



Budgeting Better for Courts

An Evaluation of the Rs. 7460
Crores Released Under the
Centrally Sponsored Scheme
for Judicial Infrastructure

August 2019

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The errors, if any, rest with the authors.

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The Vidhi Centre for Legal Policy is an independent think-tank doing legal research to make better laws and improve governance for the public good.

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List of Abbreviations

CAG	Comptroller and Auditor General
CPSMS	Central Plan Schemes Monitoring System
CSS	Centrally Sponsored Scheme
DoJ	Department of Justice
FY	Financial Year
GFR	General Financial Rules
GoK	Government of Kerala
ILI	Indian Legal Institute
ISRO	Indian Space Research Organisation
MoU	Memorandum of Understanding
NCMS	National Court Management System
NE	North Eastern
NPC	National Productivity Council
PFMS	Public Finance Management System
PIO	Public Information Officer
PWD	Public Works Department
RTI Act	Right to Information Act, 2005
UC	Utilisation Certificate
UT	Union Territory

Executive Summary

The District Judiciary in India plays a crucial role in the administration of justice as it is often the first point of contact between citizens and the justice system. For example, last year, 32,96,242 civil cases and 116,23,439 criminal cases were instituted before the District Judiciary putting the pendency numbers at 3.04 crores cases as on December 2018. One of the key reasons identified by the judiciary for the delays at the level of the District Judiciary, is the shortage of judges. One of the reasons for the judiciary not being able to fill its vacancies is the lack of courtrooms and residences to house new judges. Contrary to the usual narrative of underfunding for judicial infrastructure, the fact of the matter is that the Centre under the Centrally Sponsored Scheme for Development of Infrastructure Facilities for the Judiciary (“Scheme”) would have released Rs. 7460.24 crores between 1993 and 2020, primarily for the District Judiciary. Despite this significant amount, the District Judiciary has only 17,817 courtrooms available for itself against a sanctioned strength of 22,750 judges.

In this context, this report provides an evaluation of the Scheme which covers the construction of courtrooms and residential units for the District Judiciary. The Scheme is funded jointly by the Central and the State Government with the Department of Justice (“DoJ”), Ministry of Law and Justice being the nodal Ministry. The Scheme was introduced in 1993 to assist the States in provisioning for the judiciary and was significantly ramped up in 2011.

For the purposes of this report, rather than depend only on the information put out by DoJ, we filed applications under the Right to Information Act, 2005 to seek access to correspondence between the State Government functionaries and the DoJ with respect to this Scheme. A detailed analysis of this correspondence between the Central and State Governments helped us identify the issues affecting the implementation of the Scheme. These issues can be clubbed into the problems being faced at the level of the DoJ at the Central Government and the problems being faced at the level of the State Governments.

Problems Faced by the DoJ in Executing this Scheme

At the level of the DoJ, the overwhelming problem with this Scheme was the lack of measures to ensure transparency and accountability. To provide but one example, the DoJ has so far not released authoritative figures which confirm the number of courtrooms and residential units that have been constructed under this Scheme. The lack of availability of such data makes it difficult to assess the performance of the Scheme and it also raises questions about the record-keeping practices of the DoJ. Similarly, funds released under the Scheme appear to have been distributed amongst different States in an arbitrary manner. The rationale explaining the quantum of funds being released every year by the DoJ is missing in the sanctioning orders issued by the DoJ.

The current design of the Scheme does not include periodic technical and financial audits because of which cost and time overruns cannot always be checked. The format of the Utilisation Certificates (“UCs”) does little to collect useful information from State Governments. With regard to audits, the DoJ in response to our queries under the RTI Act provided vague replies which indicate that the Department did not try to actively audit this Scheme. It also appeared to be unaware of scathing audit reports prepared by the Comptroller & Auditor General (“CAG”) in certain states regarding the manner of execution of judicial infrastructure projects. Similarly, the Monitoring Committees constituted at the District, State and Central Levels divulged little information about their activities in the public domain. While these committees include the judicial and executive functionaries responsible for the implementation of the Scheme, they lack independent domain experts and other important stakeholders like representatives of the local bar associations of advocates.

A recent effort launched by the DoJ to ensure better transparency is the Nyaya Vikas Portal (“Portal”) which was jointly developed by DoJ and the Indian Space Research Organisation (“ISRO”). The Portal allows for geotagging of the works under construction and creating a database of courtrooms. While this

is a noteworthy effort, it is unlikely to succeed. In response to our queries under the RTI Act on whether the DoJ had information regarding the appointment of surveyors, moderators and nodal officers at the state level whose job it was to input the information into the portal, the Department replied that it was the job of the State Government to make such appointments and directed us to contact them. The fact that the DoJ lacks such information is an indication that it is not monitoring progress on the Portal. It is unlikely that State Governments are taking the necessary steps to fill in the information because they lack any ownership over it. It further does not help that this Portal is not accessible to either the judiciary or advocate bar associations or the general public, thereby impeding efforts at greater transparency.

Problems Faced by the State Government in Executing this Scheme

At the State level, the implementation of the Scheme is marred by the poor coordination between different departments of the State Governments which are involved in building judicial infrastructure. This includes, the Finance Department, Law/Home Department, District Collector, Public Works Department and building agencies. While this is a systemic issue that is not unique to this Scheme, the lack of coordination severely delays the submission of UCs which in turn affects the release of funds under this Scheme.

A second problem with the execution of this Scheme by State Governments is that even after 26 years of the

Scheme being in operation, the State Governments fail to understand the logic of fund sharing between the Centre and the State. Despite the Central Government repeatedly highlighting the fact that sharing ratio of 60:40 requires State Governments to match the Central Government expenditure (60%), multiple States have presumed that the Central Government will match their proposal by contributing 60% of the projected cost.

The other problems associated with the execution of the Scheme at the level of the State Governments are inefficient planning and execution in terms of acquisition of land, quality of construction etc. While these are common problems associated with most public infrastructure projects in different states and are not unique to this Scheme, steps should be taken to ensure better planning.

Need for a Survey & Audit

If the Scheme is to continue beyond the year 2020, the DoJ should be tasked with carrying out a well designed nationwide survey which adequately measures the shortfall in number of courtrooms and residential units required for the judiciary and the condition of existing court infrastructure. At the same time, the DoJ should request CAG or other independent bodies to conduct a nationwide review of this Scheme before making any decision to continue funding it. At the very least, the transparency and accountability mechanisms in this Scheme should be substantially redesigned before any more funds are sanctioned for this Scheme by Parliament.

Chapter 1: Introduction

The Indian judicial system consists of three tiers, the Supreme Court of India located in the National Capital, the High Courts which are generally located in State capitals, and the District Judiciary which exist in each district of the country. Of these three tiers, the District Judiciary (which includes lower courts for the purposes of this report) is the backbone of the judicial system. Spread across 640 districts, the District Judiciary has a sanctioned strength of 22,750¹ judges. Last year a total of 32,96,242 civil cases and 116,23,439 criminal cases were instituted before the District Judiciary across the country.²

Despite being the face of justice for millions of Indians, the District Judiciary in India has often been crippled by a lack of basic infrastructure such as court halls for judges to conduct their hearings and official residences to house judges. As of March 2018, there were 17,817 court halls and 13,790 residential units available for the District Judiciary³ against a sanctioned strength of 22,750 judges across the country.⁴ This indicates a shortage of approximately 5000 courtrooms and 9000 residential units (that is 40% of the total sanctioned strength). Separate from the issue of lack of judicial infrastructure, is the quality of judicial infrastructure that has already been built. A study by our colleagues at the Vidhi Centre for Legal Policy throws light on the deplorable conditions of facilities, utilities and services made available for litigants at District and Sessions Court Complexes across the country.⁵ Issues relating to the quality and quantity of judicial infrastructure

in the country are well recognised, with even the Supreme Court of India commenting that “...in the absence of adequate judicial infrastructure, particularly for the subordinate courts, it would not be possible to sustain rule of law in this Country.”⁶

Historically, the poor state of judicial infrastructure across the country at the District level has been attributed to lack of funding by the State and Centre.⁷ According to the 127th Report of the Law Commission, the lack of funding for judicial infrastructure was because most governments did not regard administration of justice as a necessary development activity and therefore judicial infrastructure did not feature prominently in either the five year or annual

As of March 2018, there were 17,817 court halls and 13,790 residential units available for the District Judiciary against a sanctioned strength of 22,750 judges.

¹ Supreme Court, *Indian Judiciary: Annual Report 2017-18* <<https://www.sci.gov.in/pdf/AnnualReports/Annual%20Report%202018-light.pdf>> accessed 04 July 2019. See Annexure A.

² Ministry of Finance Economic Survey (2018-2019), 'Chapter 5: Ending Matsyanyaya: How To Ramp Up Capacity In The Lower Judiciary' 107 <https://www.indiabudget.gov.in/economicsurvey/doc/vol1chapter/echap05_vol1.pdf> accessed on 08 July 2019

³ Department-Related Parliamentary Standing Committee on Personnel, Public Grievances, Law and Justice, *Ninety-Sixth Report, Demands for Grants (2018-19) of the Ministry of Law and Justice* (Rajya Sabha) (14 March 2018) 46

⁴ Supreme Court, *Annual Report* [n 1]

⁵ Diksha Sanyal, Sumathi Chandrasekharan and Reshma Sekhar, 'Building Better Courts: Surveying the infrastructure of India's District Courts' (2019)

⁶ *All India Judges Association v. Union of India*, I.A. No.279 in Writ Petition (C) No.1022/1989 (Supreme Court) (13 September 2010) (Unreported) <<https://sci.gov.in/jonew/bosir/orderpdfold/1154887.pdf>> See also *All India Judges Association v. Union of India* 1992 AIR 165, *All India Judges Association and Anr. v. Union of India and Others* AIR 1993 SC 2493, *All India Judges Association and Anr. v. Union of India* AIR 2002 SC 1752; *Brij Mohan Lal v. Union of India and Ors.*, (2012) 6 SCC 502.

⁷ The High Courts Arrears Committee 1972, 48; The Report Of The Arrears Committee 1989-1990, 48, 58-59; Department-Related Parliamentary Standing Committee On Personnel, Public Grievances, Law And Justice, *Twenty Seventh Report on Action Taken Replies on Law's Delays : Arrears In Courts* (Rajya Sabha) (29 April 2008) 2, 5; Department-Related Parliamentary Standing Committee On Personnel, Public Grievances, Law And Justice, *Sixty Seventh Report, Infrastructure Development And Strengthening Of Subordinate Courts* (Rajya Sabha) (06 February 2014) 12.

plans.⁸ For the most part, the State expenditure on the judiciary has largely been confined to revenue spending which caters to day-to-day costs of running the judiciary such as office expenses, salaries of the judges, staff, etc. neglecting capital expenditure on the construction of judicial infrastructure.⁹

These funding patterns have changed significantly over the last decade, with both the Central Government and State Governments approving relatively large capital expenditure for building judicial infrastructure.¹⁰ This funding has been coming from either the Central or the State Treasury, with the Finance Commission and the erstwhile Planning Commission deciding on the quantum and purpose of allocations.¹¹ As per the DoJ, the State Governments bear primary responsibility for provisioning for the District Judiciary.¹² However, given the nature of fiscal federalism in India, the

Central Government has always had access to more tax revenue than State Governments.¹³ Any big-ticket projects planned by State Governments had to usually be supported through Central Government funds either through the Five-Year Plans of the Planning Commission or the grants recommended by the Finance Commission for specific schemes. In the last couple of decades, both the Finance Commission¹⁴ and the Planning Commission have allocated relatively large sums for the judiciary.¹⁵ However, as is the case with most centralised planning in India, these grants from the Centre to the States, come with very specific strings and the States do not have the liberty to divert the budget for areas that are a priority.¹⁶

One such scheme, recommended by the Planning Commission and sponsored by the Central Government is the Centrally Sponsored Scheme (hereinafter “CSS”) for Development of Infrastructure Facilities for the Judiciary (hereinafter “Scheme”). This Scheme was introduced by the Central Government in 1993¹⁷ in response to the recommendations of the Malimath Committee on Arrears¹⁸ in 1990, to increase Central assistance for States to tackle the growing problem of judicial arrears. Between FY 1993-94 to FY 2017-18, an amount of Rs. 6100.24 crores has been granted by the Centre to the States under this particular Scheme.¹⁹ In addition to this, Rs. 650 crores have been released in 2018-19 and Rs. 710 crores are expected to be released in 2019-20.²⁰ Thus the release of Central Share, under this Scheme, for the period between 1993 and 2020 is projected to be around Rs. 7460.24 crores. The Scheme has worked on a

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⁸ Law Commission of India, Resource Allocation for Infrastructural Services in Judicial Administration, (Law Com 127, 1988) para 2.13 <<http://lawcommissionofindia.nic.in/101-169/Report127.pdf>> accessed 04 July 2019

⁹ *ibid*

¹⁰ See Department of Justice, *Statement Giving Grants* [n 19]

¹¹ Constitution of India, Article 280; Government of India, Resolution (Planning) (New Delhi March 1950) <<http://planningcommission.gov.in/aboutus/history/PCresolution1950.pdf>> accessed 15 July 2019

¹² Constitution of India, List III Entry 11A; See Department of Justice, *Judicial Infrastructure*, <<http://doj.gov.in/national-mission/national-mission-for-justice-delivery-legal-reforms/judicial-infrastructure>> accessed 17 July 2019

¹³ Reddy, *Indian Fiscal Federalism* [n 35], page 67

¹⁴ Ministry of Finance *Various Reports* [VII (1978), VIII (1984), XI (2000) and XIII Finance Commission (2010)] New Delhi, Government of India <<https://fincomindia.nic.in/ShowContent.aspx?uid1=3&uid2=0&uid3=0&uid4=0&uid5=0&uid6=0&uid7=0>> & <https://fincomindia.nic.in/writereaddata/html_en_files/oldcommission_html/fincom13/tfc/13fcreng.pdf>

¹⁵ Department Related Standing Committee on Personnel, Public Grievances, Law and Justice, *Demand for Grants, Various Reports (1994-2019)*

¹⁶ Niti Ayog (October 2015) [n 36] 32-35

¹⁷ Response of the Ministry of Law, Justice and Company Affairs (Government of India) to Unstarred Question No. 479 (Rajya Sabha, Session No 169) (13 May 1993) <http://rsdebate.nic.in/rsdebate56/bitstream/123456789/186796/1/PQ_167_13051993_S243_p9_p22.pdf> accessed 04 July 2019

¹⁸ The Report Of The Arrears Committee 1989-1990, 48, 58-59 [n 7]

¹⁹ Department of Justice, *Statement Giving Grants Released Under CSS for Infrastructural Facilities for Judiciary (as on 8/5/2018)* <<http://doj.gov.in/sites/default/files/Statement.pdf>> accessed 04 July 2019

²⁰ Standing Committee, *Ninety-Sixth Report, Demands for Grants (2018-19)* [n 3] 4; See also Suo Moto WP(C) No.2 of 2018 Report on Central Funding on Infrastructure of Subordinate Judiciary, Access to the report was provided on request by the Senior Advocate appointed as amicus curiae in the matter.

sharing basis, meaning that the State Governments have had to match the grants from the Central Government in ratios of either 50:50²¹ or 60:40²² or 75:25²³ with the Centre contributing the greater share. The formula for the Himalayan States²⁴ and North Eastern States²⁵ (hereinafter “NE States”) has been 90:10 with the State Governments having to contribute only 10%.²⁶

Despite the large infusion of funds, there appears to have been no independent evaluation of this particular Scheme for Judicial Infrastructure even though repeated requests have been made for such an evaluation by the Parliamentary Standing Committee on Personnel, Public Grievances, Law and Justice²⁷. Although the Indian Legal Institute (hereinafter “ILI”) was approached by the Ministry of Law and Justice to conduct an evaluation²⁸, no report seems to be available in the public domain. Until now, the only evaluation report of the Scheme which is available in the public domain is the study undertaken by National Productivity Council (hereinafter “NPC”) in June 2017.²⁹ However, it must be kept in mind that the study was commissioned by the Department of

Justice (hereinafter “DoJ”), Ministry of Law & Justice of the Government of India, and while it satisfactorily identified the bottlenecks in implementation of the Scheme by the State Governments there was little critical evaluation of the shortcomings of the Central Government’s execution of the Scheme.

