



**Report of the
Comptroller and Auditor General of India
on
General & Social Sector
for the year ended March 2014**



Government of Andhra Pradesh
Report No. 3 of 2015

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Preface

This Report pertaining to the erstwhile composite State of Andhra Pradesh for the year ended March 2014 has been prepared for submission to Governors of Andhra Pradesh and Telangana under Article 151 of the Constitution of India, and in accordance with Section 45(1) of the Andhra Pradesh Reorganisation Act, 2014.

This Report contains significant results of the performance audit and compliance audit of the Departments of the Government of Andhra Pradesh under the General and Social Sector including Departments of Home, Backward Classes Welfare, Health, Medical & Family Welfare, Higher Education, Labour, Employment, Training & Factories, Minorities Welfare, School Education, Social Welfare, Tribal Welfare, Women, Children, Disabled & Senior Citizens and Youth Advancement, Tourism & Culture. However, Departments of Finance and Planning, General Administration, Law, Revenue, State Legislature, Consumer Affairs, Food & Civil Supplies, Housing, Municipal Administration & Urban Development and Panchayat Raj & Rural Development are not covered in this Report on General and Social Sector.

The instances mentioned in this Report are those, which came to notice in the course of test audit during the period 2013-14 as well as those which came to notice in earlier years, but could not be reported in the previous Audit Reports; instances relating to the period subsequent to 2013-14 have also been included, wherever necessary.

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

Chapter-1

Overview

1.1 About this Report

This Report covers matters arising out of audit of State Government Departments and Autonomous Bodies under the General and Social Sectors. The primary purpose of this Report is to bring to the notice of the Legislature, important results of audit. Auditing Standards require that the materiality level for reporting should be commensurate with the nature, volume and magnitude of transactions. The findings of audit are expected to enable the Executive to take corrective action as also to frame policies and directives that will lead to improved financial management of the organisations, thus, contributing to better governance.

This chapter, in addition to explaining planning and coverage of audit, provides a synopsis of important achievements and deficiencies in implementation of selected schemes, significant audit observations made during audit of transactions and follow-up action on previous Audit Report.

1.2 Profile of General and Social Sector

A summary of the expenditure incurred during last five years by Departments of Government of Andhra Pradesh falling within General and Social Sector is given below.

Table 1.1

(₹ in crore)

Sl. No.	Name of the Department	2009-10	2010-11	2011-12	2012-13	2013-14
A	General Sector					
1	Finance and Planning	23079.94	28572.35	30529.86	33817.12	36747.57
2	General Administration	717.03	444.09	705.9	584.68	819.71
3	Home	3068.72	3916.43	4412.53	5084.74	5692.96
4	Law	415.47	612.53	603.63	684.29	752.51
5	Revenue	2132.93	1964.19	2412.21	2058.01	3265.35
6	State Legislature	53.56	51.08	84.69	95.27	112.63
	Total (A)	29467.65	35560.67	38748.82	42324.11	47390.73
B	Social Sector					
1	Backward Classes Welfare	1181.74	1996.34	2758.53	3774.72	3538.31
2	Consumer Affairs, Food and Civil Supplies	2546.13	2415.79	2450.69	2792.38	3288.36
3	Health, Medical and Family Welfare	3323.02	4140.35	4980.25	5312.34	5737.45
4	Higher Education	1731.51	2551.16	2669.73	3238.25	3416.79
5	Housing	1398.34	1626.77	1743.33	1829.15	2083.02
6	Labour, Employment, Training and Factories	287.43	347.29	465.67	474.33	503.93
7	Minorities Welfare	197.88	324.62	370.33	350.88	505.34

