, Gwalior, Indore, and Shivpuri

3.2.3.1 Recruitment in Police Department

As per State Government policy (May 2000), vacant posts in the Police Department are to be filled by direct recruitment and/or by promotion (as per specified percentage⁸⁸) as given in **Table 3.2.1**.

Table 3.2.1: Details showing percentage of recruitment quota by direct recruitment/promotion

Post	Gazetted/ Non-Gazetted	Percentage of recruitment quota	
		By direct recruitment	By promotion
Additional Superintendent of Police	Gazetted	-	100
Deputy Superintendent of Police	Gazetted	50	50
Inspector/Reserve Inspector (RI)	Non-Gazetted	-	100
Subedar	Non-Gazetted	100	--
Sub Inspector (SI)	Non-Gazetted	50	50
SI (Special Armed Force)	Non-Gazetted	40	60
Assistant SI (ASI)	Non-Gazetted	-	100

Personnel Branch at PHQ assesses the vacancy position of non-gazetted posts while the Selection/Recruitment Branch of the PHQ at Bhopal intimates the MP Professional Examination Board (MPPEB) for recruitment in respect of all vacant posts.

Audit noticed substantial vacancies in various cadres/posts as detailed in **Table 3.2.2**.

Table 3.2.2: Details of vacant posts as on October 2019

Sl. No.	Name of Post	Number of sanctioned post	Men-in-position	Number of vacant post (percentage)
1.	ASP	266	227	39 (14.66)
2.	DSP	1146	845	301 (26.27)
3.	RI	249	81	168 (67.47)
4.	Inspector	2558	1607	951 (37.18)
5.	Subedar	386	283	103 (26.68)
6.	Subedar (Ministerial(M))/Steno/Grade I	137	63	74 (54)
7.	SI	5831	4896	935 (16)
8.	SI (Special Armed Force)	1241	945	296 (23.85)
9.	ASI	12017	7226	4791 (39.87)
10.	Steno	535	421	114 (21.31)
11.	Office Superintendent	50	29	21 (42)
12.	SI (M)	776	497	279 (35.95)
13.	Assistant Office Superintendent	35	19	16 (45.71)
14.	Accountant	251	134	117 (46.61)
15.	Upper Division Clerk	100	61	39 (39)
16.	ASI (M)	1777	1735	42 (2.36)

Source: Data provided by PHQ

Promotion to the posts of Additional SP, Deputy SP, Inspectors, Sub Inspectors, Assistant Sub Inspectors and Head Constables was pending in the State owing to a Special Leave Petition (SLP) against the order dated 30 April 2016 of Hon'ble High Court (regarding MP Public Service (Promotion) Rules, 2002) pending in Hon'ble Supreme Court and orders to maintain status quo issued (12 May 2016) in the case.

⁸⁸ Gazette of Police dated 22.05.2000 and Gazette Notification no. 386 dated 11.08.2011

Audit analysis of the reasons for large-scale vacancies in various cadres brought out the following:

1. The Selection/ Recruitment Branch (SRB) headed by Additional DGP delayed sending the requisition for recruitment to the MPPEB Bhopal by six to 11 months, despite assessing vacancies from various cadre controlling authorities for various cadres/posts as detailed in *Appendix 3.2.1*. The information⁸⁹ related to State Crime Record Bureau, PHQ and various field units was not provided.
2. Further, SRB changed the total number of posts for recruitment frequently (on three occasions in 2018 and four occasions in 2019) while sending recruitment proposals to the MPPEB.
3. Audit also noticed that the PHQ or the SRB itself did not fix any time line for assessment of vacancy position and sending recruitment proposals to MPPEB. Further, the MPPEB did not undertake any recruitment during 2018-19 on the proposals sent by the department.
4. The GoMP created 5,750 posts (Subedars, SIs, ASIs, Constables and Head Constables) in September 2018 as per the Chief Minister's decision⁹⁰ to increase Police Force in Police Stations (PS)/police lines, establishment of new PS/upgradation of Chowki to PS, increase in strength of Police Training School, Traffic management *etc.* The Department was required to undertake recruitment to these posts in two phases (3500 in first phase and 2250 in second phase). However, it did not send any specific proposal as of December 2019 for direct recruitment against these newly created posts to the MPPEB.

The Department stated (December 2019 and September 2020) that, the vacancies could not be filled due to Vidhan Sabha and Lok Sabha elections in November 2018 and April-May 2019, respectively, in the state. Other reasons were stated to be, revision in reservation from 14 to 27 *per cent* for Other Backward Classes and implementation of 10 *per cent* reservation to Economically Backward Classes, issue of 100 point roster register to all districts through General Administration Department (October 2019), delay in receipt of vacancy position from the cadre controlling authorities for newly created posts and non-receipt of approval for new recruitment rules framed by the Department in December 2019 from the State Government.

It was further stated that there was no delay of six to 11 months in sending proposals to MPPEB, as it was collecting information from the cadre controlling authorities.

The reply of the Department is not acceptable due to the following reasons:

- 1) GoMP created posts in September 2018 and Vidhan Sabha elections were held during the period from 02.11.2018 (date of notification) to 13.12.2018 and Lok Sabha elections were held during the period from 02.04.2019 (date of notification)

⁸⁹ Audit could not assess the delay in respect of Sl. No. 1, 3 and 6 of the table in *Appendix 3.2.1*, as the SRB did not produce relevant records despite repeated requisitions.

⁹⁰ Decision taken in the review meeting of Home Department held on 05 February 2016 under the chairmanship of Chief Minister that 6000 new posts be created every year in the Police Department.

to 27.05.2019. Fact remains that recruitment against existing vacancies and newly created posts was not done before, between and after the elections, when model code of conduct was not in operation.