Given the absence of any comprehensive evaluation of this Scheme, we decided to study the implementation of this particular Scheme since the issue of judicial infrastructure is one of the core areas of focus of the Justice, Access and Lowering Delays in India (JALDI) at the Vidhi Centre for Legal Policy.

The outline of our report is as follows: We first outline the methodology by which we collected information and official documents for the purpose of this report. We then elaborate upon the structure and evolution of the Scheme. In the fourth chapter, we critically evaluate the limitations and flaws of the Scheme as designed by the Central Government. In the final chapter, we look at the implementation challenges faced at the level of State Governments and High Courts.

²¹ Response to Unstarred Question No. 479 [n 17]

²² Department of Justice, Revision of Funding Pattern (15 December 2015) [n 53] para 3

²³ Department of Justice, Revision of Guidelines (15 July 2011) [n 47] para 3.1

²⁴ Himachal Pradesh, Jammu & Kashmir and Uttarakhand

²⁵ Arunachal Pradesh, Assam, Mizoram, Meghalaya, Tripura, Nagaland, Manipur and Sikkim

²⁶ Department of Justice, *Revision of Funding Pattern* (15 December 2015) [n 53] para 3

²⁷ Department-Related Parliamentary Standing Committee on Personnel, Public Grievances, Law and Justice, *Fifty Second Report, Demands for Grants (2012-13) of the Ministry of Law and Justice* (Rajya Sabha) (21 May 2012) para 6.15; Department-Related Parliamentary Standing Committee on Personnel, Public Grievances, Law and Justice, *Fifty Eighth Report, Demands for Grants (2013-14) of the Ministry of Law and Justice* (Rajya Sabha) (25 April 2013) para 6.2

²⁸ Department-Related Parliamentary Standing Committee On Personnel, Public Grievances, Law And Justice, *Seventy First Report on Action Taken Replies of the Government on the Recommendations/Observations contained in the 58 Report on Demands for Grants (2013-14) of the Ministry of Law and Justice* (Rajya Sabha) (17 February 2014) para 6.1.2

²⁹ Economic Services Group: National Productivity Council, *Evaluation Study of Centrally Sponsored Scheme (CSS) for Development of Infrastructure Facilities for the Subordinate Judiciary During XII Plan* (New Delhi 2007) <<http://doj.gov.in/sites/default/files/CSS-%20Final%20Report-%20%281%29.pdf>> accessed 04 July 2019

Chapter 2: Methodology

We relied on two sources of information for undertaking this study. The first source of information was various official documents and reports which were available in the public domain. The second source of information were responses that we received against the requests filed under the Right to Information Act, 2005 (hereinafter “RTI Act”) with the Law Departments of all the States, High Courts and the DoJ. Our questions largely pertained to proposals prepared by the State Judiciary and Law Departments under the Scheme, the amount that was sanctioned by the Centre and the States against their respective shares and the utilisation of this amount.

A separate RTI application was filed with the DoJ. The DoJ is responsible for the implementation of the CSS. In our RTI application with the DoJ we sought information regarding proposals and Utilisation Certificates (hereinafter “UCs”) submitted by the States under the Scheme.³⁰ The DoJ in response, denied having the information in the desired format and invited us to visit the record room to inspect the documents. Accordingly, we visited the DoJ and met with the Public Information Officer (hereinafter “PIO”) who refused to cooperate with our request to physically examine the records related to the implementation of the Scheme.

We then attempted an alternative strategy. From the

sanctioning orders for the Scheme available on the DoJ website³¹ we deciphered the file numbers for the individual files containing the correspondence between the DoJ and State Governments in relation to the Scheme. We thereafter filed a fresh request under the RTI Act specifying the file numbers that we wanted to inspect.³² This time around the DoJ cooperated and we were allowed to inspect the files and after noting down the relevant page numbers from the files, on a written application, photocopies of the same were made available to us.

In this way we obtained file notings and correspondence between the DoJ and 14 States³³ for which we had received comprehensive RTI responses from the State Judiciary and the Law Department. The communication between them gave us an insight into the workings of the fiscal federalism in the context of the Scheme. It helped us identify the challenges that plague the implementation of the Scheme at the level of the Central Government as well as various State Governments.

Since most of the correspondence that we received starts from the period of the 12th Five-Year Plan (2012-17) where the Central contribution to the Scheme was also the highest, our evaluation is largely confined to the operation of the Scheme in this period.

³⁰ RTI Registration No.: JUSTC/R/2018/52714, Request filed before the Department of Justice (06 December 2018)

³¹ The sanctioning orders for the years 2015-16 to 2019-20 can be accessed on the website of DoJ at <<http://doj.gov.in/other-programmes/centrally-sponsored-scheme-development-infrastructure-facilities-judiciary>>

³² RTI Registration No.: JUSTC/R/2019/50717, Request filed before the Department of Justice (26 March 2019); RTI Registration No.: JUSTC/R/2019/50835, Request filed before the Department of Justice (09 April 2019)

³³ Bihar, Gujarat, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Meghalaya, Punjab & Haryana, Tamil Nadu, Uttar Pradesh and Uttarakhand.

Chapter 3: Origin & Evolution of the CSS for Judicial Infrastructure

As mentioned earlier in the introduction to this report, due to the nature of fiscal federalism in India, the Central Government has always had access to more tax revenue than the State Governments.³⁴ These deeper pockets, coupled with centralised planning by the Planning Commission resulted in a culture wherein planners sitting in New Delhi would recommend specific allocations to States for schemes deemed to be a priority by the Central Government. Pursuant to these recommendations, the Central Government exercising powers under Article 282 of the Constitution makes grants to States for different schemes. State Governments have little room to influence the design of such a scheme and the Central Government tends to prescribe a one size fits all formula. The lack of flexibility in the design of various Centrally Sponsored Schemes has been an issue of tension in the arena of fiscal federalism. Economists like Dr. Y. V. Reddy and Dr. G. R. Reddy have criticised such schemes because it hampers the ability of State Governments to use Central funding as per their unique needs.³⁵ These concerns have been echoed by Chief Ministers, who have called for more flexibility in the framing of these schemes so that the States are not confined to “one-size-fits-all” model and can cater to their specific needs during implementation.³⁶

A simple overview of the main parameters of the CSS for Judicial Infrastructure is provided below.

A. Origins & Funds Disbursed Over the Years

As mentioned earlier, the CSS for Judicial Infrastructure was conceived in 1993 by the Central Government after the Malimath Committee on Arrears recommended Central assistance for building judicial infrastructure in States.³⁷ The funds provided under the Scheme to the respective State Governments have progressively increased over the years.³⁸ An amount of Rs. 180.43 crores provided by the Central Government for implementing this Scheme during the 8th Five-Year Plan, i.e. from 1993-94 to 1996-97.³⁹ The aggregate release between 1993 to 2011 was a paltry Rs. 1245.35 crores.⁴⁰ The yearly release during this period averaged at a paltry Rs. 69.18 crores per year for all States/Union

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³⁴ Reddy, *Indian Fiscal Federalism* [n 35], page 67; See also TM Thomas Isaac, R. Mohan, and Lekha Chakraborty, 'Challenges to Indian Fiscal Federalism', *Economic & Political Weekly* 54, no. 9 (2019) 33.

³⁵ Dr. Y. V. Reddy and Dr. G. R. Reddy, *Indian Fiscal Federalism* (1st edn, Oxford University Press 2019) 76-77

³⁶ Niti Ayog, *Report of the Sub-Group of Chief Ministers on Rationalisation of Centrally Sponsored Schemes* (October 2015) 27-28 <<https://niti.gov.in/writereaddata/files/Final%20Report%20of%20the%20Sub-Group%20submitter%20to%20PM.pdf>> accessed 04 July 2019

³⁷ Response to Unstarred Question No. 479 [n 17]; The Report Of The Arrears Committee 1989-1990, 48, 58-59 [n 7]

³⁸ Department of Justice, *Statement Giving Grants* [n 19]

³⁹ Department-Related Parliamentary Standing Committee On Home Affairs, *Fifty-Sixth Report On The Demands For Grants (1999-2000) of The Ministry of Law, Justice And Company Affairs* (Rajya Sabha) (19 April 1999) para 26.1 <http://164.100.47.5/rs/book2/reports/home_aff/56_rep.html> accessed 04 July 2019

⁴⁰ Department of Justice, *Statement Giving Grants* [n 19]

Territories (hereinafter “UTs”) combined. It was only in 2011-12, under the UPA-II Government, that funds released under this Scheme were substantially hiked to Rs. 595.74 crores.⁴¹ This hike in spending was preceded by a Report of the Working Group for the 12th Five-Year Plan (2012-2017) in 2011, which stated that:

“The allocation provided under CSS so far has been highly inadequate and disproportionate to the needs of [the] judiciary. To illustrate the point during [the] 11th Five-Year Plan, Rs. 701.08 crores only has been allocated which comes to an average of a meagre Rs. 20.00 crores for 5 years (approx) each for 35 States/UTs. A fresh assessment of requirement of infrastructure for subordinate courts revealed that funds to the tune of

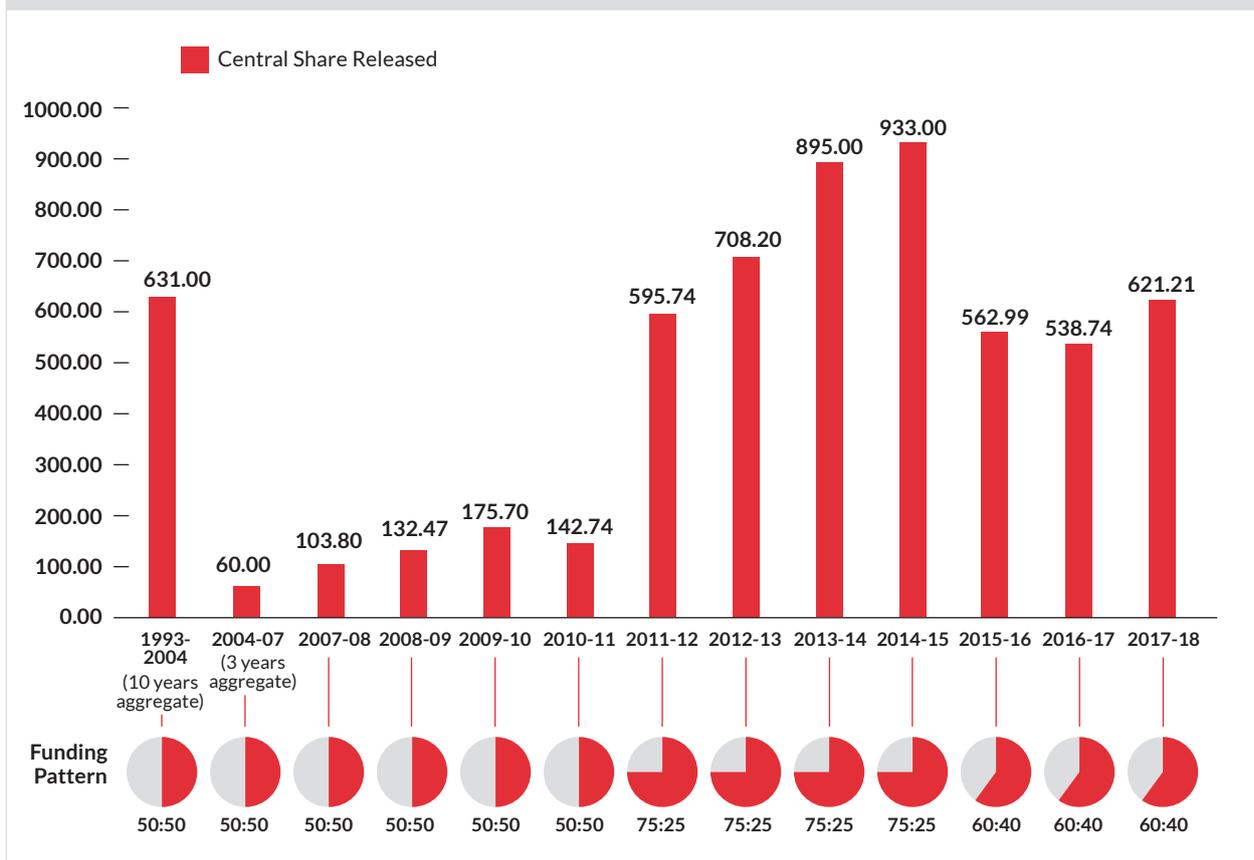
Rs.7346 crores were needed.”⁴²

As a result of the decision to hike the budget for judicial infrastructure in the 12th Five-Year plan, the funds released by the Central Government under this Scheme has averaged at approximately Rs. 693 crores every year starting from 2011. As of May 8, 2018, an amount of Rs. 6100.24 crores has been released as grants by the Centre to the States under this Scheme.⁴³

Chart 1 provides an illustration of the grants released over the last 25 years under the CSS for Judicial Infrastructure.⁴⁴

Chart 2 provides an illustration of the grants released

Chart 1: Total Central Share Released and Sharing Pattern Between 1993 and 2018 (in Rs. Crores)