Sl. No.	Name of the Department	2009-10	2010-11	2011-12	2012-13	2013-14
8	Municipal Administration and Urban Development	3139.85	4054.53	4108.89	4268.07	3038.02
9	Panchayat Raj ^s	2758.32	3533.15	2987.51	3393.22	4670.09
10	Rural Development ^s	3159.24	3921.78	4855.68	5175.01	4157.06
11	School Education	6690.92	9906.66	12250.18	13263.24	15094.39
12	Social Welfare	1245.12	1776.64	1941.74	2224.99	2450.96
13	Tribal Welfare	765.45	961.50	1143.23	1336.44	1288.01
14	Women, Child, Disabled and Senior Citizens	995.99	981.29	1513.03	2029.56	2031.82
15	Youth Advancement, Tourism and Culture	101.29	188.18	214.38	258.89	302.23
Total (B)		29522.23	38726.05	44453.17	49721.47	52105.78
Grand Total (A+B)		58989.88	74286.72	83201.99	92045.58	99496.51

Source: Appropriation Accounts of Government of Andhra Pradesh for relevant years

^sUnder one Secretariat department 'Panchayat Raj and Rural Development'

1.3 Office of Principal Accountant General (G&SSA)

Under directions of the CAG, Office of the Principal Accountant General (General & Social Sector Audit) conducts audit of 20 departments and local bodies/ PSUs/autonomous bodies thereunder in the State.



Offices of the Accountants' General

1.4 Authority for audit

Authority for audit by the CAG is derived from Articles 149 and 151 of Constitution of India and Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act, 1971 (DPC Act). CAG conducts audit of expenditure of General and Social sector departments of Government of Andhra Pradesh under Section 13¹ of the DPC Act. CAG is the sole auditor in respect of autonomous bodies/local bodies which are audited under Sections 19(2)² and 20(1)³ of the DPC Act. In addition, CAG also conducts audit, under Section 14⁴ of the DPC Act, of other autonomous bodies which are substantially funded by the Government. Principles and methodologies for various audits are prescribed in Auditing Standards and Regulations on Audit and Accounts, 2007 issued by the CAG.

¹ Audit of (i) all transactions from Consolidated Fund of State, (ii) all transactions relating to Contingency Fund and Public Account and (iii) all trading, manufacturing, profit & loss accounts, balance sheets & other subsidiary accounts kept in any department of a State

² Audit of accounts of Corporations (not being Companies) established by or under law made by State Legislature in accordance with provisions of the respective legislations

³ Audit of accounts of any body or authority on request of Governor, on such terms and conditions as may be agreed upon between CAG and Government

⁴ Audit of all (i) receipts and expenditure of a body/authority substantially financed by grants or loans from Consolidated Fund of State and (ii) all receipts and expenditure of any body or authority where grants or loans to such body or authority from Consolidated Fund of State in a financial year is not less than ₹1 crore

1.5 Planning and conduct of audit

Audit process commences with assessment of risk of department/organisation/autonomous body/scheme, etc. based on expenditure incurred, criticality/complexity of activities, priority accorded for the activity by Government, level of delegated financial powers, assessment of internal controls and concerns of stakeholders. Previous audit findings are also considered in this exercise. Based on this risk assessment, frequency and extent of audit are decided and an annual audit plan is formulated to conduct audit.

After completion of audit of each unit, Inspection Report (IR) containing audit findings is issued to head of unit with a request to furnish replies within one month of receipt of IR. Whenever replies are received, audit findings are either settled or further action for compliance is advised. Significant audit observations pointed out in these IRs, which require attention at highest level in Government, are processed for inclusion in Audit Reports which are submitted to Governor of the State under Article 151 of Constitution of India for causing them to be laid on the Table of State Legislature.

1.6 Response of departments to Audit findings

Heads of offices and next higher authorities are required to respond to observations contained in IRs and take appropriate corrective action. Audit observations communicated in IRs are also discussed in meetings at district level by officers of the AG's office with officers of the departments.

As of 30 September 2014, 5460 IRs containing 36,726 paragraphs pertaining to years up to 2013-14 were pending settlement as detailed below. Of these, first replies have not been received in respect of 247 IRs (4,250 paragraphs). Department-wise details are given in *Appendix-1.1*.