- 2) Revision of reservation also occurred after 10 months of the creation of posts.
- 3) All the cadre controlling authorities are either at PHQ Bhopal itself or under the PHQ and hence delay in obtaining requisite information is not justified. Further, frequent changes to proposals sent to MPPEB indicates that the data maintained by various cadre controlling authorities was not reliable.
- 4) Delay identified in Audit was based on an examination of the departmental records only whereas the Department has given a general reply stating no delay occurred without submitting any evidence in support of its contention.
- 5) PHQ itself delayed the submission of new recruitment rules for more than two years hence assigning the delay to the GoMP alone and other extraneous factors like elections *etc.* is not justified. Further, since GoMP rejected the proposal (October 2020) of the Department, the Department should have continued with the existing recruitment rules to fill up the vacant posts in the meanwhile.

The Department did not display any urgency in recruiting police personnel to posts that were already created. This was despite the Chief Minister's specific orders and the poor track record of the State in terms of higher number of crimes *vis-à-vis* its neighbouring States.

3.2.3.2 Discrepancies in number of sanctioned posts between the Planning and Cadre controlling Branches

Planning Branch of PHQ headed by Additional DGP is responsible for maintaining the records of sanctioned posts for each cadre in Police Department. On collection and compilation of information (sanctioned posts, men-in-position and vacant posts) from various cadre controlling branches of PHQ (Administration, Personnel, Special Branch, Crime Investigation Department, State Crime Record Bureau *etc.*), it was noticed that there was a difference in the number of sanctioned posts in the records of the Planning branch and Cadre Controlling branches. The details of the differences as of October 2019 are shown in **Table 3.2.3**.

Table 3.2.3: Details of differences in sanctioned posts

Name of post	No. of sanctioned posts as per Planning Branch	No. of sanctioned posts as per Cadre Controlling Branches	Difference
Inspector/CC/OS/Reporter/RI/Inspector(other)	2696	2874	178
Subedar/Auditor/Steno/Assistant Office Superintendent/Head Clerk/UDC-1	1391	1444	53
SI/SI (SAF)/SI (M)	7810	7848	38
ASI/ASI (SAF)/ASI (M)	13926	13794	132

Source: Data provided by PHQ

Audit further noticed that records relating to men-in-position and vacancies against sanctioned posts of HCs and Constables were not maintained in PHQ. Selection/Recruitment

Branch of the PHQ calls for the vacancy position in these cadres directly from the district offices and sends the vacancy details to the recruitment agency for recruitment against these posts.

The Personnel Branch of PHQ stated (December 2019) that records relating to sanctioned posts, men-in-position and vacancies against sanctioned posts of HCs and Constables were being maintained at unit level. In respect of difference in sanctioned posts, the Department stated (September 2020) that the details of sanctioned posts provided by various cadre controlling branches was not correct and the Department would prepare a database of sanctioned posts.

The reply of Personnel Branch is not acceptable because this Branch is responsible for assessment of vacancies in respect of non-gazetted staff of the Police Department. Hence, information in respect of sanctioned posts, men in position and vacancies against sanctioned posts of HCs and Constables should have been maintained by the PHQ. Absence of these details reflect poorly on the Management Information System of the Department. Further, Selection/Recruitment Branch calls for details of vacant posts from cadre controlling branches before sending proposals for recruitment to MPPEB and the cadre controlling branches could intimate incorrect vacancy position to Selection/ Recruitment Branch. Consequently, there is a possibility that men in position in the cadre controlling branches may exceed sanctioned posts if all the vacant posts are filled up on the basis of their proposal. Although Department stated that they would prepare database of sanctioned posts, it was silent about preparing and maintaining database of men in position and vacancies against sanctioned posts for all posts including HCs and Constables at PHQ.

3.2.3.3 Discrepancies in posting of staff in District SP office

Audit analysis of deployment of police officials in 158 police stations (PS) and 69 chowkis in the five selected districts⁹¹ revealed discrepancies as discussed below.

(i) Posting of staff in Police Stations/ chowkis and police lines

Audit noticed substantial shortage of staff in PSs and chowkis whereas police lines were being operated with excess staff than sanctioned. There was a shortage of 2,648 staff (27.46 per cent) against the sanctioned strength of 9,642 staff in 158 PSs and 69 chowkis of the five selected districts. However, excess staff of 819 (37.67 per cent) over the sanctioned strength was found posted in police line of these five selected districts. The district wise shortage of staff in PSs/chowkis and excess in police lines of these selected five districts is shown in **Table 3.2.4**.

⁹¹ Balaghat- 21 PSs and 27 chowkis, Bhind- 26 PSs and 16 chowkis, Gwalior-38 PSs and 6 chowkis, Indore- 45 PSs and 09 chowkis, Shivpuri-28 PSs and 11 chowkis.

Table 3.2.4: Details of district wise shortage of staff in police stations including Chowkis and excess in police line

Name of District	Details of staff in police stations including chowkis			Details of staff in police line		
	Sanctioned post	Men-in-position	Shortage (-) (percentage)	Sanctioned post	Men-in-position	Excess (+) (percentage)
Balaghat	1635	893	(-) 742 (45.38)	153	494	(+) 341 (222.88)
Bhind	1104	657	(-) 447 (40.49)	356	362	(+) 06 (1.69)
Gwalior	2199	1860	(-) 339 (15.42)	487	529	(+) 42 (8.62)
Indore	3674	2735	(-) 939 (25.56)	899	1136	(+) 237 (26.36)
Shivpuri	1030	849	(-) 181 (17.57)	279	472	(+) 193 (69.18)
Total	9642	6994	(-) 2648 (27.46)	2174	2993	(+) 819 (37.67)

Source: Data provided by PHQ and SP offices

(ii) Posting of staff within Police Stations

Audit noticed that staff was not posted in 155 out of 158 PSs in the five selected districts in line with the sanctioned strength. In 133 (84 per cent) PSs, there was shortage of staff while in 22 (14 per cent) PSs, excess staff was posted against the sanctioned strength. In the remaining three police stations, staff was deployed as per the sanctioned strength.

There was a shortage of staff in 96 per cent (25 out of 26) PSs in Bhind followed by 95 per cent (20 out of 21) PSs in Balaghat, 84 per cent (38 out of 45) PSs in Indore, 79 per cent (22 out of 28) PSs in Shivpuri and 74 per cent (28 out of 38) PSs in Gwalior. Audit further noticed that despite short availability of staff against the sanctioned strength, excess staff was posted against the sanctioned strength in one (four per cent) PS of Bhind, nine (24 per cent) PSs of Gwalior, seven (16 per cent) PSs of Indore and five (18 per cent) PSs of Shivpuri.