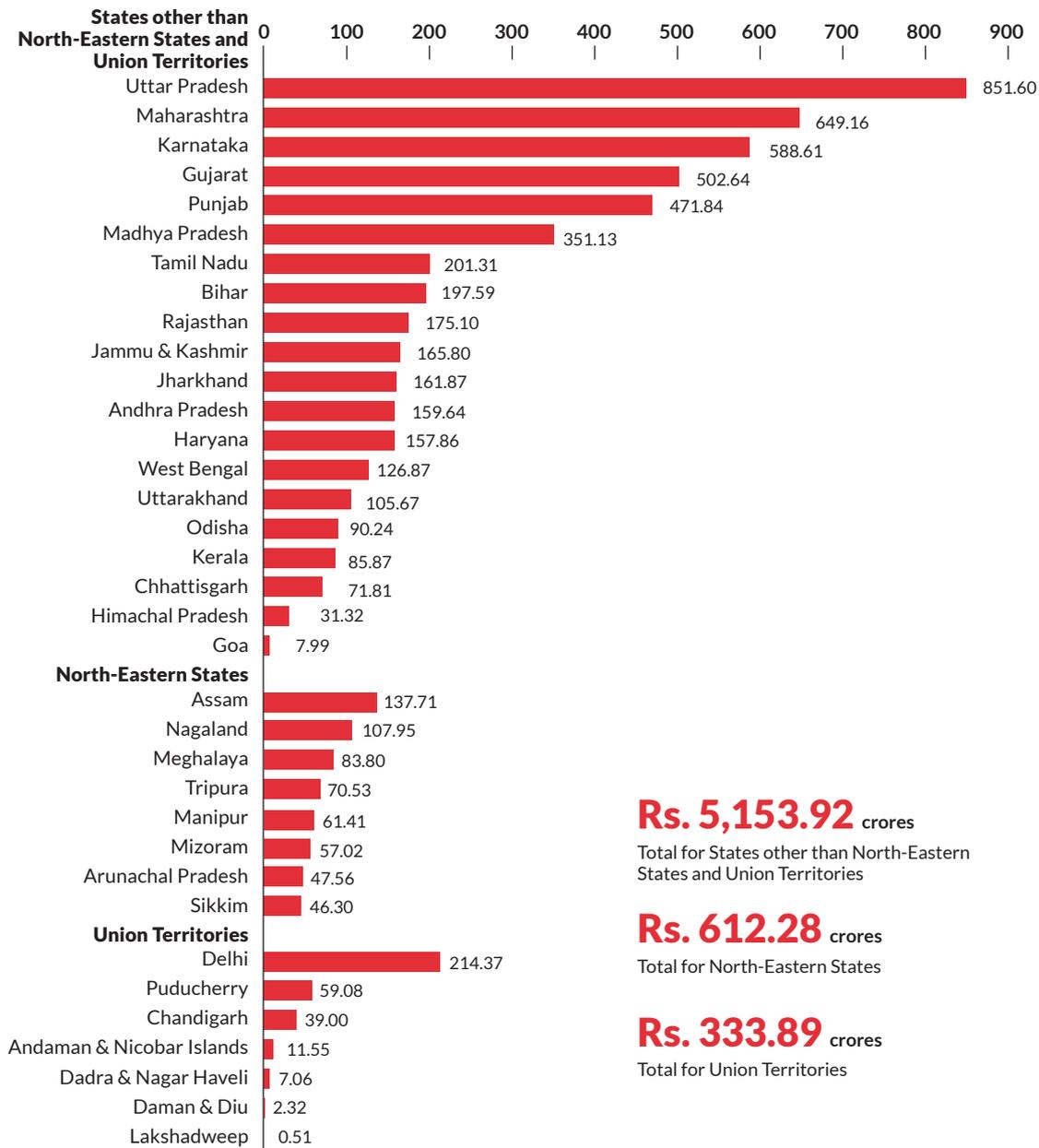
⁴¹ ibid

⁴² Department of Justice, *Report of the Working Group for the Twelfth Five Year Plan (2012-17)* (September 2011) 14 <http://planningcommission.nic.in/aboutus/committee/wrkgrp12/wg_law.pdf> accessed 04 July 2019

⁴³ Department of Justice, *Statement Giving Grants* [n 19]

⁴⁴ Source: For figures on central share for years between 1993-2004 see Department-Related Parliamentary Standing Committee on Personnel, Public Grievances, Law and Justice, *Twentieth Report on Demands for Grants (2007-08) of the Ministry of Law and Justice* (Rajya Sabha) (10 May 2007); For years 2007-2011 see Department-Related Parliamentary Standing Committee On Personnel, Public Grievances, Law And Justice, *Sixty Seventh Report, Infrastructure Development And Strengthening Of Subordinate Courts* (Rajya Sabha) (06 February 2014) 1; For all other years see Department of Justice, *Statement Giving Grants* [n 19]

Chart 2: State-Wise Central Share Released Between 1993-94 and 2018-19 (in Rs. Crores)



over the last 25 years, to each State, under the CSS for Judicial Infrastructure⁴⁵:

B. What can the CSS Funds be Spent on?

The amount received by each State under this Scheme,

varies as per the conditions laid down by the Central Government for that year. As originally conceived, the Scheme covered the construction of court buildings and residential quarters for judges of the High Courts and District Judiciary while forbidding the use of these funds on routine maintenance and upkeep of courts.⁴⁶ In 2011, the objectives of the Scheme were narrowed

⁴⁵ Department of Justice, *Statement Giving Grants* [n 19]

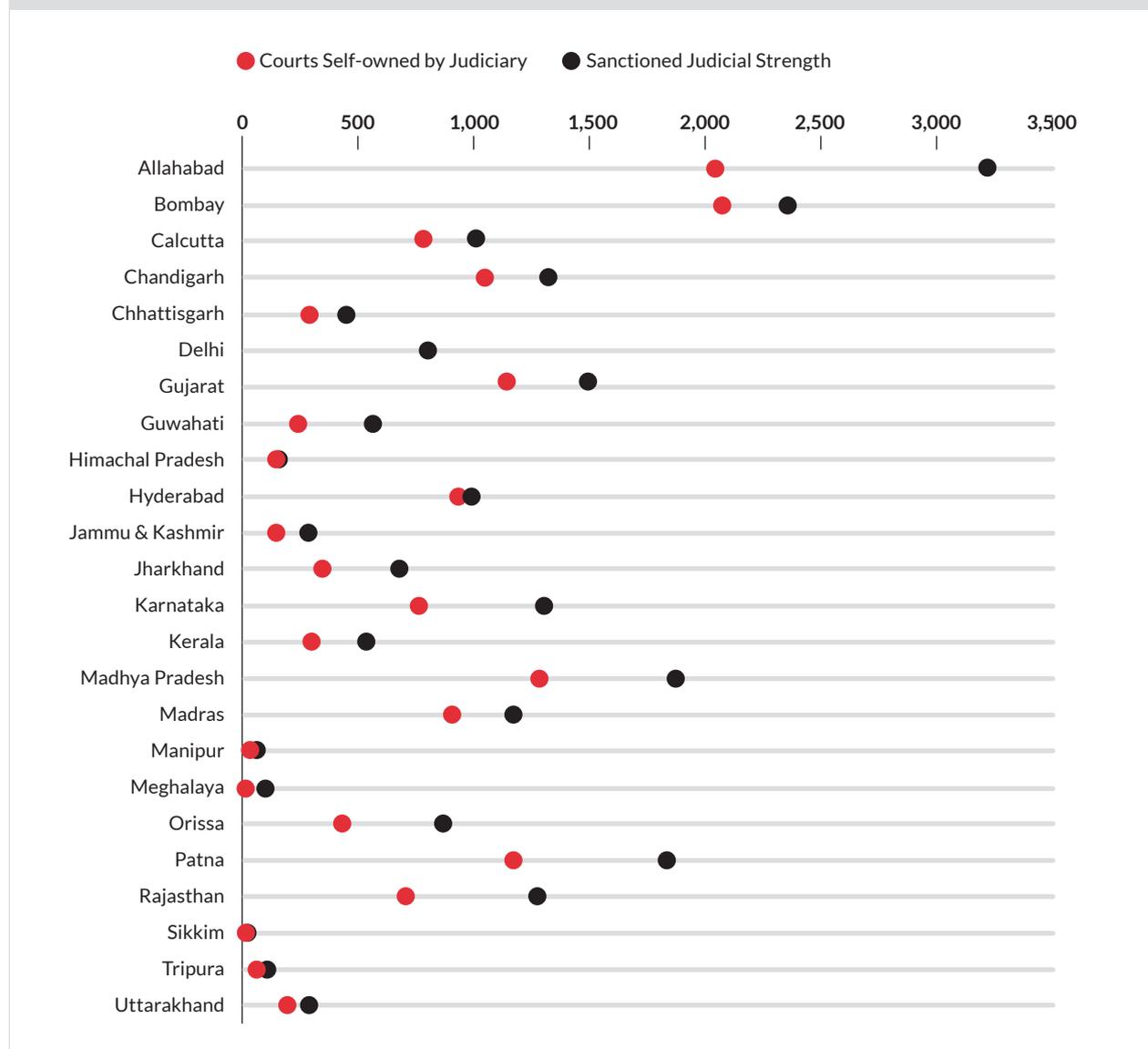
⁴⁶ No. 11017/2/99-JUS (M), Department of Justice, *Guidelines regarding implementation of the Centrally Sponsored Scheme relating to development of infrastructural facilities for the Judiciary* (26 May 1999) para 1 <http://doj.gov.in/sites/default/files/Guidelines-old_0.pdf> accessed 04 July 2019

down to construction of infrastructure only for the District Judiciary, excluding the High Courts from the purview of the Scheme.⁴⁷ This has remained unchanged since 2011 and rightly so, since the shortage in judicial infrastructure is felt most acutely at the level of the District Judiciary. The gap between the courtrooms owned by the judiciary and the sanctioned strength of the District Judiciary within the jurisdiction of each High Court can be seen in Chart 3⁴⁸ below.

C. How Much Does the State Government have to Contribute Towards the Scheme?

As originally conceived, the Government of India allocated funding on a 50:50 basis wherein the State would have to match the Centre's contribution.⁴⁹ It was

Chart 3: Sanctioned Strength of the District Judiciary Vis-a-Vis Court Halls Owned by the Judiciary



⁴⁷ No. J-I2021/6/2011-JR, Department of Justice, Order: Centrally Sponsored Scheme for Development of Infrastructure Facilities for the Judiciary - Revision of Guidelines (15 July 2011) para 3.1 <http://doj.gov.in/sites/default/files/CSS0001_1.pdf> accessed 04 July 2019

⁴⁸ For sanctioned strength see Supreme Court, Annual Report [n 1] See Annexure A; For number of court halls owned by the judiciary see Nyaya Vikas Portal [n 58]. See Annexure B1 & B2

⁴⁹ Response to Unstarred Question No. 479 [n 17]

recognised that the release by the Central Government under the Scheme was very low and therefore the Central Government decided to increase its share to 75% in 2011.⁵⁰ In 2015, because the 14th Finance Commission increased the share of devolution of taxes from 32% to 42%⁵¹, the share of Central assistance was again reduced to 60%.⁵² However for the NE States, the Centre has contributed along the 90:10 sharing pattern and in 2015, three Himalayan states namely, Himachal Pradesh, Jammu & Kashmir and Uttarakhand were included in the coverage with the 90:10 sharing pattern.⁵³

As will be explained later in this report, there is considerable confusion amongst the State Governments on the actual working of this sharing formula. The Centre releases its share based on the funds available with it and expects the States to contribute the remaining share depending on the sharing pattern prevailing at the time. Contrary to this, most State Governments seem to presume that the Centre will allocate its share keeping in mind the requirement projected by the State in the Action Plan. The scale of this confusion is obvious from the correspondence that we examined between the DoJ and the State Governments.⁵⁴ The implications of such a miscalculation, can be grave for the balance sheets of State Governments.

D. What is the Documentation Required by the DoJ to Sanction Funds Under this Scheme?

A State Government interested in applying for a grant under this Scheme has to comply with certain mandatory conditions. Until 2017, the only mandatory condition for release of grants to States was the submission of an Action Plan and UCs to the Central Government. The Action Plan includes details

regarding funds required for new projects and for completion of ongoing projects. The UC on the other hand requires States to certify that they have already spent the earlier grants received under this Scheme.

In the year 2017-2018, the Centre asked the States to demonstrate the steps that they have undertaken to fulfil certain “desirable conditions” in addition to the above mentioned mandatory conditions.⁵⁵ These “desirable conditions” included reduction in pendency and vacancies, as well as improving commercial courts, electronic case management system, e-courts friendly infrastructure, and model courts, among others

Until 2017, the only mandatory condition for release of grants to States was the submission of an Action Plan and UCs to the Central Government.

parameters.⁵⁶ These criteria make little sense as they seem to be general in nature and have little bearing on the end goal of the Scheme, which is to ensure the provision of adequate judicial infrastructure for the District Judiciary. Thankfully in 2017, when the Union Cabinet took the decision to continue the CSS for Judicial Infrastructure for another 3 years, the criteria for release of funds was revised from 2018-19 onwards to add a more sensible formula that linked the release of funds to an assessment of the shortfall in courtrooms and residences for judges against the sanctioned strength of the District Judiciary in that State.⁵⁷

⁵⁰ Report of the Working Group, Department of Justice (15 July 2011) [n 42] 15-16; Revision of Guidelines (September 2011) [n 47] para 3.1

⁵¹ Fourteenth Finance Commission, Report, 90 para 8.13

⁵² NITI Ayog, Office Memorandum: Rationalization of the Centrally Sponsored Schemes Based on the recommendations and suggested course of action by the sub group of Chief Minister- approved by the Cabinet (17 August 2016) para 4.2 <<https://niti.gov.in/writereaddata/files/OM%20for%20circulating%20decision%20of%20the%20Cabinet%20on%20rationalisation%20of%20CSS.PDF>> accessed 15 July 2019

⁵³ No. J-13011/6/2015-JR, Department of Justice, Centrally Sponsored Scheme for Development of Infrastructure Facilities for the Judiciary-Revision of funding pattern (15 December 2015) para 3 <<http://doj.gov.in/sites/default/files/Revised-sharing-pattern.pdf>> accessed 05 July 2019

⁵⁴ File No. J-11017/18/2015- JR [n 97] 204; File No. J-11017/28/2015- JR [n 99] 249; File No. J-11017/13/2015- JR [n 100] 129

⁵⁵ No. J-11017/01/2017- JR, Department of Justice, Revised Guidelines: Implementation of Centrally Sponsored Scheme for Development of Infrastructure Facilities for the Judiciary - Revision of Guidelines (13 April 2017) para 6 <<http://doj.gov.in/sites/default/files/revised-guidelines-13.4.2017.pdf>> accessed 05 July 2019

⁵⁶ ibid

⁵⁷ No. J-11017/01/2017- JR, Department of Justice, Revised Guidelines: Centrally Sponsored Scheme (CSS) for Development of Infrastructure Facilities for the Judiciary (16 May 2018) para 6-8 <<http://doj.gov.in/sites/default/files/CSS%20Revised%20GL%282018-19%29%20%281%29.PDF>> accessed 05 July 2019

Chapter 4: Flaws in Design & Practice at the Central Level

Successfully implementing a CSS is a complex exercise because of the sheer logistics involved in planning and coordination with all State Governments across the country. This Scheme is perhaps one of the more complicated schemes because it requires coordination with the judiciary as well. It is therefore critical that such schemes be well conceptualised and designed at the outset to ensure transparency, accountability and efficiency. The CSS for Judicial Infrastructure is lacking in all three components as will be discussed below.