Table 1.2

Year	Number of IRs/Paragraphs as of 30 September 2014		IRs/Paragraphs where even first replies have not been received	
	IRs	Paragraphs	IRs	Paragraphs
2010-11 and earlier years	4761	27188	205	3540
2011-12	447	4620	-	-
2012-13	146	2964	7	165
2013-14	106	1954	35	545
Total	5460	36726	247	4250

Lack of action on audit IRs and paragraphs is fraught with the risk of perpetuating serious financial irregularities pointed out in these reports, dilution of internal controls in process of governance, inefficient and ineffective delivery of public goods/services, fraud, corruption and loss to public exchequer.

As per instructions issued by Finance and Planning Department in November 1993, administrative departments are required to submit Explanatory Notes on paragraphs and performance audit reports included in Audit Reports within three months of their presentation to Legislature, without waiting for any notice or call from Public Accounts

Committee, duly indicating action taken or proposed to be taken. However, as of January 2015, 15 departments have not submitted Explanatory Notes in respect of 32 paragraphs/performance audit reports that featured in Audit Reports for the years 2005-06 to 2012-13. Details are given in *Appendix-1.2*.

As per Finance Department's Handbook of Instructions and their U.O. dated 3 November 1993, all departments are required to send their response to draft audit paragraphs proposed for inclusion in Report of Comptroller and Auditor General of India, within six weeks of their receipt. During 2014-15, three draft Performance Audit reports and 14 draft compliance audit paragraphs were forwarded to Special Chief Secretaries/Principal Secretaries/Secretaries of departments concerned drawing their attention to audit findings and requesting them to send their response within six weeks. It was brought to their personal attention that in view of likely inclusion of these paragraphs in Report of Comptroller and Auditor General of India, which would be placed before State Legislature, it would be desirable to include their comments/responses to the audit findings. Despite this, two departments⁵ did not furnish reply to one draft Performance Audit report and one compliance audit paragraph as on the date of finalisation of this Report. Responses of departments, where received, have been appropriately incorporated in the Report.

1.7 Significant Audit observations

This Report contains findings of Audit from a test-check of accounts and transactions of nine departments of State Government during 2013-14. Audit focus during the year has been primarily on evaluating implementation of specific Government programmes and initiatives covering mainly Health, Medical and Family Welfare, Minorities Welfare, Women, Children, Disabled and Senior Citizens Departments under Social and General Sectors so as to aid Government in taking necessary corrective action to improve service delivery levels to citizens. Towards this end, three Performance Audit reports of schemes/departments and 14 draft compliance audit paragraphs have been issued to Government.

The three Performance Audits included in this Report are (i) Andhra Pradesh Health Sector Reform Programme, (ii) Tribal welfare and (iii) Welfare and Protection of Girl Child.

Significant results of audit that feature in this Report are summarised as follows.

1.7.1 Andhra Pradesh Health Sector Reform Programme

Government of Andhra Pradesh implemented a DFID-supported (Department for International Development of the Government of United Kingdom) Health Sector Reform Programme (APHSRP) during July 2007 to June 2010. The programme was based on Health Sector Reform Strategy Framework for achieving improved access to quality health services, especially by the poor and vulnerable sections of society and underserved areas.

⁵ Department for Women, Children, Disabled & Senior Citizens and Minorities Welfare

Performance Audit of implementation of APHSRP during the period 2009-14 was undertaken (2013-14) covering seven districts⁶ (capital district of Hyderabad and two each from the three regions of the State) to assess the status of health services since the specified timeframe for implementation of reforms has expired and mission period of NRHM was also completed in 2012. Overall, 426 health units were selected for detailed study across seven districts. Significant findings of the performance audit are summarised below.

Health care Set up

- *There was shortage of health care units at all levels i.e. Sub-centres (SCs), Primary Health Centres (PHCs) and Community Health Centres (CHCs) vis-à-vis norms. Despite the shortfall (29 per cent in plain areas and 30 per cent in tribal areas), no new Sub-centres were set up in the State during entire mission period of NRHM (2005-12). Only 139 new Primary Health Centres were established during the last five years resulting in 42 per cent shortfall vis-à-vis norms.*
- *Although, Government sanctioned upgradation of 1,224 SCs and 249 PHCs under NRHM during 2005-14, only 654 SCs and 114 PHCs were upgraded.*