Details of shortage/excess of staff in PSs of five selected districts are shown in **Table 3.2.5**.

Table 3.2.5: Details of shortage/excess of staff in PSs of five selected districts

Name of the district	Total no. of PSs	Shortage of Staff				Excess staff				No. of PSs where staff was posted as per sanctioned strength
		No. of PSs	Sanctioned strength	Men-in-position	Shortage (percentage)	No. of PSs	Sanctioned strength	Men-in-position	Excess (percentage)	
Balaghat	21	20	1023	660	363 (35)	0	0	0	0	1
Bhind	26	25	898	603	295 (33)	1	37	39	2 (5)	0
Gwalior	38	28	1670	1232	438 (26)	9	410	509	99 (24)	1
Indore	45	38	3244	2307	937 (29)	7	300	371	71 (24)	0
Shivpuri	28	22	662	540	122 (18)	5	154	174	20 (13)	1
Total	158	133	7497	5342	2155 (29)	22	901	1093	192 (21)	3

Source: Data provided by PHQ and SP offices

Cadre wise analysis and district wise posting of staff in PSs are shown in **Appendix 3.2.2**.

(iii) Non-operational chowkis due to non-deployment of staff

Chowkis are established to maintain law and order, control crime, ensure police help reaches rural areas and people in distress in the shortest possible time. Audit noticed that 22 chowkis (32 per cent) out of 69 were not operational in two selected districts (Balaghat-10 and Bhind-12) due to non-posting of staff, whereas, in the remaining three selected districts, chowkis were operational but there was a shortage of staff in two districts (Indore and Shivpuri)

ranging from two to 17 (18 to 61 *per cent*). Details of district wise defunct chowkis are shown in **Appendix 3.2.3**.

While accepting that staff could not be posted as per sanctioned strength in PS/chowkis, the Department stated (November 2020) that to control law and order situation and for administrative reasons, police force was being temporarily transferred from PS/chowkis to police lines. It was further stated by the Department that due to non-recruitment and restriction on promotion, there was a shortage of Police Force and assured posting of police force as per sanctioned strength in PS/chowkis in future.

The reply is not acceptable as police stations should not be operated beyond sanctioned strength and maintenance of huge percentage of staff in police lines and posting of fewer staff in police stations needs justification. Further, possibility of deterioration of law and order cannot be ruled out in case of non-operationalisation of chowkis.

(iv) Mapping of crime rate with posting of staff in PSs

On mapping of crime recorded in PSs of the four out of the five selected districts (Balaghat district is excluded being naxal affected district) for the year 2018, Audit noticed that average crime rate per PS (IPC crimes in the calendar year 2018) was highest in Indore (584) and lowest in Shivpuri (160). In the remaining two districts *i.e.*, Gwalior and Bhind, it was 308 and 190 respectively. On further analysis of related information (details of posting of staff provided by district SsP as of June 2019), Audit noticed that in 12 out of 137 PSs, where higher number of IPC crimes (ranged from 358 to 955) were recorded, less number of staff (ranged from 55 to 74 *per cent*) was posted against sanctioned strength, while comparatively lower rate of IPC crimes (ranged from 47 to 443) were recorded in 11 PSs where staff was posted above sanctioned strength (ranged from 102 to 203 *per cent*) as shown in **Table 3.2.6**.

Table 3.2.6: Staff Deployment Vs Crime rate

Name of unit	Availability of staff in PSs recording higher number of crimes			Availability of staff in PSs recording lower number of crimes		
	Name of Police Station	IPC Crime in 2018	Percentage of availability of staff against sanctioned strength	Name of Police Station	IPC Crime in 2018	Percentage of availability of staff against sanctioned strength
SP Indore	MIG	955	68.22	Tilak Nagar	394	116.22
	Kanadiya	591	64.63	Kshipra	443	160.00
	Tukoganj	689	69.16	-	-	-
	Sanyogitaganj	554	55.80	-	-	-
	Azad Nagar	547	59.76	-	-	-
	Pardesipura	661	73.58	-	-	-
SP Shivpuri	-	-	-	Purani Shivpuri	202	101.96
	-	-	-	Goverdhan	47	120.00
	-	-	-	Dinara	146	125.00
SP Gwalior	Madhoganj	406	68.69	Utila	50	105.00
	Indraganj	463	72.04	Gijorra	133	130.00
	University	481	54.93	Bijoli	162	120.83
	Gwalior	527	56.36	Bilaua	178	128.57
	Dabra	695	72.41	Girwai	190	203.33
SP Bhind	Mehgaon	358	66.00	Umari	291	105.41

Source: Data provided by PHQ and SP offices

Clearly, the crime rate is comparatively less where there is adequate police personnel. The details of number of crimes recorded in PSs and staff posted in those PSs are shown in **Appendix 3.2.4**.

3.2.3.4 Shortage of sanctioned strength in PSs as per norms fixed

The Home (Police) Department, MP Government issued (November 2010) an order regarding determination of norms for minimum number of Police Force required for various works in a police station situated in Urban, Nagar Panchayat and Rural areas. Details are shown in **Table 3.2.7**.

Table 3.2.7: Details of number of police force required in one PS

Sl. No.	Location of police station	Minimum required police force	Number of crimes	Population
1	Urban	75	300	50,000
2	Nagar Panchayat	50	200	50,000
3	Rural	35	200	40,000
4	Rural (Naxalite)	45	-	-

If population under the police station increased by 15,000, additional six, four and four posts of police force will be sanctioned in Urban areas, Nagar Panchayat and Rural police stations respectively. Similarly, for an increase of 100 Indian Penal Code cases, additional six, five and four posts of Police Force will be sanctioned in Urban, Nagar Panchayat and Rural police stations respectively.

In MP State, there were 1,093 police stations (excluding Naxalite area) and Audit noticed that there was shortage of 5,907 sanctioned posts in these police stations as compared to the norms fixed by the Government. The details of shortage of sanctioned posts as on June 2019 are shown in **Table 3.2.8**.