A. Lack of Transparency Regarding Outcomes

One of the key challenges in measuring the success or failure of the CSS for Judicial Infrastructure is the dearth of basic information on the number of courtrooms built under this Scheme. This is surprising, given that the point of this Scheme was to build courtrooms to augment existing capacity. Ideally, this information should have been captured in the UCs required to be submitted by State Governments to the Centre certifying that previous

grants have been utilised. However as per the present format of the UCs, States are not required to provide specific information on the number of courtrooms or residences that were built out of the grants under the Scheme. The only information made publicly available by the DoJ appears to be the consolidated list of courtrooms in different States which includes rented courtrooms, makeshift courtrooms, courtrooms that are owned by the Central/State Governments.⁵⁸ From the consolidated figures it is difficult to ascertain whether the courtrooms were built under this Scheme or provisioned for exclusively by the State Governments. The accuracy of this information too is highly doubtful. For example, in a recent report of the Parliamentary Standing Committee on Personnel Public Grievances Law and Justice, tabled in Parliament on 14th March 2018, it was observed that a total number of 17,817 courtrooms are available in India.⁵⁹ This figure is however not representative of the number of courtrooms that are actually owned by the District Judiciary. As per another list released by the DoJ in 2018 on the Nyaya Vikas Portal (hereinafter “Portal”), the District Judiciary owns only 15,042 courtrooms, while 2,893 are owned by the Central/State Government and another 509 are rented, presumably from private parties. (Chart 4⁶⁰)

Even these figures may not be entirely accurate because they do not match the figures provided by some of the High Courts in the affidavits filed before the Supreme Court in the ongoing case *In Re: Filling Vacancies*.⁶¹ In the case of the Bombay High Court for example the figures given in the affidavit filed before the Supreme Court suggest that there are 1,763 court halls owned by the judiciary, 314 makeshift court halls, 69 court halls owned

There is a difference of a few hundred court halls between the figure provided by the High Court in its affidavit and the list from the DoJ.

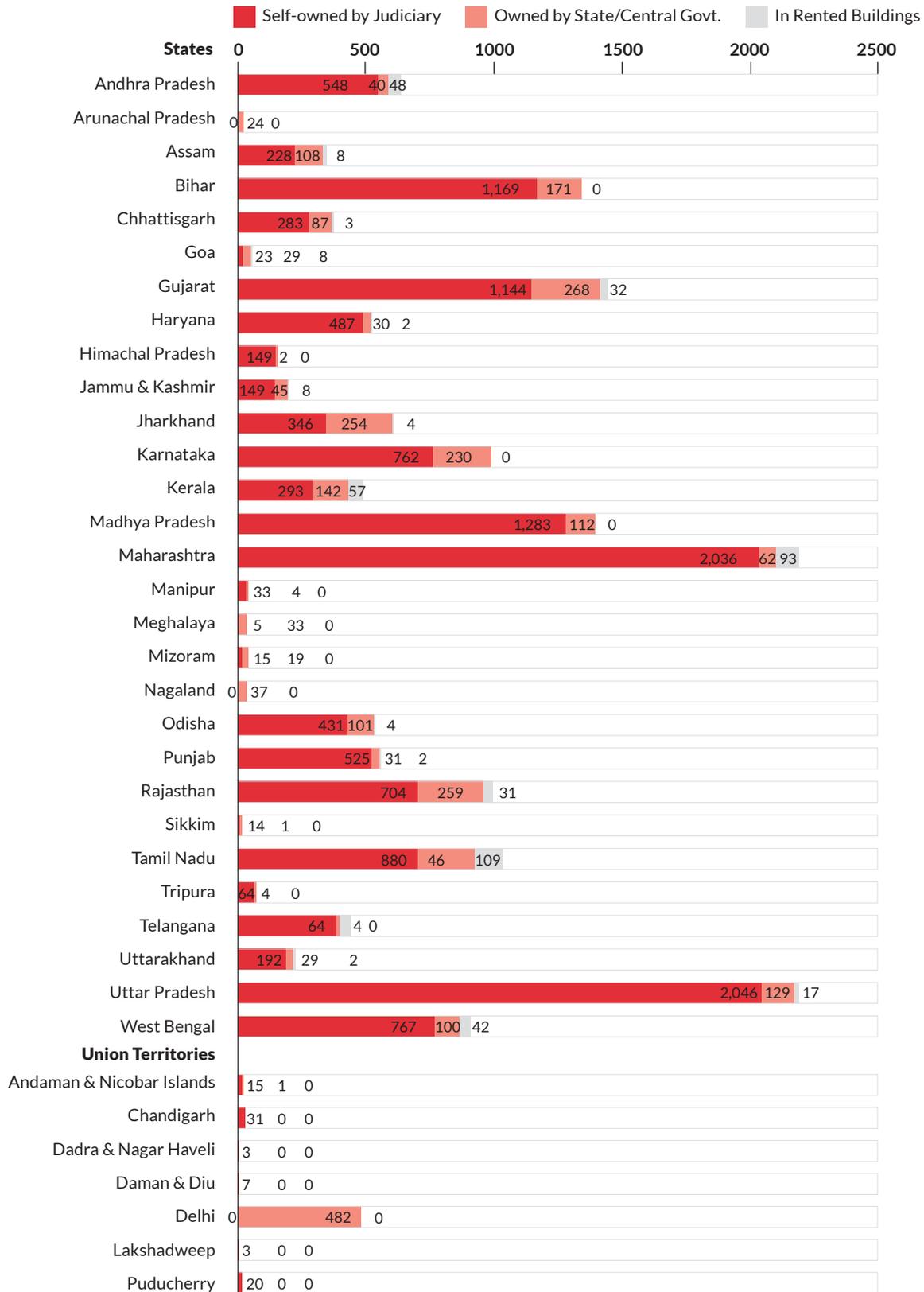
⁵⁸ Department of Justice, Nyaya Vikas Portal, *Information on Infrastructure Development for Court Halls as on 31 March 2018* <<http://bhuvan-rcc.npsc.gov.in/nyayavikas/images/CH.pdf>> accessed on 05 July 2019. See Annexure B1 & B2

⁵⁹ Standing Committee, *Ninety-Sixth Report, Demands for Grants (2018-19)* [n 3], 46

⁶⁰ Nyaya Vikas Portal [n 58]

⁶¹ SC Suo Moto WP(C) 02/2018; Access to the affidavits filed by the High Court of Allahabad, High Court of Bombay, High Court of Chhattisgarh, High Court of Gauhati, High Court of Manipur and High Court of Meghalaya was provided on request by the Senior Advocate appointed as amicus curiae in the matter.

Chart 4: Breakup of Courtrooms Available to the Judiciary as on March 2018



by the Central/State Government and 101 court halls that are running out of rented buildings.⁶² As per the aforementioned DoJ list published in 2018, the State of Maharashtra has 2036 court halls that are owned by the judiciary, 62 court halls that are owned by the State Government and 93 court halls which are operating in rented buildings.⁶³ There is a difference of a few hundred court halls between the figure provided by the High Court in its affidavit and the list provided by the DoJ.

We had requested⁶⁴ the DoJ to provide us with state-wise details of courtrooms and residential units that were built under the Scheme since 1993 to which the DoJ replied that it has uploaded the data on the Portal without giving a copy of the statement it was referring to. As stated above the data on the Portal does not corroborate the data provided by the High Courts and neither of the two give the accurate numbers regarding the number of courtrooms and residential units built specifically under the Scheme.

B. Lack of Transparency in Allocation of Funds by the Centre

One of the challenges of the CSS for Judicial Infrastructure is the distribution of funds amongst different States. This has been a politically sensitive issue with some States alleging discrimination since

Prima facie, it appears, that the States are awarded assistance based on the number of judges in each State rather than the shortage of court halls which should be the guiding factor.

their State level opponents control power in the Central Government.⁶⁵ It is therefore critical that such schemes are transparently executed. Apart from the issue of political sensitivities, such transparency also helps in ensuring greater administrative efficiency.

Ideally, a scheme like the one for judicial infrastructure should be allocating funds based on an appraisal of the Action Plans submitted by the State Governments outlining their needs. It however appears that the Action Plans which are submitted by the State Governments are not given due consideration by the DoJ while releasing funds. The amount that is allocated to each State appears to be arrived at in an arbitrary fashion. On the examination of sanctioning orders between FY 2015-2016 to FY 2019-2020, which are basically letters from the DoJ to State Governments informing them of the amount being sanctioned for their State, it was found that the DoJ never explained to the States the formula that it followed while making State level allocations.

Prima facie, it appears, that the States are awarded assistance based on the number of judges in each State rather than the shortage of court halls which should be the guiding factor. We observed that States like Madhya Pradesh, Maharashtra, Karnataka which have a larger district judiciary than most other States got a standard amount of Rs. 50 crores for each of the last three years (i.e. FY 2015-2016 to FY 2018-2019). This is represented in Chart 5⁶⁶ on page 17. On the other hand, Odisha has not received any funds from the Centre from 2014 onwards and the reason for this has not been provided anywhere. The lack of transparency in this regard is problematic and affects efficiency.

C. Lack of a Transparent Mechanism for Monitoring & Evaluation

The guidelines⁶⁷ prescribed by the DoJ under this

⁶² High Court of Judicature at Bombay, Suo Moto W.P. (Civil) No. 2 of 2018 SC (31 October 2018) 6

⁶³ Nyaya Vikas Portal [n 58]

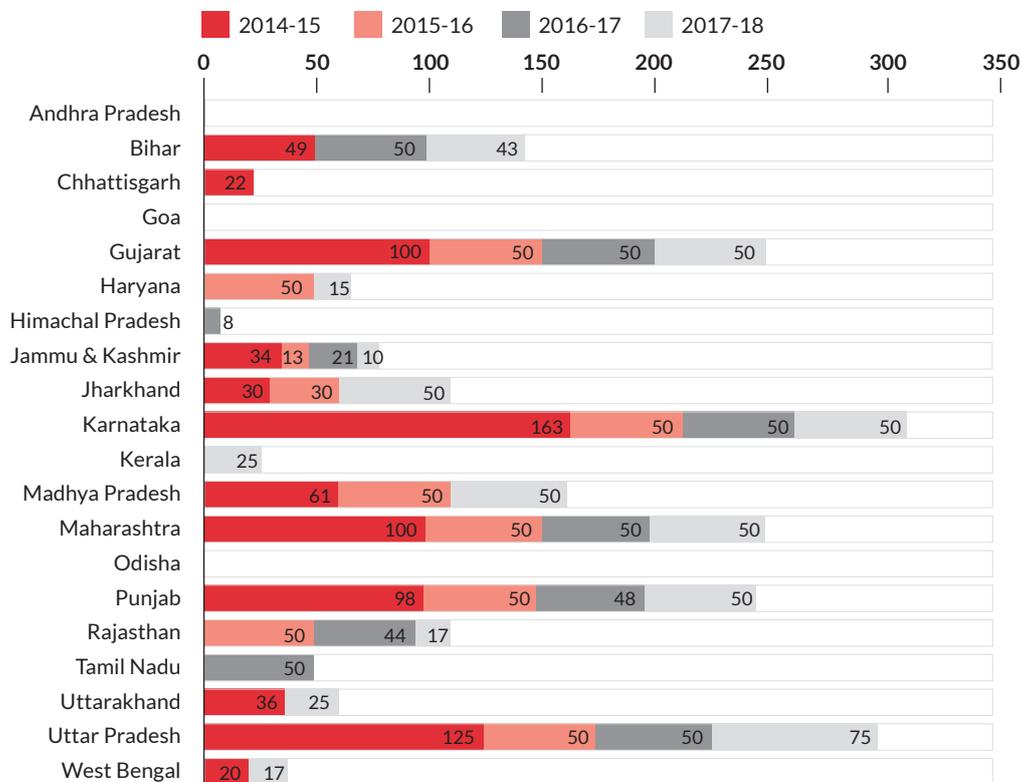
⁶⁴ RTI Registration no. JUSTC/R/2019/51549, Request filed before the Department of Justice (4 July 2019)

⁶⁵ 'BJP accuses UPA of discrimination in development schemes' *Times of India* (New Delhi August 2010) accessible at: <<https://timesofindia.india-times.com/india/BJP-accuses-UPA-of-discrimination-in-development-schemes/articleshow/6339549.cms>> accessed 08 July 2019

⁶⁶ The sanctioning orders for the years 2015-16 to 2019-20 can be accessed on the website of DoJ at <<http://doj.gov.in/other-programmes/centrally-sponsored-scheme-development-infrastructure-facilities-judiciary>>

⁶⁷ Department of Justice, *Handbook on Revised Guidelines for the Implementation of Centrally Sponsored Scheme for Development of Infrastructure Facilities for Judiciary* (2018-19) 9 <http://doj.gov.in/sites/default/files/Handbook%20on%20Revised%20Guidelines%20of%20CSS1_0.pdf> accessed 05 July 2019

**Chart 5: Central Share Released Since 2014-2015
(in Rs. Crores)**



require the setting up of a three-tiered monitoring structure at the District, State and Central levels to ensure smooth and efficient coordination between the Judiciary and the Executive. The District Level Committee comprises of the District Judge, District Collector and the Chief Engineer of the Public Works Department (“PWD”). The reports of the District Level Committees are then sent to the High Court Level Monitoring Committee (Monitoring Committee) which includes portfolio judges in charge of infrastructure, Registrar General of the High Court, Law/Home Secretary of State and the Secretary of the State PWD. There is also a Central Level Monitoring Committee in the DoJ which comprises of Secretary of the DoJ, representatives from all States (Department of Law/Home, High Courts, PWD) Joint Secretary of the DoJ, Financial Advisor (Ministry of Law and Justice) with the Deputy Secretary of the DoJ as the convener.⁶⁸

The Monitoring Committees are required to meet every six months (or earlier if necessary) and monitor

adherence to the timelines contemplated in the implementation of the Scheme. This allows for the process to be periodically reviewed. In the absence of proactively published records of the proceedings of these Committees it is difficult to ascertain whether they do perform the duties assigned to them under the Scheme.

Further, these Committees usually include only the functionaries responsible for executing the Scheme. Other stakeholders in the legal system such as lawyers and litigants, independent domain experts i.e. civil engineers or architects who are not from the PWD are not included in these Committees.

D. Poorly Designed Utilisation Certificates

The standard mechanism across all such schemes, to check against the parking of funds with the State Governments or implementing agencies, is to insist on

⁶⁸ ibid

the submission of UCs which certify the expenditure of previous grants. The release of future grants is usually tied to the expenditure of previous grants. In order to be of any use, a UC should be well designed so as to solicit useful information from the grantee. The format of the UCs prescribed⁶⁹ under the norms for this Scheme is however wholly inadequate in capturing useful information in the context of an infrastructure project.

The UCs that we inspected⁷⁰ did not give an actual picture of the material progress of the constructions being undertaken or even whether the expenditure was in fact incurred by the State Government. The latter scenario can be illustrated with an example we

The funds are deemed to be utilised the moment they are transferred to the construction agency regardless of whether construction under the project has begun.

came across in the DoJ files pertaining to Uttarakhand. A journalist in the State had sent a letter to the DoJ making allegations of irregularities with regard to a sum of Rs. 77.7 lakhs for construction of residential units.⁷¹ He had requested for an inquiry with regard to issuance of UCs.⁷² The Registrar General of the High Court of Uttarakhand, replying to the clarification sought by the DoJ in this matter submitted that the funds were transferred to the construction agency, i.e., the PWD.⁷³ The PWD furnished UCs after receiving the funds and the same were submitted to the DoJ.