(Paragraph 2.3)

- *None of the test checked units complied with the requirement of equipment as per Indian Public Health Standards (IPHS) norms. Most of the Medical Colleges and Teaching Hospitals also did not comply with the norms prescribed by Medical Council of India (MCI) with regard to infrastructure, manpower, equipment and drugs & medicines.*

(Paragraphs 2.3.3 and 2.4)

Manpower planning

There were shortages in both medical and paramedical staff, especially personnel skilled in specialised branches of medicine at primary, secondary as well as tertiary health care institutions. Against the requirement of 20,006 posts there was a shortage of 10,534 posts (53 per cent) vis-à-vis IPHS norms.

(Paragraph 2.10)

Fixed Day Health Services

The objective of Fixed Day Health Services (104 services) programme of providing medical facilities to habitations beyond three kilometres from SCs/PHC was partially fulfilled. Deficiencies of equipment in Mobile Health Units were noticed.

(Paragraph 2.5)

Procurement of drugs/surgical and Drug Control Administration

Procurement was marked by delay in supply of drugs/surgicals by suppliers. Drug testing laboratories in Hyderabad and Vijayawada were functioning with outdated/non-functional equipment. Monitoring of drug control including licensing of blood banks was ineffective.

(Paragraph 2.12)

⁶ Chittoor, East Godavari, Hyderabad, Kurnool, Mahabubnagar, Visakhapatnam and Warangal

Financial Management

- Government could not exhaust the funds allocated for health sector in any of the last five years and unutilised funds ranged from ₹409 crore to ₹1,040 crore.
- Under DFID aid, ₹55 crore (out of ₹299.04 crore) released to Strategic Planning Innovation Unit (SPIU) was not utilised for intended purpose.

(Paragraph 2.13)

1.7.2 Tribal welfare

Performance audit of tribal welfare was conducted during April to July 2013 and April to May 2014 covering the implementation of various economic support schemes, schemes for development of education (other than scholarships) and infrastructure in tribal areas during the period 2009-14. Significant findings of this performance audit are summarised below.

Planning

- As against mandated 6.60 per cent allocation of total plan budget outlay for Tribal Sub-Plan (TSP), allocation was only about 3.97 per cent on an average during the last five years. Even out of the funds allocated, Government could not expend to the extent of 94 per cent (General sector), 36 per cent (Social sector) and 44 per cent (Economic sector). Though Government enacted 'Andhra Pradesh Scheduled Castes Sub-Plan and Tribal Sub-Plan (Planning, Allocation and Utilisation of Financial Resources) Act, 2013' in December 2012, there was no improvement in allocation and utilisation of funds under TSP during 2013-14.

(Paragraph 3.3)

Financial Management

- Allocated resources were not utilised fully in any of the years during the period 2009-14. As against total grant of ₹1,664 crore received, an amount of ₹725 crore (44 per cent) was only expended. There was Nil expenditure in respect of 59 (out of 243) sub-schemes which were allocated a total amount of ₹460.91 crore under TSP.
- There were persistent delays ranging from 13 to 24 months in releasing funds for grants provided under Article 275 (1).
- During the period 2009-14, funds amounting to ₹11.78 crore were lying idle in the PD Accounts of six ITDAs. As at end of March 2014, funds amounting to ₹94.27 crore remained unutilised and were lying in the PD Account of TRICOR.
- Advances amounting to ₹165.46 crore remained unadjusted as of March 2014 in seven ITDAs. Some of these advances (₹1.89 crore) are pending recovery/adjustment for over a decade and there was no effective mechanism in place to recover/adjust the pending advances.