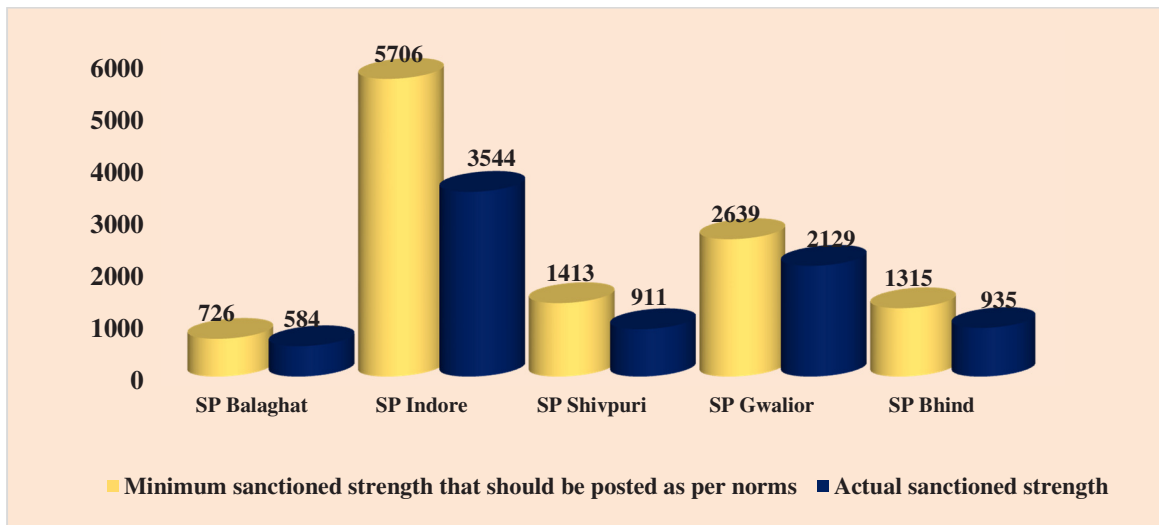
Table 3.2.8: Details of shortage of sanctioned posts in PSs as on June 2019

Location of police stations	Number of police stations	Requirement of sanctioned posts as per norms	Sanctioned posts	Shortage in sanctioned posts (percentage)
Urban	426	31,950	29,831	2,119 (6.63)
Nagar Panchayat	222	11,100	9,407	1,693 (15.25)
Rural	445	15,575	13,480	2,095 (13.45)
Total	1093	58,625	52,718	5,907 (10.07)

Source: Data provided by PHQ

In the five selected districts, out of the 158 police stations (including 10 Naxal affected PSs), Audit noticed shortage of sanctioned posts as per norms fixed by the State Government in 148 PSs. There was no shortage in sanctioned posts in the ten Naxal affected PSs.

The details of district wise shortage of sanctioned posts in PSs of the five selected districts are given in **Chart 3.2.3**.

Chart 3.2.3: Details of district wise shortage of sanctioned posts in PSs of five selected districts

Shortage of sanctioned posts included in the posts of SIs, ASIs, HCs and constables. Shortage of sanctioned posts as required in PSs could adversely affect the functioning of police, which includes prevention and detection of crime, watch and ward by regular patrolling, serving of summons by the court, control of traffic in cities *etc.*

The Department stated (September 2020) that proposal for sanction of 12,324 new posts in different cadres has been sent (July 2020) to State Government, including a proposal for creation of 6,472 posts for police stations.

3.2.3.5 Security provided to VIPs

As per the amended Rule 494 (d) of MP Police Regulations published vide Notification No. 322 (June 2003), SP of the district office may provide security for three months to any important person at local level with fee or without fee. A report would be sent to the ADG (Intelligence)/ DIG (Security) for approval of the arrangements made. The ADG/DIG would be competent to approve or reject the facility provided by the SP. In case approval is not received within three months, it will be the duty of SP to set aside his previous order to provide the security. If security is to be continued, the SP has to take approval from the State Security Committee⁹².

Audit noticed that there were 85 VIPs who were provided security in the five test-checked districts as shown in **Table 3.2.9**.

⁹² Comprising of Home Minister as Chairman, PS (Home Department), ADG (Intelligence), Joint Director (SIB) as Members and DIG (Security) as Member Secretary

Table 3.2.9: Details of security provided to VIP

Name of the office	No. of persons to whom security was provided	No. of persons to whom security was provided on verbal orders of the SP	No. of persons to whom security was continued without the approval of the PHQ	Security provided with fee	Security provided without fee	Remarks
SP Bhind	26	12	02	-	26	---
SP Gwalior	27	14	26	03	24	---
SP Shivpuri	08	07	---	-	08	---
SP Balaghat	14	11	11	-	14	In four cases, proposal for approval was sent to PHQ for continuance of security. In seven cases, proposal was not sent to PHQ and in remaining three cases, approval from PHQ obtained.
SP Indore	10	05	04	-	10	In five cases, security provided was withdrawn due to non-approval of the proposals. In remaining five cases, approval from PHQ was obtained
Total	85	49	43	03	82	

Source: Data provided by District SP offices

The VIPs who received police security included Ministers/ Members of Parliament (MPs)/ Members of Legislative Assembly (MLAs)/ Ex MLAs of the district, head of the religious institution, Chairman Jila Panchayat, MP/MLA candidates of different political parties, Vice Chancellor of Jiwaji University, District and Session Judge, Right To Information (RTI) activist, Member of Women’s Commission, Editor of a newspaper and other persons.

Audit noticed that in respect of four out of 11 cases in Balaghat, proposals for continuance of security were sent to the PHQ but approval was not received in any of the cases and yet, security to those persons continued to be provided. Audit also noticed that in 33 (39 per cent) out of 85 cases, the SsP of respective districts have informally provided security beyond three months (extending up to maximum of 77 months in continuity) instead of obtaining approval of the State Security Committee headed by the Home Minister.