The Registrar General further admitted that the funds are deemed to be utilised the moment they are transferred to the construction agency regardless of whether construction under the project has begun. The Registrar justified this citing the inability to effectively utilise funds within the same financial year for projects that involve construction of infrastructure. Such practices are encouraged by the release of assistance being contingent on submission of UCs, the Registrar added. At the conclusion of the inquiry by the High Court it was found that the sum of Rs. 77.7 lakhs which was under consideration remained unspent in the accounts of the construction agency and was finally surrendered to the State Government.⁷⁴ It is therefore important to design a UC in a manner that correlates the expenditure with the material progress of the construction works. This is a point that has been reiterated by the Rangarajan Committee in the context of other such schemes.⁷⁵

E. Inadequate Financial & Performance Audits of Projects

A key concern with public spending in India is corruption and pilferage of public funds. As a safeguard it is common to design a scheme in a manner that requires regular audits. Under this CSS for Judicial Infrastructure, all the sanctioning orders, releasing funds to the various State Governments, explicitly mention that the funds being transferred can be subjected to an audit by either the office of the Comptroller & Auditor General (hereinafter “CAG”) or the Principal Accounts Office of the DoJ.

After a search of the DoJ’s website revealed no audit reports for this Scheme, we filed an application under the RTI Act with the DoJ seeking details of the internal and external audits conducted on the Scheme. We received the following reply from the DoJ:

⁶⁹ The sanctioning orders of the DOJ mention that UCs have to be in the prescribed format that is GFR-19A. See [Annexure C](#)

⁷⁰ Submitted in GFR19A: File No. J-11017/24/2015- JR, Meghalaya (23 February 2018) 252; File No. J-11017/14/2015- JR, Haryana (22 May 2015) 67; File No. J-11017/21/2015- JR, Madhya Pradesh (27 August 2017) 198; File No. J-11017/32/2015- JR, Tamil Nadu (21 January 2016) 180; File No. J-11017/19/2015- JR, Kerala (05 June 2018) 166

⁷¹ File No. J-11017/35/2015- JR, Letter from Journalist, Jan Jagran (Uttarakhand) to Deputy Secretary to Government of India, Department of Justice (01 August 2016) 1

⁷² *ibid*

⁷³ File No. J-11017/35/2015- JR, Letter from Registrar General, High Court of Uttarakhand to Deputy Secretary to Government of India, Department of Justice (20 October 2016) 85. See [Annexure D](#)

⁷⁴ File No. J-11017/35/2015- JR, Letter from Registrar General, High Court of Uttarakhand to Principal Secretary, Law-cum-L.R., Govt. of Uttarakhand (01 July 2017) 128. See [Annexure E](#)

⁷⁵ Planning Commission, *Report of the High Level Expert Committee on Efficient Management of Public Expenditure* (July 2011) 25-26 <http://planningcommission.nic.in/reports/genrep/rep_hle.pdf> accessed 17 July 2019

“Grants under the Scheme are sanctioned as per the instructions and guidelines of the Scheme issued from time to time. With regard to audit it is mentioned that audit is conducted by the audit authorities with respect to all sanctions, releases and expenditure of the Government and not for a specific Scheme. Audit authorities conduct audit from time to time and as and when necessary. You may please further contact concerned Audit authorities in this regard.”⁷⁶

Under the RTI Act, a public authority is required by law to share with us the information contained in its records. If the authority lacks the information in question, it is required by law, to transfer the application to the authority which has such information.⁷⁷ The fact that the DoJ was unable to provide us with the audit reports should be taken as a tacit acceptance of the fact that it has never requested an audit of the CSS for Judicial Infrastructure internally. On the few occasions that the CAG did conduct financial and performance audits of the judiciary and the implementation of the Scheme in Kerala, Tamil Nadu and Uttar Pradesh, it found several worrying discrepancies.⁷⁸

The response given by the DoJ indicates that it is unaware of the audits conducted by the office of CAG and the consequent recommendations made in the reports to improve the financial and material performance of the scheme.

The picture at the State level is no different. The sanctioning orders from DoJ require that the details of amount spent by the State Government should be accompanied by an audit certificate but they do not

specify the parameters of the audit.⁷⁹ Some States do mention in their UC that their accounts are audited by the State authorities.⁸⁰ Out of the States we studied, only Kerala sent across the audit report to the DoJ.⁸¹

Apart from financial audits, it is important that construction intensive projects are also audited by technical experts. Monitoring of infrastructure requires constant spot inspections by domain experts to ensure the quality of construction so that less expenditure is incurred in maintenance at a later stage.⁸² Independent domain experts can contribute to this process. However, the DoJ’s guidelines under this Scheme do not require any such assessment to be made by the States.

F. Nyaya Vikas Portal

To mitigate the challenges of financial accountability, the Central Government has designed a host of IT platforms such as the Central Plan Schemes Monitoring System (CPSMS), Public Finance Management System (PFMS) by which all transfers and sanctions to State Governments are recorded in a single database. Undoubtedly these systems provide for better record keeping of public accounts but these cannot track physical achievement of targets under this Scheme.

In line with the trend towards e-governance platforms, the DoJ under orders from the Cabinet⁸³ launched the Nyaya Vikas Portal in 2018 to track the progress of the CSS for Judicial Infrastructure.⁸⁴ The Portal which is jointly developed by the DoJ and ISRO, allows

⁷⁶ RTI Registration No.: JUSTC/R/2019/51188, Request filed before the Department of Justice (21 May 2019)

⁷⁷ Right To Information Act, 2005 Section 6(3)

⁷⁸ Government of Kerala, *Report of the Comptroller and Auditor General of India on General And Social Sector* (March 2016) <https://cag.gov.in/sites/default/files/audit_report_files/Kerala_Report_No_5_Of_2017_On_General_And_Social_Sector.pdf> accessed 05 July 2019; Government of Tamil Nadu, ‘Chapter 2, Performance Audits,’ Report No.3 of 2017 - General and Social Sector (March 2016) <https://cag.gov.in/sites/default/files/audit_report_files/Chapter_2_Performance_Audits_of_Report_No.3_of_2017_-_General_and_Social_Sector%2C_Government_of_Tamil_Nadu.pdf> accessed 05 July 2019; Government of Uttar Pradesh, *Report of the Comptroller and Auditor General of India on General and Social Sector* (March 2016) <https://cag.gov.in/sites/default/files/audit_report_files/Report_No_2_of_2017_General_and_Social_Sector_Government_of_Uttar_Pradesh_0.pdf> accessed 05 July 2019

⁷⁹ All sanctioning orders issued by the DoJ for the FY 2019-20 contain the following line in paragraph 2- “The details of amount spent by the State Government along with audit certificate, utilisation certificate in the prescribed format (GFR- 19A) duly signed by the competent authority and physical achievements may please be sent to this Department at the earliest.” The sanctioning orders for the years 2015-16 to 2019-20 can be accessed on the website of DoJ at <<http://doj.gov.in/other-programmes/centrally-sponsored-scheme-development-infrastructure-facilities-judiciary>>

⁸⁰ File No.J-11017/19/2015- JR, Letter from Deputy Accountant General (SGS II), Kerala to Deputy Secretary, Home Ministry (04 June 2018) 253; File No.J-11017/19/2015- JR, Letter from Deputy Accountant General (SGS II) to Secretary to Government of India, Department of Justice (30 November 2018) 272; File No.J-11017/21/2015- JR, Form of Utilisation Certificate 2015-16 submitted in GFR 19-A, Letter from Project Director, Lok Nirman Vibhag, Project Implementation Unit, Madhya Pradesh (16 November 2014)

⁸¹ *ibid*

⁸² Economic Services Group: National Productivity Council Report [n 29]; see also David Seymour, Low Sui-Pheng “The quality debate.” *Construction Management and Economics* 8, no. 1 (1990): 13-29.

⁸³ File No. J-11017/07/2017-JR/715, Department of Justice, *Order: Continuation of Centrally Sponsored Scheme for Development of Infrastructure Facilities for the Judiciary* (29 November 2017) <<http://doj.gov.in/sites/default/files/CSS%20Order%20%281%29.pdf>> accessed 05 July 2019

⁸⁴ Department of Justice, *Revised Guidelines* (16 May 2018) [n 57] para 12-13

for geo tagging of projects and was based on a pilot conducted in five states.⁸⁵

A Central user can add details regarding the funds being released to the States and can monitor the progress of projects.⁸⁶ Similarly, the State user can upload the UCs and the project details of works situated in the entire State.⁸⁷ The physical progress can also be captured by the Portal since it allows for a surveyor at the local level to capture images and enter the details of the project in the Portal.⁸⁸ A moderator approves the details fed by the surveyor.⁸⁹ All access to the Portal is restricted to the surveyors, moderators and Central users appointed to perform the functions assigned to them.

The online monitoring system does not seem to have become functional even after one year of its introduction.

The idea of this Portal can be seen as a significant step towards ensuring that the material progress of the Scheme is covered via the accountability enforcing structures. However there are certain limitations; firstly it does not include the quality of construction as a criteria for evaluation. An attempt to better the judicial infrastructure would keep in mind the quality of construction of the project so that additional money is not spent on maintenance in the future. This need is not addressed by the Portal. Secondly by making the details of the project accessible only to the appointed

surveyors, moderators, nodal officers and Central users the system does a disservice to the requirement of transparency in the management of public finance.

Theoretical concerns apart, in practice, the online monitoring system does not seem to have become functional even after one year of its introduction. In a meeting between the functionaries of the Allahabad High Court and the Secretary, Department of Justice, the High Court complained that the State Government has not provided them with any information with regard to appointment of surveyors/moderators/nodal officers. This information gap was communicated to the DoJ as early as July 2018, months after initiating the online monitoring system.⁹⁰

In order to gather information on whether surveyors, moderators, and nodal officers had been appointed at the state level for entering the data into the online monitoring system, we filed two separate requests with the DoJ in June 2019. With regard to appointment of surveyors, moderators and nodal officers at the state level the following reply was received:

“Surveyors, moderators and nodal officers are being appointed by State Governments for geotagging Judicial Infrastructure Projects. This process is still in process. For further details you may please contact concerned State Governments/UT Administrations.”⁹¹

It is highly unlikely that State Governments will be invested in filling up data on a platform controlled entirely by the Central Government. Moreover the fact that the DoJ appears to have no information on this aspect is indication enough that the Portal is not being used by the State Governments. Usage of technology without clarity of purpose would not fulfill the objective of monitoring under this Scheme.

⁸⁵ File No.J-11017/19/2015- JR, Centrally Sponsored Scheme for the Development of Infrastructure for Subordinate Judiciary State Visit Report: Kerala (20 December 2017) 117

⁸⁶ Department of Justice, *Nyaya Vikas User Manual* <http://doj.gov.in/sites/default/files/User%20Manual_Nyaya%20Vikas%20Web%20Portal%20and%20Mobile%20App.pdf> accessed 16 July 2019

⁸⁷ *ibid*

⁸⁸ *ibid*

⁸⁹ *ibid*

⁹⁰ File No.J-11017/36/2015- JR, Meeting with Secretary Justice, Allahabad High Court (02 July 2018) 283. See [Annexure F](#)

⁹¹ RTI Registration No.: JUSTC/R/2019/51364, Request filed before the Department of Justice (11 June 2016)

Chapter 5: Challenges in Implementing the Scheme at the State Level

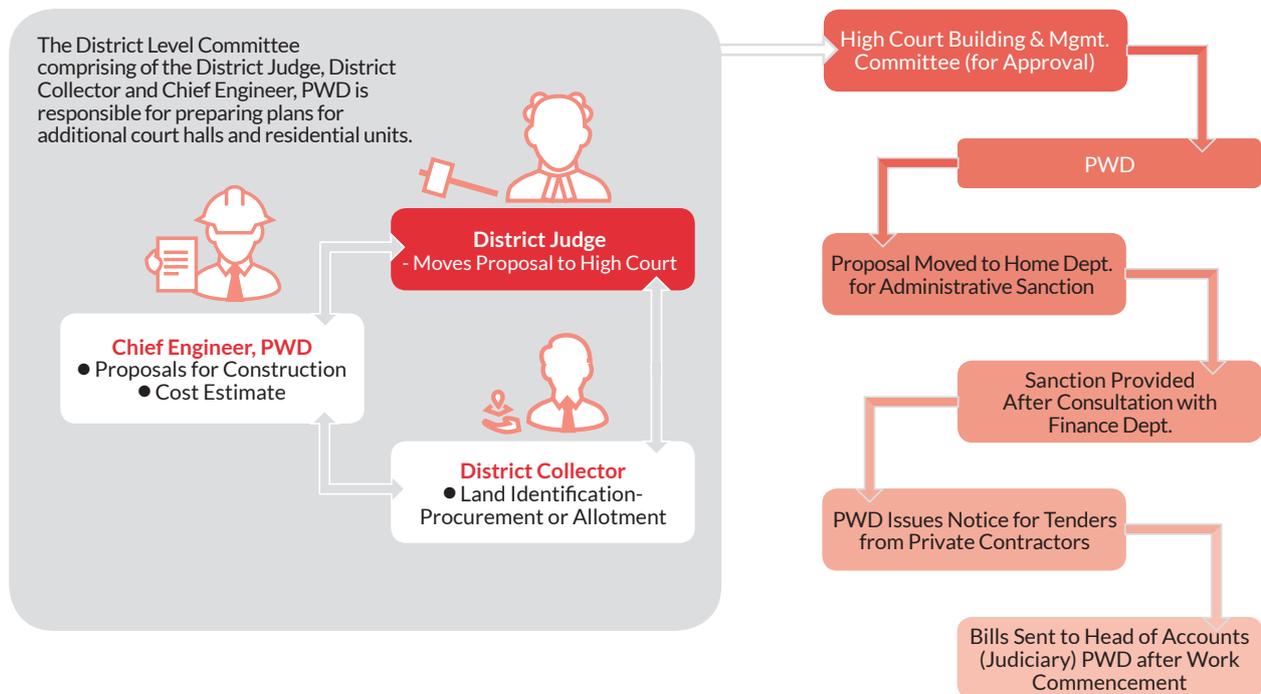
Apart from the challenges faced at the Central level while implementing the Scheme, there are also several challenges that arise at the State level which require coordination between different authorities.

A. The Problem of Coordination Between Different Executive Departments & Judicial Functionaries

The process of preparing proposals for the construction of courtrooms which requires coordination between

the Law department, PWD, District Judges, High Court and Finance Department of the State can be quite complicated. A look at the process followed in the State of Kerala will underscore the fact that participation of multiple authorities makes it difficult to fix responsibility for the gaps in implementation.⁹² The flowchart below captures the process followed in the State of Kerala every time a new proposal requires clearance.