(Paragraph 3.4)

Economic Support Schemes (ESS)

- *During the period 2009-14, 4.86 lakh beneficiaries (target: 7.14 lakh) were covered and the funds earmarked for providing sustainable livelihood support to the beneficiaries were utilised only to the extent of 51 per cent.*
- *Coffee and rubber plantations planned for the benefit of tribal population failed to achieve the desired results mainly due to non-availability of shade area/unsuitable agro-climatic conditions and unsuccessful maintenance of plants.*
- *In none of the test checked ITDAs was physical verification of economic support schemes by third party agencies carried out to evaluate commencement of the schemes.*

(Paragraph 3.5)

Development of Infrastructure

Road Connectivity

- *During 2009-14, 138 road works were taken up at an estimated cost of ₹194.80 crore. Of these, 48 (35 per cent) works were completed (expenditure incurred: ₹47.20 crore) and 63 works are in progress; the remaining 27 works were yet to be taken up (September 2014).*
- *Six works taken up without obtaining forest-clearance led to closure of works midway after incurring an expenditure of ₹5.61 crore. Six villages (out of 42 physically verified) in Adilabad, Khammam, Kurnool, Vizianagaram and Warangal districts have no transportation facilities of any type.*

(Paragraph 3.6.1)

Amenities in Schools

- *Test checked Government Ashram High schools/hostels/Gurukulam institutions lacked basic amenities and other facilities like drinking water, toilets, staff quarters, etc.*
- *Physical verification of sampled institutions revealed insufficient facilities like libraries, Arts and Crafts room, Computer room, Sports room, Dining hall, etc.*

(Paragraphs 3.6.4 and 3.6.5)

Construction of school buildings

During 2009-14, only 152 (19 per cent) out of 807 sanctioned educational works had been completed. Thirty one per cent of the works remained at various stages of completion and nearly 47 per cent of the works remained incomplete.

(Paragraph 3.6.2)

1.7.3 Welfare and Protection of Girl Child

Performance audit of implementation of schemes for welfare and protection of girl child during the period 2009-14 was conducted (April – July 2014) to assess whether Acts and schemes meant for the welfare of girl child in terms of providing nutrition, health and education and protection in terms of legal, physical and financial aspects have been implemented effectively. Significant findings of this performance audit are summarised below.

Fund utilisation

- *Allocated funds were not released in full by the State Government in any of the years during 2009-14 and even the short released amounts were not expended which impacted implementation of the schemes viz., Kasturba Gandhi Balika Vidyalaya (KGBV), Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (SABLA), etc. (Paragraph 4.3)*

Welfare of girl children

Education

- *In 11 out of 12 test checked KGBVs, enrolment was less than the sanctioned strength and the shortfall ranged up to 86 per cent during the period 2009-14.*
- *Dormitories were inadequate in 11 out of 12 test checked KGBVs resulting in overcrowding. The rooms were also congested and the norms were not adhered to. There was shortage of toilet facilities in the test checked KGBVs.*

(Paragraph 4.4.3)

Protection of girl children

Physical Protection

- *Test checked welfare hostels suffered from inadequate dormitories resulting in overcrowding, shortage of toilet facilities, lack of provision of amenities, etc.*

(Paragraph 4.5.1)

Financial Protection

- *Against ₹79.19 crore released under Bangaru Talli Scheme to Society for Elimination of Rural Poverty (SERP) and Mission for Elimination of Poverty in Municipal Areas (MEPMA), an amount of ₹39.51 crore was only utilised, covering only 57 per cent of 2.76 lakh registered beneficiaries.*
- *SERP appropriated funds of ₹1.42 crore pertaining to Bangaru Talli scheme towards administrative expenses though not authorised as per the guidelines. Further, SERP furnished (March 2014) incorrect UC for ₹42.17 crore as against the actual expenditure of ₹20.33 crore with regard to the coverage of 81,309 beneficiaries.*

(Paragraph 4.5.2)

1.7.4 Compliance Audit Observations

1.7.4.1 Archaeology and Museums

The Directorate, Archaeology and Museums did not have a comprehensive system to fulfil its core functions such as identification, survey, excavation, conservation and preservation of protected monuments. There were encroachments and illegal constructions within the proximity of protected monuments. Maintenance and upkeep of the museums was poor due to lack of funding base and other reasons exposing them to the risk of defacement, deterioration, theft and encroachments. (Paragraph 5.1)

1.7.4.2 Minorities Welfare

Implementation of economic support as well as social security and welfare schemes was far from satisfactory as funds released were not utilised for the intended purposes in a majority of the cases. (Paragraph 5.2)