The Department stated (November 2020) that a circular (24 October 2020) has been issued to all district SsP to review the police security provided at district level and discontinue non-essential security and follow the procedure prescribed in Gazette notification (24 June 2003) in providing security to VIPs/private persons.

3.2.3.6 Non-functional Police Training School (PTS) Bhauri, Bhopal

The Department established (March 2017) PTS, Bhauri for providing basic training to 864 Constable trainees at a cost of ₹36.11 crore. The Department proposed (August 2017) to create 161⁹³ posts for the PTS Bhauri. However, GoMP sanctioned (September 2018) only 74 posts. As on March 2020, only five out of 74 posts including an SP level officer to head the PTS, Bhauri were filled up. Due to lack of adequate staff available for training, the PTS Bhauri could not be utilized for the training of constables as on March 2020 and the entire expenditure of ₹36.11 crore so far remained unfruitful.

The Department stated (December 2019) that the State Government sanctioned only 74 posts with which the functioning of the PTS was not possible. Due to non- recruitment of Constables after 2017 and availability of only five staff members, training of Constables could not be started in PTS and services of available staff and resources of PTS are being utilised in training programmes being held in Police Training Academy, Bhauri. The Department further stated (November 2020) that in-service and Vertical Interaction courses were being run for the officers posted in Bhopal, Rajgarh, Sehore and Vidisha districts. Basic training was being imparted online to ASI (M) from August 2020. Basic training for the Constables would be started after normalisation of situation of Covid-19 pandemic. However, documents in support of the reply regarding running of courses in PTS Bhauri were not provided by the Department.

The Department should have sought sanction for manpower along with the proposal to construct the Academy to avoid creation of PTS without adequate manpower.

3.2.3.7 Non-operational Police Hospital, Shivpuri due to vacant posts

Audit noticed that the posts of doctor and other para medical staff were lying vacant in Police Hospital, Shivpuri and only sweeper was posted in the hospital. Thus, the hospital was not operational since March 2018. The details of vacant posts in the hospital as on July 2019 are shown in **Table 3.2.10**.

Table 3.2.10: Details of vacant post in the hospital

Sl. No.	Name of post	Sanctioned post	Men-in-position	Vacant	Date from which the post was vacant
1	Assistant Surgeon	01	00	01	01.03.2018
2	Compounder	01	00	01	01.03.2018
3	Male Nurse	02	00	02	01.09.2003/01.07.2006
4	Medical Assistant	01	00	01	01.01.2011
5	Cook	01	00	01	01.11.2017
6	Water carrier	01	00	01	01.07.2009
7	Sweeper	01	01	00	Not vacant
Total		08	01	07	

Source: Data provided by District SP office Shivpuri

Audit further noticed that due to non-availability of staff, an amount of ₹2.59 lakh received during 2018-19 and 2019-20 for purchase of medicines, arrangement of essential equipment,

⁹³ SP-01, DSP-02, Inspector/RI/Inspector(SAF)-10, Subedar/SI/SI(SAF)/SI(Radio)/SI(Arms)/SI(MT)-12, ASI/ASI(SAF)/ ASI(MT)-08, HC/HC(SAF)/HC(Radio)/HC (Armourer) / HC (MT)-44, Constable/Constable(Trade)/ Constable(Radio)/ Constable(Armourer)/Constable(Driver)-63, Doctor-01, Male Nurse/ Compounder/Dresser-03, Ministerial Staff-09, Assistant Librarian-02, Sr. Scientific Officer-02, ADPO-02, Bigular-02.

specialist Doctor and development of laboratory in the hospital could not be utilised by the office.

The Department stated (January 2020) that the matter is being pursued with the Health and Family Welfare Department for recruitment against the vacant posts.

3.2.4 Conclusion

The Home (Police) Department is tasked with maintaining law and order, public peace, protecting life, liberty and property of citizens and preventing and detecting crimes. To discharge these responsibilities, it requires a robust system for determining manpower requirements and their efficient, effective and judicious utilisation. The Department struggled with vacancies of 26,536 (20.68 per cent) in various cadres, but it delayed indenting for recruitment to the Madhya Pradesh Professional Examination Board. While the police stations, except a few, were crippled due to shortage of manpower, police lines had 37.67 per cent excess staff than the sanctioned strength. Co-relation between crime rate and manpower deployment confirmed that crimes were committed less in areas which had higher police presence and deficient police deployment exhibited increased crime rates in those areas. The Police Training School, Bhauri, Bhopal and Police Hospital, Shivpuri could not function due to posts being vacant. The Department also failed to regulate provision of security guards to VIPs and discontinue non-essential security, which may have further stressed the already overburdened police force.

3.2.5 Recommendations

- i. The GoMP and the PHQ should instruct all the cadre controlling authorities to maintain reliable data in digital mode and update data periodically. Adequate documentation of records should be ensured at every level for effective Management Information System. Further, GoMP and PHQ should review and identify reasons for delay in recruitment and take effective steps to recruit the required manpower in coordination with the MPPEB in a time bound manner.
- ii. Competent authorities at PHQ and IG of the respective zones should review the deployment of police personnel in consultation with the SsP of the respective districts to rationalize deployment of manpower.
The Department accepted the recommendation and issued necessary instructions (November 2020) to Inspectors General of the respective police zones.
- iii. The Government may consider sanctioning of new posts of SI, ASI *etc.* as per the Ministry of Home Affairs, GoI/GoMP norms at the earliest.
- iv. The Department should monitor and ensure strict compliance with the procedure prescribed in the Gazette notification in providing security to VIPs/private persons. Further, the Department should formalize the procedure for providing security with or without fee *etc.* at PHQ level with inputs from SsP, instead of leaving these assessments at the discretion of district SsP.
- v. The State Government should sanction adequate number of staff for smooth functioning of the PTS, Bhauri and Police hospital, Shivpuri to ensure utilization of these assets without further delay.

Home Department

3.3 Infertuous Expenditure

Construction of overhead tank for water supply without obtaining approval of Municipal Corporation, Rewa led to infertuous expenditure of ₹ 60.18 lakh and blocking of funds amounting to ₹27.64 lakh.