Coordination gaps between all the agencies prominently feature in the audit reports and the correspondence that we reviewed. Due to these delays, the Government of Kerala (“GoK”) lost Central assistance worth Rs. 34.85



⁹² File No.J-11017/19/2015- JR [n 85]. See Annexure G

crores⁹³ for submitting a defective UC by the PWD. The initial defective submission and the lapse of 2 years in filing the correct UC resulted in the non-reimbursement of the amount the GoK was entitled to under the Scheme.⁹⁴ The participation of multiple authorities in the execution of the Scheme makes it difficult to fix accountability for the many delays that plague the process.⁹⁵

Similar problems were faced in Tamil Nadu, where 6 years after the sanctioning orders for a new court building were given, the District Munsiff-cum-Judicial Magistrate Court in Cuddalore district, continued to function in a rented building unfit for occupation. This was because the request for possession of building and allotment of land lay pending with the District Collector from 2010 to 2016, despite attempts at intervention by the High Court in 2015.⁹⁶

This problem with poor coordination between the multiple departments is not unique to this Scheme and is faced even in State level planning with only State Government funds.

B. Misunderstanding About Fund Sharing

One of the intriguing issues that has repeatedly cropped up in the context of this Scheme, as mentioned earlier in this report, is that States have completely misunderstood the extent to which the Centre would be contributing funds.

The DoJ in its guidelines for the CSS for Judicial Infrastructure states that Central assistance to States/UTs will be provided in a ratio of either 75:25 or 60:40 in different years. As explained earlier, in the context of 75:25 sharing pattern this meant that if the Centre was making a grant of Rs. 75 crores towards a project in the State, the State Government would have to complement the contribution by spending Rs. 25 crores out of its own pocket. The problem however is that most States have presumed that the Centre would support any proposal made by them in the ratio of 75:25. So for example, if a State were to come up with a proposal to build a court complex for Rs. 400 crores project, they often presume that the Central Government would pick up 75% of the project cost which is Rs. 300 crores. However this is not the way the sharing works. The Central Government has a fixed outlay for the Scheme for all States and has to decide competing requests. So when the Central Government prescribes a ratio of 75:25, it expects the State Government to match the Central grant by 25% of the total cost. For example, if the Centre decides to grant Rs. 75 crores, it will expect the State Government to contribute at least another Rs. 25 crores.

This confusion is evident from the situation in Karnataka where the projection of the requirement of funds by the State has regularly been significantly higher than the amount it received. It then spends this projected amount in anticipation of eventually receiving the Central share. In this way, it recorded an amount of Rs. 667.89 crores as the balance owed to it by the Central Government for the years between

Table 1: Statement of Funds Under the Scheme as Per the Records of Govt. of Karnataka

Year	UC submitted to Govt. of India (in crores)	Expected Central Share (in crores)	Actual Central Share (in crores)	Balance owed to Government of Karnataka (as per State's records) (in crores)
2012-13	263.06	197.3	76.10	121.20
2013-14	222.24	166.68	103.84	62.84
2014-15	319.81	239.66	163.7	76.16
2015-16	347.77	204	50	158.66
2016-17	340	145.03	50	154
2017-18	241.71	145.03	50	95.03
Total	1734.59	1161.53	493.64	667.89

⁹³ Kerala Audit Report [n 78] 71

⁹⁴ ibid

⁹⁵ File No.J-11017/18/2015- JR, Letter from Registrar General, High Court of Karnataka to Deputy Secretary to Government of India, Department of Justice (07 June 2016) 96; (24 June 2016) 100; (22 July 2016) 122

⁹⁶ Tamil Nadu Audit Report (March 2016) [n 78] 24-25

2012-2018.⁹⁷ A detailed break up of this amount is given in Table 1⁹⁸.

Similarly, the Government of Punjab recorded that as of 2018-19, Rs. 684.02 crores is yet to be released by the Government of India since the inception of the Scheme and repeated demands have been made for reimbursing the State.⁹⁹ This was also true for Gujarat where the State believed that the Central share was Rs. 302.82 crores, that is 60% of its total requirement for the year 2015-16, and requested the Central Government for reimbursement.¹⁰⁰

There are other States which have made similar errors. After almost two decades since the Scheme became operational, the State Governments still fail to understand that the allocation made to the State is dependent upon the overall availability of funds with the Central Government.

This is an extremely problematic situation since the States are accounting for these large amounts as debt owed to them by the Central Government when in fact the Central Government is under no obligation to reimburse them. Sooner or later, the States will have to adjust this amount within their own treasury which means the future planning for the Judiciary is likely to take a hit.

C. Poor Preparation of Estimates

A perennial problem with most public infrastructure projects in India is poor planning.¹⁰¹ In our study of the files under the CSS for Judicial Infrastructure we recognised that States were significantly exaggerating the estimated costs of certain projects.

For example, in Haryana, the proposal prepared by the PWD for the 12th Plan estimated the cost of construction at the rate of Rs. 2 crores per court hall and Rs. 1 crore per residential unit to meet the

requirement of 87 courtrooms and 177 residential units, projected by the High Court.¹⁰² However the Revised Guidelines of the DoJ of 2018 which are based on the report published by the Supreme Court's National Court Management System (NCMS) in 2012, project the cost of one courtroom at about Rs. 35 lakhs.¹⁰³ Even accounting for inflation between 2012 and 2018, the sum of Rs. 2 crores projected by the PWD appears to be grossly exaggerated when compared to the estimate of Rs. 35 lakhs made by the NCMS.

States are accounting for these large amounts as debt owed to them by the Central Government when in fact the Central Government is under no obligation to reimburse them.

Over the years, the DoJ had refined the criteria for the Scheme to provide more details on the appropriate design parameters of courtrooms. Hopefully such extra information will help State Governments make better estimates under the Scheme.

D. Poor Planning & Construction

The lack of planning and poor coordination between authorities affects the final quality of construction of the projects. The operation of this Scheme is also not immune to this problem. Technically speaking, the budget manuals of different States contain various requirements such as an adequate survey of the site

⁹⁷ File No. J-11017/18/2015- JR, Letter from Secretary to Government of Karnataka, Public Works, Ports & Inland Water Transport Department to Under Secretary, Department of Justice (26 July 2018) 204. See [Annexure H](#)

⁹⁸ *ibid*

⁹⁹ File No. J-11017/28/2015- JR, Letter from Additional Chief Secretary, Department of Home Affairs & Justice, Government of Punjab to Secretary, Ministry of Law & Justice (06 September 2018) 249. See [Annexure I](#)

¹⁰⁰ File No. J-11017/13/2015- JR, Letter from Minister of State, Law & Justice, Government of Gujarat to Union Minister, Ministry of Law & Justice (18 March 2017) 129. See [Annexure J](#)

¹⁰¹ Report of the High Level Expert Committee (July 2011) [n 75] 51

¹⁰² File No. J-11017/14/2015- JR, Letter from Engineer-in-Chief, Haryana PW (B&R) Department, Chandigarh to Additional Chief Secretary, Administer of Justice Department, Govt. of Haryana (17 March 2015) 11

¹⁰³ Department of Justice, *Revised Guidelines* (16 May 2018) [n 57] para 14

before the preparation of the estimate, filing the feasibility report and approval of maps/design before commencement of work.¹⁰⁴ These ensure that the site is suitable for the court complex/ residential unit. However, as is often the case in India, procedures are not followed.

This was confirmed by an audit conducted by CAG, on the construction of District Courts in Uttar Pradesh. The executing agency, the PWD did not conduct a survey of the sites prior to commencing construction work at the site. As a consequence, multiple alterations had to

There was evidence that courts were functioning in buildings unfit for occupation, constructed in the late 19th century.

be made and the final buildings looked considerably different from the design that was approved.¹⁰⁵ Many constructed buildings could not be put to use because the project was built on kiln land which is prone to severe water logging.¹⁰⁶ Buildings were constructed on a site without proper acquisition instead of the site identified for construction. The owner of the land had to be compensated which added to the expenditure under the Scheme. The audits also observed that 43 out of 51 works costing Rs 234.83 crores were awarded to the PSUs in the State of UP without inviting tenders.¹⁰⁷ The Government did not negotiate the terms of reference with the construction agencies and no MoU was signed

on behalf of the Government or the construction agencies with regard to the quality of construction.¹⁰⁸ In Tamil Nadu, the performance audit undertaken by the CAG highlighted that the new courts were accommodated by making alterations in existing buildings and continue to function in a congested atmosphere.¹⁰⁹ There was evidence that courts were functioning in buildings unfit for occupation, constructed in the late 19th century. These practices not only endanger the lives of litigants and other stakeholders but also jeopardise the safe custody of judicial records.

Apart from the issue with quality of construction, multiple audit reports in different States have also flagged cost and time overruns with regard to the physical targets under the Scheme indicating poor planning and execution of construction projects.¹¹⁰

E. Bureaucratic Inefficiencies

One major problem that plagues the implementation of the Scheme is the procedural delays caused at different stages. This is evident especially in submission of documents such as the Action Plans and UCs by the States/UTs and the delay in the release of funds by the Centre.

As per the revised guidelines issued by the DoJ in 2018, States/UTs are required to submit their proposals for receiving funds under the Scheme in a prescribed format, by the 30th June of every year.¹¹¹ This is a pre-condition for receiving the funds under the Scheme, and failure to do so would lead to reallocation of the funds to other needy States by September of that year.¹¹² Moreover, UCs become due after the expiry of 12 months from the financial year in which funds were released to the State.¹¹³ However, on perusal of the correspondence between the States and the Centre, the vicious cycle of delays is evident.

¹⁰⁴ For example: Finance Department, Government of Uttar Pradesh, *Budget Manual (Seventh Edition)*, Chapter XIX, 212, 1.86 <http://budget.up.nic.in/Manual/Final/Chapter/chapter_I-XIX.pdf> accessed on 05 July 2019

¹⁰⁵ Uttar Pradesh Audit Report (March 2016) [n 78] 101

¹⁰⁶ *ibid*

¹⁰⁷ *ibid* 217

¹⁰⁸ *ibid* 102

¹⁰⁹ Tamil Nadu Audit Report (March 2016) [n 78] 23-25

¹¹⁰ Uttar Pradesh Audit Report (March 2016) [n 78] 96-97, Kerala Audit Report (March 2016) [n 78] 72, Tamil Nadu Audit Report (March 2016) [n 78] 26

¹¹¹ Department of Justice, *Revised Guidelines* (16 May 2018) [n 57]

¹¹² *ibid*

¹¹³ File No. J-11017/22/2015-JR, Letter from Deputy Secretary to Government of India, Department of Justice to Principal Secretary (Law), Government of Maharashtra (21 April 2015) 1

For instance, in Kerala, the UC for FY 2012-13 was being requested for by the DoJ even as late as April 2016.¹¹⁴ The Government of Bihar submitted the combined UCs for all the years from 1993-1994 to 2011-12 in May 2013!¹¹⁵ Even after this substantial delay, a UC of Rs. 90.65 lakhs was still pending with the State Government of Bihar in February 2018.¹¹⁶ In Jharkhand, between the years 2012-2016, out of the Central share of Rs. 92.81 crores, UC of Rs. 18.43 crores was pending with the State Government.¹¹⁷ The Centre reminded the State of this pending amount vide multiple letters.¹¹⁸

Similarly in Maharashtra, the DoJ wrote six letters between August to December 2017 seeking the Action Plans as per the revised guidelines which were

to be submitted in June of that year.¹¹⁹ In 2015-2016, the Centre wrote to the State of Gujarat stating that the UC for the FY 2015-16 was not in the prescribed format because of which further release of funds could not be considered.¹²⁰

From the above examples, it is clear that multiple issues arise in the submission of UCs such as, delay in preparation, underutilisation of funds, non-adherence to prescribed formats etc. As mentioned earlier, the consequences of such delays have sometimes led to foregoing Central assistance entirely.¹²¹ This affects the achievement of targets i.e. the construction of courtrooms and residential quarters as the delay in the release of funds hinders the development of infrastructure in the State.

¹¹⁴ File No.J-11017/19/2015- JR, Letter from Deputy Secretary to Government of India, Department of Justice to Principal Secretary (Home), Government of Kerala (25 April 2016) 45. [See Annexure K1 and K2](#)

¹¹⁵ File No. J-11017/06/2015- JR, Letter from Secretary, Building Construction Department, Government of Bihar to Secretary, Department of Justice (17 May 2013) 35. [See Annexure L](#)

¹¹⁶ File No. J-11017/06/2015- JR, Letter from Secretary, Building Construction Department, Government of Bihar to Deputy Secretary, Department of Justice (29 January 2016) 70; File No. J-11017/06/2015- JR, Letter from Special Secretary to the State of Bihar to Principal Secretary, Building Construction Department, Government of Bihar (12 February 2018) 214

¹¹⁷ File No.J-11017/17/2015- JR, Letter from Deputy Secretary to Government of India, Department of Justice to Deputy Secretary, Building Construction Department, Government of Jharkhand (03 May 2016) 122

¹¹⁸ *ibid* File No.J-11017/17/2015- JR (11 July 2016) 129; *ibid* File No.J-11017/17/2015- JR (19 October 2016) 154

¹¹⁹ File No. J-11017/22/2015-JR, Letter from the Under Secretary to Government of India, Department of Justice to Law Secretary, State Government of Maharashtra (22 December 2017) 173. [See Annexure M](#)

¹²⁰ File No. J-11017/13/2015-JR, Letter from Deputy Secretary to Government of India, Department of Justice to Secretary, Legal Department, Government of Gujarat (06 June 2017) 132

¹²¹ Kerala Audit Report [n 78] 71

Chapter 6: Conclusion & Recommendations

The structural issues in the larger framework of fiscal federalism in India generally and in the operation of CSSs particularly are many. The recent developments such as the imposition of GST and rising cesses and surcharges have also compromised the fiscal position of State Governments considerably.¹²² While the operation of the Scheme is surely affected by the structural issues embedded in the larger framework; advising a corrective for them is beyond the scope of this report. In this section we try and address the issues relevant to the operation of the Scheme and suggest measures that can improve the achievement of outcomes under the Scheme.

The CSS for Judicial Infrastructure has been in operation for more than two decades and the spending under the Scheme has increased considerably over the years. The performance under the Scheme has been underwhelming due to multiple reasons highlighted in this report. In its design, power is concentrated at the level of DoJ which often makes unilateral decisions with regard to the release of funds to the States. The Scheme does not include mechanisms that can guarantee accountability. Additionally it is marred by poor coordination between the different functionaries involved at the Central and State level. It is clear that the quantum of allocation to the State Governments are arbitrarily determined by the DoJ. The asymmetrical distribution of funds between States is an issue repeatedly identified even by a Parliamentary Standing Committees.¹²³ Additionally the accountability measure introduced by the DoJ in the form of the Nyaya Vikas Portal has not yet become functional due to lack of ownership displayed by the State Governments.

If the Scheme is to continue beyond 2020, there are certain measures which can be adopted to improve the

functioning of the Scheme.

First, a survey should be undertaken by the DoJ to identify shortfalls in the number of courtrooms and residential units. The data collected as part of the survey should inform the quantum of funds released to the States. While numbers on availability of courtrooms and the gap with regard to the sanctioned strength exist there is no official statistic that authoritatively captures the number of courtrooms and residential units built under the Scheme. The survey should be institutionalised as a periodic feature in the Scheme so that computation of funds can be justified rationally; this will result in better planning and improve transparency in allocations.