1.7.4.3 Implementation of Crime and Criminal Tracking Network and Systems (CCTNS)

The main objective of Crime and Criminal Tracking Network and Systems (CCTNS) to capture the crimes and criminals related information online on real-time basis across the country and harness it for effective policing and crime investigation has not been achieved as implementation of the system suffered due to delay in release of funds by the Government of India, preparation of site and providing network connectivity, delay in commissioning of hardware, digitization of records and migration of legacy data, delays in system development, testing and roll-out. With only seven out of the fourteen modules of the system having been developed and tested, and only four out of these seven modules being functional in 262 out of 1,662 police stations, there could be further time overrun in implementation of the CCTNS project. (Paragraph 5.3)

1.7.4.4 Infrastructure in Junior Colleges

Contrary to stipulations made in AP Educational Institutions (Establishment, Recognition, Administration and Control of Institutions of Higher Education) Rules, 1987 (APEI (ERA&CIHE) Rules), shortages were observed in all the test checked Junior Colleges with regard to provision of college infrastructure/basic amenities like number of buildings, classrooms, toilet facilities, furniture in classrooms/laboratories/libraries, laboratory equipment, library books/journals, delay/short supply of text books to ST students, safe drinking water facilities, barrier free access, etc. (Paragraph 5.4)

1.7.4.5 Implementation of Food Safety and Standards Act

Survey of food business establishments was not carried out and database of food business establishments was not maintained. Adequate samples were not lifted from food establishments, indicating poor surveillance on food business operators and lack of assurance about compliance with food safety norms by various food establishments. (Paragraph 5.5)

1.7.4.6 Mismanagement of Examination Funds

Inadequate monitoring and control by The Andhra Pradesh State Council of Higher Education with regard to amounts available and spent by Convenors of Common Entrance Tests (CETs) led to several lacunae in financial management by the Convenors and blocked availability of funds with the Council. CET guidelines were not followed and delays in refunding unspent balances by Convenors, parking of CET funds outside Convenor accounts, non-maintenance of key control registers like cash book, register of valuables, etc. were fraught with risks of misutilisation of examination funds.

(Paragraph 5.6)

1.7.4.7 AP Text Book Press

Due to inadequate attention to modernisation of Text Book Press (established in 1958), Government was forced to incur additional expenditure on printing text books in private press which resulted in increased dependence on private printers without furthering the printing capabilities of the Press.

(Paragraph 5.7)

1.7.4.8 Idle/Unfruitful expenditure on equipment

Equipment procured by RGUKT at a cost of ₹3.18 crore without proper planning/immediate requirement, remained idle for over one to five years rendering the expenditure idle/unfruitful. Besides, equipment procured at a cost of ₹16.70 crore were also lying idle due to non-completion of civil works/non-appointment of skilled operators.

(Paragraph 5.8)

Chapter-2

Performance Audit of Andhra Pradesh Health Sector Reform Programme

**Health, Medical and Family Welfare
Department**

2.1 Introduction

Government implemented a Department for International Development (DFID)¹ supported Health Sector Reform Programme (APHSRP) during July 2007 to June 2010. APHSRP was within mission period of National Rural Health Mission (2005-12) and most of the outputs and key reform measures initiated by the State Government under APHSRP were aspirations outlined in NRHM. Major outputs envisaged in health sector and key reforms outlined by APHSRP to achieve these outputs, are detailed below.

Outputs	Key Reforms
Improved access to quality and responsive services, especially in underserved areas	<ul style="list-style-type: none"> • Universal access to health care with focus on preventive care • Fixed day health services and help line (104 services) • Emergency response (EMRI-108 services) • Aarogyasri community health insurance scheme • Community volunteers (ASHAs)
Setting up institutional mechanisms for community participation	<ul style="list-style-type: none"> • Functional Village Health and Sanitation Committees (VHSCs) • Functional Hospital Development Services
Improved governance and management of AP health sector	<ul style="list-style-type: none"> • Restructuring of Health and Family Welfare Department • Reduction of vacancies of medical personnel, including in tribal and remote areas • Integrated monitoring system for service delivery, human resources and financial information
Strengthened financial management systems	<ul style="list-style-type: none"> • Medium Term Expenditure Framework • Improved accounting and auditing systems • Improved procurement practices • Formation of Andhra Pradesh Health, Medical and Housing Infrastructure Development Corporation (now APMSIDC) • Improvement of drugs supply