Police Headquarters, Madhya Pradesh, Bhopal, allotted (24 February 2012) ₹87.82 lakh to the Commandant, 9th Battalion, Special Armed Forces (Commandant) Rewa for construction of overhead tank and laying of pipe line for providing drinking water to the residents of the battalion. The Commandant entrusted the construction of the tank to the Public Health Engineering (PHE) Department as a deposit work.

Scrutiny of records (November 2018) pertaining to construction of the overhead tank in the office of Commandant revealed that Chirhula Tank Rising Main was taken as the source of water. Executive Engineer (EE), PHE, Division, Rewa had cautioned the Commandant in June 2012 that the Chirhula Tank rising main was taken as the source of water, and if in future, water is not provided by the Municipal Corporation (MC), the PHE Department would not be responsible. The Assistant Engineer, PHE, Sub division, Rewa had also clearly informed (July 2012) the Commandant that it was not possible to provide water from Chirhula rising main. However, disregarding these advices, the Commandant went ahead with the construction of the overhead tank.

The construction of overhead tank (2.5 lakh litres), distribution system and laying of pipeline from rising main⁹⁴ to the tank was completed in January 2015 at an expenditure of ₹60.18 lakh. The balance amount of ₹27.64 lakh was lying unutilized with PHE Department.

The Assistant Engineer, PHE Department, Urban Sub Division, Rewa requested (January 2015) the Commissioner, Municipal Corporation (MC), Rewa to grant permission for connecting the Chirhula Tank rising main pipe line for supply of water to the overhead tank. The MC refused (February 2015) to grant the permission on the ground that if the overhead tank constructed in the battalion premises was connected to the rising main pipe, it would adversely affect water supply to the city. Despite repeated requests by the Commandant (January 2016, July 2018 to October 2018), permission for connecting the overhead tank to the rising main line was not granted by MC.

The overhead tank could not be tested immediately after completion by filling it with water for seven days as per Indian Standards (IS 3370 Part I, Para 12) as required under clause 5.6 of the works agreement. The overhead tank remained unutilized from the date of completion and deterioration cannot be ruled out due to non-filling of water and erosion due to climatic conditions.

Thus, deficient planning resulted in infertuous expenditure of ₹60.18 lakh and blocking of ₹27.64 lakh, defeating the purpose for which the expenditure was incurred. Since the then

⁹⁴ Rising Main: The pipe through which water from an engine is delivered to an elevated reservoir or water supply from sources are delivered in different utilities and requirements.

Commandant was responsible for undertaking the construction of the overhead tank without ensuring the availability of source of water and for blocking of funds with PHED, the Department may take appropriate action against him.

In reply to the audit observation, Home (Police) Department stated (June 2020) that due to acute crisis of drinking water in the battalion premises, work order for construction of overhead tank and laying of pipelines had been issued to PHE Department. Distribution of water to the residential colony had been delayed since permission for laying of pipeline was pending from MC, which would be expedited. It was further stated that Commandant, 9th battalion had been directed to take personal interest for early completion of work.

The reply is not acceptable since water was being supplied by MC to the residents of the battalion premises through sump-wells as well as individual water connections in quarters and there was no water crisis in the battalion. The fact remains that the overhead tank constructed in January 2015 at a cost of ₹60.18 lakh remains unutilized till date and the entire expenditure has turned out to be infructuous. Possibility of utilizing the overhead tank in the future also seems unlikely due to passage of time and possible deterioration due to climatic conditions.

Tribal Affairs Department

3.4 Suspected fraudulent draws

Fraudulent drawal of ₹16.43 crore by officials of Block Education Office, Udaigarh, Alirajpur and Sub-Treasury Office, Jobat, Alirajpur

As per Rule 193 of Madhya Pradesh Treasury Code (MPTC), every voucher must bear a pay order signed or initialled by the responsible disbursing officer. Cashiers and other officials authorized to make disbursements on passed bills should make no payment without a pay order of the responsible disbursing officer. Rule 198 of MPTC specifies that the responsibility for an overcharge shall rest primarily with the drawer of the bill, and it is only in the event of culpable negligence on the part of the Controlling Officer or of the Treasury Officer, that the question of recovery from either of them may be considered.

Finance Department, Government of Madhya Pradesh (GoMP) issued directions (November 2003) that on receipt of bill from Drawing and Disbursing Officer (DDO), the treasury will examine the classification head, compute the bill amount, check for signature of DDO, and that all necessary sanctions and authorisations are available. Finance Department, GoMP issued instructions (February 2009) to the effect that bank accounts opened without the permission of Finance Department should be closed by February 2009 and balance amount should be deposited in the Government Account. The instructions further provided that wherever funds was required, Personal Deposit Accounts may be opened with the permission of Finance Department.

Audit of records of Office of the Block Education Officer (BEO), Udaigarh, Alirajpur (August 2018) for the period October 2011 to June 2017 revealed suspected fraudulent drawals of ₹16.43 crore from Government exchequer by officials of the office of BEO and

its subsequent deposit into personal bank accounts of the officials and into four other unauthorised bank accounts, opened without the approval of the Finance Department.

The results of audit scrutiny are detailed below:

(i) **Opening unauthorized bank accounts**

Four bank accounts were opened in violation of the instructions (February 2009) of the Finance Department of GoMP *ibid.* Details in this regard are given in **Table 3.4.1** below:

Table 3.4.1

(₹ in crore)

Sl. No.	Account details	Account Holder	Period of operation of bank accounts	Amount deposited into Bank account	Number of Vouchers/bills involved	Amount drawn in cash and transferred to personal bank accounts
1.	Account No. 11940100002370; Bank of Baroda ; BARB0UDAIGA ; Vikas Khand Shiksha Adhikari; Udaigarh	BEO	Opened in December 2000 and closed in June 2017	5.05	182	0.39
2.	Account No. 11940100000788; Bank of Baroda; BARB0UDAIGA; Kendradhyaksha, Vetan Kendra; Kundalwasa	Shri Hetram Rajput	Opened in November 2006; dormant since two years Nil balance in the account	1.29	101	0.03
3.	Account No. 32230143507; State Bank of India; SBIN0030048; Kendradhyaksha, Vetan Kendra, Udaigarh; Jobat, Alirajpur	Shri Hetram Rajput	Opened in March 2012 and closed in September 2016	8.00	473	3.45
4.	Account No. 32567384007; State Bank of India; SBIN0030048; Kendradhyaksha, Vetan Kendra, Kundalwasa; Jobat, Alirajpur	Not known	Opened in September 2012 and closed in March 2014	1.45	111	0.31
Total				15.79	867	4.18