Second, as pointed out in the previous sections, the Scheme is not being reviewed periodically. It is recommended that a thorough audit by the office of CAG that reviews the financial and material performance of the scheme be undertaken if the Scheme is to be continued beyond 2020. Various reports of the Parliamentary Standing Committee have also acknowledged the need for such an exercise.¹²⁴

Third, the format of the UCs for the Scheme should be customised to include the details of the projects on which the funds were spent. One should be able to correlate the expenditure incurred with the physical progress of the constructions to track the number of courtrooms and residential units built under the Scheme. Since the States are filing UCs for the Central share this inclusion can effectively document the projects that are being built under the Scheme.

The study undertaken by Vidhi Centre for Legal Policy on the status of physical infrastructure of district courts identifies how inadequate some court

¹²² Reddy, *Indian Fiscal Federalism* [n 35], page 67; See also Isaac et al, 'Challenges to Indian Fiscal Federalism' [n 34] 33.

¹²³ Department-Related Parliamentary Standing Committee on Personnel, Public Grievances, Law and Justice, *Fifty Second Report, Demands for Grants (2012-13) of the Ministry of Law and Justice* (Rajya Sabha) (21 May 2012) para 6.15; Department-Related Parliamentary Standing Committee on Personnel, Public Grievances, Law and Justice, *Seventy Fifth Report, Demands for Grants (2015-16) of the Ministry of Law and Justice* (Rajya Sabha) (28 April 2015) para 6.28

¹²⁴ Various Reports of Department-Related Parliamentary Standing Committee on Personnel, Public Grievances, Law and Justice [n 27]

complexes are from the perspective of the litigants.¹²⁵ It captures how the reality of courtrooms is quite far from what the principles of access to justice envisage. Even the primary stakeholders of the current system, the lawyers frequently complain about the lack of attention given to their requirements of space within

court premises.¹²⁶ Court infrastructure is fundamental to improving justice delivery in the country. The measures suggested in the report to improve the implementation of the Scheme would if adopted make the engagement with the abstract concept of access to justice a meaningful and functioning one.

¹²⁵ Sanyal et al, Building Better Courts [n 5]

¹²⁶ Lawyers want Rs. 5000 crores for welfare in Union budget, to hold protest across India on Tuesday" *Hindustan Times* (New Delhi, 12 February 2019) <<https://www.hindustantimes.com/india-news/lawyers-want-rs-5-000-cr-for-welfare-in-union-budget-to-hold-protest-across-india-on-tuesday/story-kS3acyeAqDtHLv3tnV8dEM.html>> accessed 17 July 2019

Annexure A

Sanctioned Strength & Working Strength of the District Judiciary in India as on 29.11.2018

State	Sanctioned Strength	Working Strength
Allahabad	3,224	1,931
Bombay	2358	2325
Calcutta	1013	917
Chhattisgarh	450	374
Delhi	799	542
Guwahati	558	441
Gujarat	1496	1112
Himachal Pradesh	159	144
Hyderabad	987	906
Jammu & Kashmir	283	224
Jharkhand	672	466
Karnataka	1307	1082
Kerala	537	474
Madhya Pradesh	1872	1695
Madras	1170	916
Manipur	55	40
Meghalaya	97	39
Odisha	862	646
Patna	1837	1149
Punjab & Haryana	1319	1024
Rajasthan	1273	1114
Sikkim	23	19
Tripura	107	75
Uttarakhand	292	236
Total	22,750	17,891

Source: Supreme Court, Indian Judiciary: Annual Report 2017-18 <https://www.sci.gov.in/pdf/AnnualReports/Annual%20Report%202018-light.pdf> accessed 04 July 2019

Annexure B1

Information on Infrastructure Development for Residential Accommodations as on 31.03.2018

S.No	Name of the State	RESIDENTIAL ACCOMMODATIONS				
		Self owned by Judiciary	Owned by State / Central Government	In Rented Buildings	Total Number of Residential Units	Residential Units Under Construction
1	A & N Islands	10	0	0	10	0
2	Andhra Pradesh	344	0	285	629	4
3	Arunachal Pradesh	0	21	0	21	6
4	Assam	66	52	191	309	23
5	Bihar	968	21	0	989	72
6	Chandigarh	30	0	0	30	0
7	Chhattisgarh	166	86	119	371	17
8	Delhi	350	0	0	350	70
9	Daman & Diu	4	0	0	4	0
10	Dadar & Nagar Haveli	3	0	0	3	0
11	Goa	25	8	0	33	4
12	Gujarat	222	192	801	1215	128
13	Haryana	447	69	0	516	65
14	Himachal Pradesh	55	7	88	150	0
15	Jammu & Kashmir	39	4	75	118	11
16	Jharkhand	304	0	227	531	132
17	Karnataka	818	195	0	1013	36
18	Kerala	130	257	76	463	0
19	Lakshadweep	3	0	0	3	0
20	Madhya Pradesh	1045	291	0	1336	168
21	Maharashtra	1007	466	506	1979	98
22	Manipur	0	3	12	15	1
23	Meghalaya	13	9	0	22	23
24	Mizoram	21	0	0	21	5
25	Nagaland	38	0	0	38	3
26	Odisha	117	99	0	216	30
27	Puducherry	21	0	0	21	4
28	Punjab	360	159	0	519	18
29	Rajasthan	597	238	94	929	33
30	Sikkim	8	3	2	13	2
31	Tamilnadu	656	466	0	1122	65
32	Tripura	8	0	46	54	6
33	Telangana	157	0	234	391	5
34	Uttar Pradesh	1206	539	111	1856	406
35	Uttarakhand	110	44	15	169	12
36	West Bengal	315	11	68	394	25
TOTAL		9663	3240	2950	15853	1472

Annexure B2

Information on Infrastructure Development for Court Halls as on 31.03.2018

S.No	Name of the State	COURT HALLS				
		Self owned by Judiciary	Owned by State / Central Government	In Rented Buildings	Total Number of Court Halls	Court Halls under construction
1	A & N Islands	15	1	0	16	0
2	Andhra Pradesh	548	40	48	636	45
3	Arunachal Pradesh	0	24	0	24	1
4	Assam	228	108	8	344	40
5	Bihar	1169	171	0	1340	130
6	Chandigarh	31	0	0	31	0
7	Chhattisgarh	283	87	3	373	31
8	Delhi	0	482	0	482	42
9	Daman & Diu	7	0	0	7	0
10	Dadar & Nagar Haveli	3	0	0	3	0
11	Goa	23	29	8	60	28
12	Gujarat	1144	268	32	1444	204
13	Haryana	487	30	2	519	88
14	Himachal Pradesh	149	2	0	151	0
15	Jammu & Kashmir	149	45	8	202	9
16	Jharkhand	346	254	4	604	66
17	Karnataka	762	230	0	992	108
18	Kerala	293	142	57	492	50
19	Lakshadweep	3	0	0	3	0
20	Madhya Pradesh	1283	112	0	1395	310
21	Maharashtra	2036	62	93	2191	370
22	Manipur	33	4	0	37	10
23	Meghalaya	5	33	0	38	44
24	Mizoram	15	19	0	34	22
25	Nagaland	0	37	0	37	10
26	Odisha	431	101	4	536	98
27	Puducherry	20	0	0	20	16
28	Punjab	525	31	2	558	48
29	Rajasthan	704	259	31	994	282
30	Sikkim	14	1	0	15	1
31	Tamilnadu	880	46	109	1035	106
32	Tripura	64	4	0	68	15
33	Telangana	387	13	39	439	30
34	Uttar Pradesh	2046	129	17	2192	360
35	Uttarakhand	192	29	2	223	77
36	West Bengal	767	100	42	909	68
TOTAL		15042	2893	509	18444	2709

GFR 19 – A
(See Rule 212 (1))
Form of Utilization Certificate

S.No.	Letter No. and Date	Amount (Rs.)	Certified that out of Rs. _____ of Grants-in-aid sanctioned during the years _____ in favour of _____ under this Ministry/ Department letter No. given in the margin and Rs. _____ on account of unspent balance of the previous year, a sum of Rs. _____ has been utilized for the purpose of _____ for which it was sanctioned and that the balance of Rs. _____ remaining unutilized at the end of the year has been surrendered to Government (vide No. _____ dated _____) will be adjusted towards the grants-in-aid payable during the next year _____.
		Total	

1. Certified that I have satisfied myself that the conditions on which the grants-in-aid was sanctioned have been duly fulfilled/are being fulfilled and that I have exercised that following checks to see that the money was actually utilized for the purpose for which it was sanctioned.

Kinds of checks exercised.

- 1.
- 2.
- 3.
- 4.
- 5.

Signature _____

Designation _____

Date _____

Annexure D

80394/2017/O/o DS(NM)

80394/DS/NM/17 85/335

28/2/17



145/JR/17
28/2/17

From

Registrar General
High Court of Uttarakhand
Nainital

To

C.K. Reejonia
Deputy Secretary, Government of India
Ministry of Law & Justice (Department of Justice)
Jaisalmer House
26, Man Singh Road, New Delhi-110011

No. 792

/U.H.C./Admn. B/CSS/2015, dated: 27/ February, 2017

Subject:

Centrally Sponsored Scheme for the development of infrastructure facilities for the Judiciary- Regd.

Sir,

Kindly refer to your letter no. JR/270 dated 22.12.2016 and earlier letter nos. JR/199, JR/183 dated 17.08.2016 & 15.09.2016 whereby you have enclosed letter & other enclosures from Sh. Abhishek Kumar, Journalist and requested for a report with regard to issuance of Utilization Certificates pertaining to various infrastructure projects under Centrally Sponsored Schemes in the State of Uttarakhand.

In this regard, it is hereby submitted that funds received under Centrally Sponsored Scheme from Government of India through State Government were transferred to construction agency i.e. PWD for infrastructure development of Judiciary in the State of Uttarakhand and the Utilization certificates as received from PWD were submitted to Government.

The funds are considered utilized the moment they are transferred to construction agency as per the approval of the Government. It is pertinent to mention here that in case utilization is not considered on transfer of money and if it is expected to treat utilization of funds only upon the completion of the construction project then utilization certificate can never be submitted on a yearly basis and further funds would never be granted either by the State Government or by the Government of India.

Further, at times the budget for a particular construction project is given in the last quarter of the financial year and it is not possible to complete the project within a span of one quarter so as to give the utilization certificate at the end of the said financial year, therefore, the moment funds are transferred to the construction agency it is deemed to be utilized.

You are therefore informed accordingly.

Regards

Yours faithfully,

(Narendra Dutt)

28/2
28/2
65/JR
SO/JR
28/2/17

Shri Prakash
Registrar
28/2/17

Annexure E

89573/2017/Office of DS(NM)(CKR)

141/XXXVI(2)/17

128/335003



From,

Registrar General,
High Court of Uttarakhand,
Nainital.

To,

Principal Secretary, Law-cum-L.R.,
Government of Uttarakhand,
Secretariat, 4- Subhash Road,
Dehradun.

No. 2995 /UHC/Admn. B/CSS/2015

Dated: 1st June, 2017.
July

Subject:- Centrally Sponsored Scheme for the development of infrastructure facilities for the Judiciary- Regd.

Sir,

Kindly refer to your letter no. 70/XXXVI(2)/Law Department/2017 dated 28.04.2017 on the subject noted above.

In this regard, I am directed to inform you that matter was examined by the High Court and it has been found that said budget of Rs. 77.17 lacs is still lying with the PWD, Bageshwar. Hon'ble Court has decided that said budget be taken back from PWD, Bageshwar and be surrendered to the State Government for allocating the same to some other project.

You, are therefore, informed accordingly and it is also requested that this development be apprised to the Central Government, *show your end*

Regards

Yours faithfully,

(Narendra Dutt)

No. - /UHC/Admn. B/CSS/2015

Dated: - June, 2017.

Copy to:

1. District Judge, Bageshwar with a request to direct PWD to surrender the said budget of Rs. 77.17 lacs to the High Court immediately.

Registrar General

Annexure F

285/361

112964/2018/Office of DS(NM)(CKR)

Meeting with Secretary Justice											
Agenda Item	Details										
1. Centrally Sponsored Schemes for Development of Infrastructural Facilities for Judiciary											
(i) Proposal for requirement of funds under the scheme, as per new guidelines in prescribed proforma	<ul style="list-style-type: none"> For ongoing projects of Court Rooms, Residential units etc., Rs 375.98 Crores is required with central share of Rs 225.58 Crores and State share of Rs 150.4 Crores Proposal has already been submitted to the State Government on 27.06.2018 with request for onward transmission to Govt of India. Proposal for new projects, shall be submitted after consideration of revised guidelines of CSS by the Infrastructure Committee of the Sub-ordinate Judiciary. 										
(ii) Submission of pending Utilization Certificate(s) for the funds released under the scheme	<ul style="list-style-type: none"> In the financial year 2017-18, amount of Rs 75 crore was released by the Central Government and Utilization Certificate of that has already been submitted by the State Government 										
(iii) Entering data in 'Nyaya Vikas' Mobile Application/Web Portal for monitoring of construction units under the scheme	<ul style="list-style-type: none"> No information has been provided by the State Government with regard to appointment of Surveyor/Moderator/Nodal officer. The Surveyor/Moderator/Nodal Officer shall be entering, verifying and approving the data in 'Nyaya Vikas Mobile app/Web Portal' at the level of State Government. 										
(iv) New projects to be undertaken as per norms and specifications prescribed in the revised guidelines of the scheme.	<ul style="list-style-type: none"> Proposal for new projects, shall be submitted after consideration of revised guidelines of CSS by the Infrastructure Committee of the Sub-ordinate Judiciary. New projects of 175 Court Rooms in District Judiciary with a total estimate Rs 476.07 Crores and new projects of 175 Residences in District Judiciary with a total estimate of Rs 122.13 Crores are pending with the State Government which were transmitted before revision of the guidelines of CSS. These estimates have been prepared as per standardization fixed by the State Government. 										
(v) Furnishing data on number of court halls and residential units as on 30.06.2018(Available and under construction)	<table border="1"> <thead> <tr> <th>Particulars</th> <th>Available</th> <th>Under Construction</th> </tr> </thead> <tbody> <tr> <td>Court Halls</td> <td>2,192</td> <td>360</td> </tr> <tr> <td>Residential Units</td> <td>1,856</td> <td>406</td> </tr> </tbody> </table>		Particulars	Available	Under Construction	Court Halls	2,192	360	Residential Units	1,856	406
	Particulars	Available	Under Construction								
	Court Halls	2,192	360								
Residential Units	1,856	406									
<ul style="list-style-type: none"> The above status is as on 01.04.2018. Status as on 30.06.2018 is being collected The above sanctioned figure includes self owned (2,046), Govt Owned (129), rented (17) Court Halls. Residential units include (1,206) self owned, (639) Pooled housed and (111)rented accommodation As per sanctioned strength of 3,224 Courts, after completion of under construction court rooms and residences, there would be requirement of 818 court rooms and 1,612 residences 											
(vi) Requirement of funds for ongoing and new projects as per the revised	<ul style="list-style-type: none"> For ongoing projects of Court Rooms, Residential units etc., Rs 375.98 Crores is required with central share of Rs 225.58 Crores and State share of Rs 150.4 Crores Proposal has already been submitted to the State 										

Key Findings:
99222/2017/JR Desk

Making Plans and Cost Estimates:

- At the district level a committee comprising of the District Collector, a District Judge and PWD official from the district work together on a plan indicating the number of court halls and residential units required in the district.
- The Chief Engineer, PWD also looks into aspects such as whether the proposal is for new construction/residential units and provides a cost estimate based on the PWD's Current Schedule of Rates.
- The District Collector identifies land for the construction and follows up on procurement or allocation of land.
- Once the proposal is ready, the District Judge moves the proposal to the Building and Management Committee at the High Court.
- If the committee finds the proposal acceptable it is then forwarded to the PWD. The PWD moves the proposal to the Department of Home for Administrative Sanctions.
- The Department of Home after consultation with Department of Finance provides the Administrative Sanction to the PWD.
- The PWD after getting sanctions issues notice inviting tenders from private contractors for the construction of the court halls/residential units.
- Once a contractor is chosen, the work commences and the contractor provides bills to the Head of Accounts (Judiciary) PWD.
- The PWD in turns submits the bills to finance through online portal for clearance. It takes around 3 to 4 months for the bills to be cleared.