2.1.1 Responsibility Centres

There are nine Heads of Departments functioning under the administrative control of Principal Secretary, Health, Medical and Family Welfare Department. Primary and Tertiary health care are dealt with by Directorate of Public Health & Family Welfare and Directorate of Medical Education, whereas secondary health care is handled by Andhra Pradesh Vaidya Vidhana Parishad (APVVP). Construction of buildings for primary health care/hospitals/medical colleges, etc. is the responsibility of APMSIDC² with executive divisions at district level. Procurement of machinery & equipment and drugs is centralised at APMSIDC, Hyderabad.

¹ Government of United Kingdom

² Erstwhile AP Health Medical Housing Infrastructure Development Corporation (APMHIDC)

2.2 Audit Framework

2.2.1 Audit Objectives

This performance audit was taken up to assess whether reforms in health sector initiated in 2007 and key policy changes enunciated by Government to achieve the outputs outlined in reforms have been implemented effectively in terms of

- creation of adequate infrastructure and other envisaged services to facilitate *access to quality and responsive health services*;
- setting up institutional mechanisms for community participation;
- optimal efficiency in health care delivery system, including manpower planning through *improved governance and management of health sector*; and
- strengthened financial management systems.

2.2.2 Audit Criteria

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

- Health Sector Reform Strategy Framework
- Budget of State Government during the relevant period
- IPHS norms for primary and secondary health care; MCI norms for tertiary health care
- NRHM guidelines
- Orders/instructions/circulars issued by GoI and State Government from time to time
- AP Financial Code

2.2.3 Audit Scope and Methodology

Audit scope involved a review of various interventions of State Government in health sector and implementation of various programmes in pursuance of the reform process as well as areas of convergence with NRHM during the period 2009-14. An Entry Conference was held in March 2013 with Principal Secretary to Government, Health, Medical and Family Welfare (HM&FW) Department wherein audit objectives, methodology, scope and criteria, audit sample, beneficiary survey, etc. were discussed and agreed to. Audit methodology involved scrutiny of relevant files/records at Secretariat department, offices of various HoDs concerned in HM&FW Department, issue of questionnaires, discussions with concerned officials at various levels, data analysis, joint inspections at field level and beneficiary survey. Exit Conference was held with Government representatives in November 2014 to discuss audit findings and replies of Government have been incorporated at appropriate places in the report.

2.2.3.1 Audit Sample

Based on a pilot study in the capital district of Hyderabad, six districts were selected for audit sample – two each from the three regions of the State. Audit sample varied with regard to each of the interventions of State Government in health sector based on

expenditure and risk parameters in the districts. Overall, 426 health units³ were selected for detailed study across seven districts⁴. List of units selected for detailed audit scrutiny is given in *Appendix-2.1*.

Audit Findings

2.3 Health care set up

Health care services in the State are implemented through the following three tiers:

- **Primary health care services**, provided through Primary Health Centres (PHCs) and Sub-centres (SCs)
- **Secondary health care services**, provided through referral units i.e. Community Health Centres (CHCs), Area Hospitals (AHs) and District Hospitals (DHs)
- **Tertiary health care services**, provided through teaching hospitals attached to Medical Colleges and Super Speciality Hospitals

Public health facilities available in the State during the five year period 2009-14 were as follows.