Further, two of these four accounts, were opened in the name of the Assistant Teacher⁹⁵ out of which one (at Sl. No. 3) was opened on the verbal order of the then BEO. The mobile number and e-mail ID of the Assistant Grade III⁹⁶ was registered with bank account of

⁹⁵ Shri Hetram Rajput

⁹⁶ Shri Rituraj Solanki

Kendradhyaksha, Vetan Kendra, Udaigarh; Jobat, Alirajpur. Two⁹⁷ bank accounts had internet banking, even though the Department had not allowed internet banking on such bank accounts.

Test check (August 2018) of records of Office of the BEO, Udaigarh, Alirajpur for the period October 2011 to June 2017, showed, that the BEO had drawn an amount of ₹98.48 crore through 3,824 bills during the period from March 2012 to June 2017. Out of this amount, ₹15.79 crore drawn through 867 bills, had been deposited in four unauthorised bank accounts. The *modus operandi* used for effecting the fraudulent drawals was as follows:

i. The BEO had drawn ₹7.02 crore through 57 bills belonging to the salary of teachers, wages etc. by inflating the actual amount (₹6.14 crore) of these bills. Out of the difference of ₹88.55 lakh an amount of ₹84.80 lakh was transferred to the bank account of *Kendradhyaksha, Vetan Kendra*, Udaigarh, Alirajpur as detailed in **Appendix 3.4.1**.

ii. The BEO, on seven instances, submitted in the Sub-Treasury, Jobat, Alirajpur the same claim twice pertaining to retirement/death benefits to draw the amount. In this way, the BEO fraudulently transferred ₹21.64 lakh to two bank accounts (₹12.63 lakh relating to four cases to the bank account of *Kendradhyaksha, Vetan Kendra*, Udaigarh, Alirajpur and ₹9.01 lakh relating to three cases to the bank account of *Vikas Khand Shiksha Adhikari*, Udaigarh, Alirajpur) as detailed in **Appendix 3.4.2**.

iii. Bill for leave encashment in respect of a deceased employee, late Shri Madan Singh Ajnar, Assistant Teacher was prepared for 240 days (₹3,70,720) although it was actually sanctioned for only 174 days. The leave encashment amount for 174 days (₹2,68,772) was paid to his wife Smt. Mangibai Ajnar. The remaining amount of ₹1,01,948 corresponding to 66 days leave encashment was deposited in the account of *Vikas Khand Shiksha Adhikari*, Udaigarh, Alirajpur.

iv. Three bills for payment of honorarium of guest teachers were raised twice for the same months and the same teachers. Thus, ₹44.25 lakh was fraudulently drawn, for payment of honorarium of guest teachers and the double drawn amount was deposited in the bank account of *Vikas Khand Shiksha Adhikari*, Udaigarh, Alirajpur (₹34.50 lakh) and *Kendradhyaksha, Vetan Kendra*, Udaigarh, Alirajpur (₹9.75 lakh) as detailed in **Appendix 3.4.3**. In one instance, the Treasury passed and paid the bill of the teachers' salary amounting to ₹7.61 lakh which did not have the account numbers of the teachers. This amount was also deposited into the bank account of *Vikas Khand Shiksha Adhikari*, Udaigarh, Alirajpur (₹5 lakh) and *Kendradhyaksha, Vetan Kendra*, Udaigarh, Alirajpur (₹2.61 lakh).

v. In 17 cases, Audit noticed that the Sub Treasury Officer (STO), Jobat, Alirajpur deposited ₹59.59 lakh into the bank account of *Vikas Khand Shiksha Adhikari*, Udaigarh, Alirajpur while this bank account was not mentioned in the list of payees attached with the

⁹⁷ *Kendradhyaksha Vetan Kendra*, Udaigarh, Alirajpur (A/c No.32230143507 at SBI, Jobat, Alirajpur) and *Kendradhyaksha, Vetan Kendra*, Kundalwasa, Alirajpur (A/c No.32567384007 at SBI, Jobat, Alirajpur)

vouchers (**Appendix 3.4.4**). This indicates clear involvement of the STO, Jobat, Alirajpur in the fraudulent deposits.

(ii) Transfer of funds to personal bank accounts of eight officials of the office of BEO

Audit further noticed that out of deposits amounting to ₹13.05 crore (₹8 crore + ₹5.05 crore) into the bank accounts of *Kendradhyaksha, Vetan Kendra*, Udaigarh, Alirajpur and *Vikas Khand Shiksha Adhikari*, Udaigarh, Alirajpur, an amount of ₹3.84 crore (₹3.45 crore + ₹0.39 crore) was transferred to the bank accounts of eight officials⁹⁸ of the BEO office and the then BEO himself. Details along with incumbency in the office of the BEO from December 2013 to June 2017 are given in **Appendix 3.4.5**.

Out of the deposits (₹2.74 crore) into two⁹⁹ bank accounts, ₹34 lakh¹⁰⁰ was either withdrawn for self or transferred to the bank accounts of Teacher¹⁰¹, Assistant Grade-III¹⁰² and to telecom service providers.

The BEO had drawn ₹34.90 lakh from the Treasury through 63 vouchers and deposited it into two personal bank accounts of the same Assistant Grade-III. The BEO furnished to audit only three bills out of the 63 vouchers. Audit noticed that these bills pertained to scholarship for hostel students, GIS and anticipatory pension, however, the BEO fraudulently deposited ₹6.02 lakh of these bills into two bank accounts of the Assistant Grade-III as detailed in **Appendix 3.4.6**. Further, the BEO drew ₹29.19 lakh through six vouchers and deposited into the personal bank account of the Teacher. This amount should have been deposited into the bank accounts of intended beneficiaries.