Annexure H

115772/2018/JR Desk
Dr. K.S. Krishna Reddy
B.E., MSc (Engg.), Phd., K.E.S

Secretary to Government of Karnataka
Public Works, Ports & Inland
Water Transport Department



204/256
Tel : 080 2225 1548, 080 2203 4852
Fax : 080 2225 3710

Karnataka Government Secretariat
#334, 3rd Floor, Vikasa Soudha
Dr. B.R. Amedkar Veedhi,
Bangalore - 560 001
secytech-pwd@karnataka.gov.in

D.O. No. PWD 464 IFA 2018.

Date: 26-07-2018

Dear

Your Kind attention is invited to D.O. letter No. PWD 313 IFA 2015 Dated: 08-03-2016 of the then Hon'ble Minister for Law, Parliamentary Affairs and Higher Education to Govt. of Karnataka addressed to the then Hon'ble Minister for Law & Justice and D.O Letter No. PWD 698 IFA 2017, Dated: 10-01-2018, where in it is requested that the Central grant to be allocated for Karnataka State under Centrally Sponsored Scheme for the development of Infrastructure facility for Judiciary by construction of court buildings and residential accommodation for the Judges and Judicial officers in the state for the year 2017-18 as per the revised sharing pattern of 60:40 proportion from central and State respectively and communicated vide letter No. J-11017/18/2015-JR/430. Dated:24-07-2017.

The expenditure incurred from 2012-13 to 2017-18 by the State Government under this scheme and the utilization certificates for the said years have already been submitted to your Ministry. The details are as under:

(Rs. in crores)

Year	Sharing Pattern	Utilization Certificate submitted to Govt. of India	Of which Central Share	Released by Govt of India	Balance to be released by Govt. of India
2012-13	75:25	263.06	197.30	76.10	121.20
2013-14	75:25	222.24	166.68	103.84	62.84
2014-15	75:25	319.81	239.86	163.70	76.16
2015-16	60:40	347.77	208.66	50.00	158.66
2016-17	60:40	340.00	204.00	50.00	154.00
2017-18	60:40	241.71	145.03	50.00	95.03
Total		1734.59	1161.53	493.64	667.89

The State Government has spent more funds under this scheme in anticipation of Central share as decided and Govt. of India is yet to release Rs.667.89 crore as at the end of the financial year 2017-18. The action plan of the State Government for the 2017-18 financial year for construction of new projects under this scheme against the State budgetary support is approved.

.....2

ES2018-19/CSSM64 -CSS Grant.Docx

-2-

I shall be grateful if you could kindly go through the facts as stated and instruct the concerned to release the balance share of central assistance so as to complete the approved projects.

With regards,

Yours Sincerely


To,

Sri Z.A. Khan
Under Secretary ((NM & JR)
to the Government of India,
Ministry of Law & Justice,
(Department of Justice)
Jaisalmer House, 26 Man Singh Road,
New Delhi.

Annexure I

249/262

116726/2018/Secy(J)

Dr. Nirmaljeet Singh Kalsi, IAS

Addl. Chief Secretary

ਵਧੀਕ ਮੁੱਖ ਸੱਕਤਰ

Tele No. : 2749786 (O) 2740459 (Fax)

E-mail : acsh@punjab.gov.in



D.O. No. 5/43/06-2749786/P.F/2018

ਅ:ਸ:ਪ:ਨੰ:

Government of Punjab

ਪੰਜਾਬ ਸਰਕਾਰ

Department of Home Affairs & Justice

ਗ੍ਰਹਿ ਮਾਮਲੇ ਅਤੇ ਨਿਆਂ ਵਿਭਾਗ।

Dated, Chandigarh, the

ਮਿਤੀ, ਚੰਡੀਗੜ੍ਹ: 06. 09/2018

Subject: Development of Infrastructure in Judiciary-Release of Central Share to Government of Punjab.

Dear Dr. Alok Srivastava,

As you are aware that the work of construction of Judicial Court Complexes and Judicial houses is in progress in the State of Punjab and share of the Punjab of Rs. 684.02 crores under the implementation of Centrally Sponsored Plan Scheme is yet to be released by the Government of India. I am enclosing herewith the detail of the funds spent from 1993-94 to 2018-19 including the central share received by the Punjab and central share still pending with Government of India for release.

I shall be grateful if you kindly release the pending Central share of the Punjab of Rs. 684 crores, so that the work of construction could be completed well in time.

Secretary (J)-O.T.

With regards

JS (GRR)

Yours Sincerely,

(Nirmaljeet Singh Kalsi)

Dr. Alok Srivastava, IAS
Secretary to Government of India,
Ministry of Law and Justice,
New Delhi

Co/
10/9

D&J

P-87672/RS/NM/12
87672/2017/Office of DS(NM)(CKR)4.6.12

~~P-87672/RS/NM/12~~ 136/31300
513/JR/17
16/6/17

Pradipsinh Jadeja



सत्यमेव जयते

No.MOS/L&J/NRG/Pro./Home/Energy
Minister of State,
Police Housing, Border Security, Civil Defence,
Home Guards, Gram Rakshak Dal, Prison,
Prohibition and Excise, Law & Justice,
Co-ordination of voluntary Organizations,
Non-resident Gujarati Division, Protocol
(All Independent Charge) & Home, Energy,
Legislative and Parliamentary Affairs.
Government of Gujarat

Date: 18th March, 2017

To,
Shri Ravishankar Prasad,
Hon'ble Union Minister,
Ministry of Law & Justice,
Shastri Bhavan, A-Wing,
Dr .Rajendra Prasad Road,
New Delhi - 110001.

Show Rashed
Recd
17/6
US (JR)
SO (JR)
13/6/17

Sub: Early release of the grant for Centrally Sponsored Scheme (CSS) for development of infrastructure facilities for the judiciary

Respected Sir,

I am happy to state that the Union of India, Ministry of Law & Justice is taking keen interest for development of infrastructure facilities for the judiciary.

In consultation with the Hon'ble High Court, State of Gujarat is implementing the Centrally Sponsored Scheme for development of infrastructure facility for the judiciary. The scheme in its present format covers construction of court buildings and residential accommodation of judicial officers of subordinate courts. For the year 2015-2016, the Central share @ 60% for this purpose was to the tune of Rs. 352.84 crore. In this regard, the State Government has accorded sanction in almost all cases from the amount of Rs. 50 crore released for this purpose.

It is learnt that the Center is yet to release the remaining amount of Rs. 302.84 crores. Looking to the ongoing projects and ever increasing demand of Hon: High Court towards development of judicial infrastructure, the State Government has already released advance grant against the central share with anticipation for early reimbursement of the grant.

My department has been constantly following up this issue with Central Ministry for release of remaining grant. However, we are yet to receive the aforesaid amount.

In view of the above, I shall be grateful if you could kindly pursue the matter for early release of the aforesaid grant for completion of pending projects as well as reimbursement to the concerned Department.

With warm regards.

Yours

(Pradipsinh Jadeja)

- Copy to:** (1) Shri Nitinbhai Patel, Hon. Dy. Chief Minister & Finance Minister, State of Gujarat
(2) Law Secretary, Ministry of Law & Justice, New Delhi.
(3) Additional Chief Secretary, (Expenditure), Finance Department, Gandhinagar.
(4) Deputy Secretary, Ministry of Law & Justice, New Delhi

Annexure K1

46/28

44

By Speed Post

File No. J – 11017 / 19 / 2015 – JR
Government of India
Ministry of Law and Justice
(Department of Justice)

Jaisalmer House,
26-Mansingh Road,
New Delhi – 110 011.
Dated: the 8th December, 2015.

To,
MHA (J.S.H.)
The Principal Secretary (Home),
Government of Kerala,
Thiruvananthapuram.

Subject: Furnishing of Utilisation Certificate for the funds released under the Centrally Sponsored Scheme (CSS) for Development of Infrastructure Facilities for Judiciary in the year 2012-13 – Regarding.

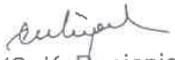
Sir,

I am directed to say that as per the records available with this Department, Utilisation Certificate for the balance amount of Rs.490.95 lakhs for the funds released in the year 2012-13 under the Centrally Sponsored Scheme (CSS) for Development of Infrastructure Facilities for Judiciary is pending with the State Government of Kerala.

It is therefore requested that Utilisation Certificate for an amount of Rs.490.95 lakh (Central share) and utilisation of prescribed State Share of Rs.499.67 lakh for the funds released in the year 2012-13 may please be furnished to this Department at the earliest.

It is also requested that Action Plan for construction of Court Buildings and Residential Quarters for judicial officers of District and Subordinate Courts in the years 2015-16 and 2016-17 may be furnished to this Department for seeking further financial assistance under the aforesaid Scheme.

Yours faithfully,


(C. K. Reejonja)

Deputy Secretary to the Government of India
Tel / Fax No. 2307 2146.
Email: ckreejonja@nic.in

d/c

75929/2016/JR Desk

45/281

43

File No. J-11017/19/2015-JR
Government of India
Ministry of Law and Justice
Department of Justice

Jaisalmer House,
26 Mansingh Road, New Delhi-110011
Dated:- 25th April, 2016

To,
The Principal Secretary (Home),
Government of Kerala,
Thiruvananthapuram.

Subject:-Centrally Sponsored Scheme for the Development of Infrastructure Facilities
for Judiciary- Regd.

Sir,

Please refer to this Department's letter of even no dated 8th December, 2015 (Copy enclosed) requesting the Government of Kerala for furnishing the Utilization Certificate for the funds released to the State Government under the Centrally Sponsored Scheme for the Development of infrastructure facilities. No reply has been received from the Government of Kerala in this regard.

In the view of above it is again requested to furnish the Utilisation Certificate for the balance amount as mentioned in the letter referred above. A copy of letter no J-11017/03/2016-JR dated 04.04.2016 with its enclosure is enclosed herewith for submission of Action Plan and pending Utilization Certificate for seeking further financial assistance under the above mentioned Scheme.

Yours faithfully,



(C.K. Reejonia)

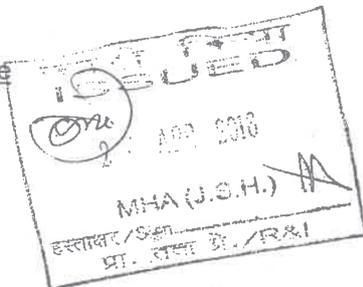
Deputy Secretary to the Government of India

Tel/Fax No. 23072146

e-mail:- ckreejonia@nic.in

O/c

Encl: As above



Annexure L

86467/2017

Desk

Chanchal Kumar

Secretary

Building Construction Department

Phone : 612- 2545656

Govt. of Bihar, Vishweshwaraiya Bhawan, Patna

Letter No : D.D.M.C.(1)-177/99(Part-IV) -

Dated :

To

Secretary
Government of India,
Ministry of Law & Justice,
(Department of Justice),
Jaisalmer House, New Delhi-110011

Sub : Report of Detailed Physical and Financial Progress & Utilization Certificate of Centrally Sponsored Scheme for the Development of Infrastructural facilities for Judiciary for the Year 1993-94 to Year 2011-12.

Sir,

With reference to the subject mentioned above the utilization certificate of Centrally Sponsored Scheme from the financial year 1993-94 to year 2011-12 is being sent along with this letter.

2. During financial year 2011-12, we had made a budget provision of Rs 551.97 lakh as State Share & Rs 551.97 lakh as Central Share.

3. During financial year 2011-12, Rs 320.32 lakh has been actually spent from the state share out of which balance Central Share amount Rs 14.73704 lakh of financial year 2008-09 may kindly be adjusted as per the norms of Central Share amount i.e.50% of Rs 320.32 lakh has not yet been received in the department.

Enc. : As above

Yours faithfully,

Sd/-
(Chanchal Kumar)
Secretary

Memo No - 5364 (2)

Patna, dt- 17/5/13

Copy to Secretary, Law Department, Govt of Bihar, Patna with two copies of utilization certificate for information and necessary action. It is requested that utilization certificate be sent to the Central Government after counter signature.

Enc. : As above

Secretary

CSP LETTER

Annexure M

By speed post 173

File No. J-11017/22/2015-JR /856
Government of India
Ministry of Law and Justice
Department of Justice

E. 100445/JR/118
5/11/18

Jaisalmer House,
26 Mansingh Road, New Delhi-110011
Dated:- 22nd December, 2017

To,

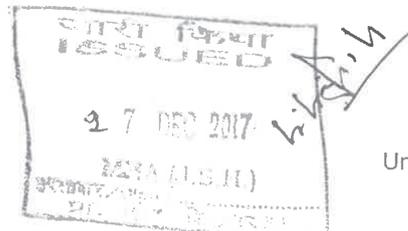
The Law Secretary,
State Government of Maharashtra,
Mumbai, Maharashtra

Subject:- Centrally Sponsored Scheme (CSS) for the development of infrastructure Facilities for the Judiciary-Furnishing of action / proposal / requisite information in the prescribed format under the modified Guidelines of the Scheme.-Regarding.

Sir,

This has reference to this Department's letter of even number dated 10th August, 2017 and subsequent reminders dated 6th September, 2017, 12th October, 2017, 9th November, 2017, 21st November, 2017 and 30th November, 2017 (copy enclosed for ready reference) requesting the State Government to furnish action plan / proposal / requisite information in the prescribed format under the modified Guidelines of the Scheme. The same is still awaited.

It is therefore requested that action plan / proposal / requisite information in the prescribed format under the modified Guidelines of the Scheme may please be sent to this Department at the earliest.



Yours faithfully,

(Z. A. Khan)

Under Secretary to the Government of India
Tel no: 011-23072139

O/C

Copy for necessary action please.

Registrar General, Bombay High Court, Mumbai, Maharashtra.

Contact Us

For any queries and clarification regarding this report, please contact us at jaldi@vidhilegalpolicy.in. We are located at D-359, Defence Colony, New Delhi - 110024. You can also reach us at 011 - 43102767 / 011- 43831699