Thus, the BEO fraudulently withdrew Government funds amounting to ₹16.43 crore (₹15.79 crore + ₹0.35 crore + ₹0.29 crore) and deposited into unauthorised bank accounts and personal bank accounts of various officials. The BEO did not furnish all the bills, vouchers, and documents/information relating to these transactions to audit despite repeated requests from Audit.

(iii) Mis-utilisation of funds towards unapproved expenses

Audit noticed that no official landline/mobile facility was available at the BEO office. In spite of this fact, ₹3.09 lakh was transferred from bank account of *Kendradhyaksha, Vetan Kendra*, Udaigarh, Alirajpur to five telecom service providers through 291 transactions for recharge of phones.

⁹⁸ S/Shri Hetram Rajput, Assistant Teacher, Rituraj Solanki, Assistant Grade-III, Jitendra Singh Chouhan, Assistant Grade-III, Ravindra Nagar, Assistant Grade-III, K. S. Bhura, Accountant, Arun Kumar Rajput, Teacher, Rajendra Dabgar, Head Master, Mangalia, Peon, and Smt. Usha Solanki, wife of Shri Rituraj Solanki, Assistant Grade-III

⁹⁹ ₹1.45 crore in *Kendradhyaksha, Vetan Kendra*, Kundalwasa, Alirajpur (SBI, Jobat, Alirajpur) and ₹1.29 crore in *Kendradhyaksha, Vetan Kendra*, Kundalwasa, Alirajpur (BOB, Udaigarh, Alirajpur)

¹⁰⁰ ₹31 lakh from *Kendradhyaksha, Vetan Kendra*, Kundalwasa, Alirajpur (SBI, Jobat, Alirajpur) and ₹3 lakh from *Kendradhyaksha, Vetan Kendra*, Kundalwasa, Alirajpur (BOB, Udaigarh, Alirajpur)

¹⁰¹ Shri Arun Kumar Rajput

¹⁰² Shri Rituraj Solanki

(iv) Lack of Internal Controls

Rule 293 of MPTC provides that every Controlling Officer should inspect once a year the office of each of the disbursing officers under him.

Audit noticed that the Controlling Officer (Divisional Deputy Commissioner, Tribal Affairs Department, Indore division) did not conduct an annual inspection of the office of BEO, Udaigarh, Alirajpur during April 2010 to July 2018. Consequently, unauthorized operation of bank accounts and fraudulent drawals remained undetected for years. Periodical inspections could have also acted as a deterrent apart from affording a chance to detect and correct such frauds.

There were no checks in the treasury system, which prohibit payment in unauthorized official bank accounts. The treasury system should have a list of all authorized bank accounts of Government. The treasury was responsible for the computation of bill amounts. It did not compute the bill amount and facilitated manipulation of the amount and transferred excess amount into unauthorized bank accounts.

The Treasury also did not have checks/ controls to stop double withdrawal of retirement/ death benefits and guest faculty teachers' salaries. Even though the account numbers of the payees were not found mentioned in a bill, the Treasury had transferred the bill amount into the unauthorized bank accounts. The Treasury had also passed bill of DDO which did not contain the sanction order. Failure on the part of the Treasury to follow the required checks and active connivance of the officials resulted in this fraud.

(v) Action by GoMP

In response to Audit observations, the State Government directed (November 2019) the Commissioner, Tribal Development, Bhopal (CTD) to constitute a special audit team at the Department level to investigate the matter. The Department accepted all the facts stated by Audit (August 2020). Further, the Department also independently verified and found that the BEO office did not have relevant records pertaining to the observations of Audit. The Department suspended the Assistant Grade-III¹⁰³ and lodged (July 2020) a First Information Report (FIR) against him.

The Tribal Affairs Department has intimated (January 2021) that the police filed FIR against 14¹⁰⁴ officials, including eight BEOs (July 2020/November 2020). Further, six¹⁰⁵ BEOs were suspended in November 2020 and charge sheets were issued against them in December 2020.

In response to Audit observation, Treasury Officer, Alirajpur had also sent (June 2020) an enquiry report, which stated that the seal and signature of the DDO were not found on office

¹⁰³ Shri Rituraj Solanki

¹⁰⁴ Shri D.S. Solanki, Shri B.P. Patel, Shri N. S. Rawat, Shri R. K.S. Tomar, Shri M.L. Parmar, Shri Navin Srivastav, Shri Suraj Singh and Late R.S. Dabar (eight then BEOs); Shri K.S. Bhura, Shri B.L. Rao (two then Accountants), Shri Hetram Rajput, UDT; Shri Mukesh Neema, Assistant Grade-II; Shri Rituraj Solanki, Assistant Grade-III; and Shri Narsingh Bhuria, the then Assistant Grade-II of Sub-Treasury Office, Jobat, Alirajpur.

¹⁰⁵ Shri B.P. Patel, Shri D.S. Solanki, Shri M.L. Parmar, Shri Navin Srivastav, Shri Suraj Singh and Shri R.K.S. Tomar.

copy of bills; the concerned Clerk and in-charge Sub Treasury Officer had not carried out proper checks which resulted in irregular payments.

(vi) Inadequacy of Government action

Action taken by the Department is not adequate as it has not acted against the remaining five¹⁰⁶ officials who were involved in the fraudulent drawal of Government money.

The Department needs to take stringent action to deter similar frauds in future. It needs to investigate thoroughly into the matter and fix accountability for these fraudulent activities on all the responsible officials and bring the culprits to justice.



(D. SAHU)

**Principal Accountant General (Audit-I)
Madhya Pradesh**

Gwalior

The 05 March 2021

Countersigned



(GIRISH CHANDRA MURMU)

Comptroller and Auditor General of India

New Delhi

The 09 March 2021

¹⁰⁶ Shri Arun Kumar Rajput, Teacher, Shri Rajendra Dabgar, Head Master, Shri Jitendra Singh Chauhan, Assistant Grade-III, Shri Ravindra Nagar, Assistant Grade-III and Shri Mangalia, Peon.