Table-2.1

Health facility	2009-10	2010-11	2011-12	2012-13	2013-14
District hospitals	16	16	17	17	17
Area hospitals	59	59	58	59	59
Community Health Centres	171	172	363	308	308
Primary Health Centres	1571	1571	1709	1709	1709
Sub-centres	12522	12522	12285	12285	12522
Allopathic dispensaries	130	143	26*	26	26

Source: Outcome Budget of respective years

*Number reduced as dispensaries under the control of DoH were converted to PHCs/CHCs

Audit test checked 134 PHCs (out of 605) and 248 SCs (out of 3,897) of primary health care; 18 CHCs (out of 88), seven Area hospitals (out of 30) and all the five District⁵ hospitals of secondary health care and seven Medical colleges and their attached Teaching hospitals in tertiary health care in the sampled districts to assess adequacy of infrastructure facilities available. Audit findings are discussed below.

2.3.1 Primary health care

PHC, headed by a Medical Officer, is the key unit in primary health care system. It was conceived to provide medical care and family welfare services, including maternity and child health (MCH) services, immunization programme, promote health education, training, lab-testing for diagnosis of diseases, etc.

Health care services are extended to village level through Sub-centres, with each PHC providing for about 6 - 10 SCs within its jurisdiction. As per NRHM guidelines, there

³ SCs: 248; PHCs: 134; CHCs: 18; AHs: 7; DHs: 5; Medical Colleges: 7; Teaching Hospitals: 7

⁴ Chittoor, East Godavari, Hyderabad, Kurnool, Mahabubnagar, Visakhapatnam and Warangal

⁵ Out of seven sampled districts, District Hospitals were not available in Visakhapatnam and Warangal districts

should be one SC for a population of 5,000 (3,000 in tribal areas), one PHC for 30,000 (20,000 in tribal areas) and one CHC for one lakh population (80,000 in tribal areas). Audit scrutiny revealed shortage of health care units at all levels as can be seen from the number of health care units existing *vis-à-vis* norms as of March 2014 given below.

Table-2.2

Health facility	Requirement as per population norms		Units as of 1 April 2005 (start of NRHM)		Units as of 31 March 2014		Shortfall	
	Plain Areas	Tribal Areas	Plain Areas	Tribal Areas	Plain Areas	Tribal Areas	Plain Areas	Tribal Areas
Sub-centres	15733	1973	12522	NA	11167	1355	4566	584
Primary Health Centres	2622	296	1570	NA	1465	244	1157	73
Community Health Centres	787	74	215	NA	277	31	510	40

Source: Report of Common Review Mission and Outcome Budget 2013-14

NA: Not available

Despite the shortfall (29 *per cent* in plain areas and 30 *per cent* in tribal areas), no new SCs were set up in the State during the entire mission period of NRHM (2005-12). Only 139 new PHCs were established during the last five years, resulting in 42 *per cent* shortfall (44 *per cent* in plain areas and 25 *per cent* in tribal areas) *vis-à-vis* norms. Similarly, only 64 *per cent* CHCs (65 *per cent* in plain areas and 54 *per cent* in tribal areas) were functioning against the requirement as per population norm.

There were shortages in PHCs and SCs in all the sampled districts. Shortage of PHCs was high in Visakhapatnam district (53 *per cent*) followed by East Godavari and Kurnool (48 *per cent*) districts. In respect of SCs, shortage was high in Visakhapatnam (45 *per cent*) followed by Kurnool (38 *per cent*).

With regard to tribal areas, shortage of PHCs and SCs was high in Chittoor district (100 *per cent*) followed by Mahabubnagar (44 and 58 *per cent*) and Warangal (37 and 39 *per cent*) districts.

Government stated (December 2014) that in the case of PHCs and CHCs it was proposed to fill the gap in a phased manner duly observing the procedural requirements. Also district level exercise was currently being carried out to address this problem.

2.3.1.1 Lack of amenities in Primary Health Centres

In 56 *per cent* PHCs, transport facility was not available to facilitate access to emergency referral services and 53 *per cent* of PHCs do not have telephone facility to answer emergency calls. Further, generators/inverters were not available in 25 *per cent* PHCs, drinking water was not available in 16 *per cent* PHCs, Operation Theatres were not in use in 30 *per cent* PHCs and labour room with facilities were not available in 16 *per cent* PHCs.

Government sanctioned upgradation of 1,224 SCs and 249 PHCs under NRHM during 2005-14. However, only 654 SCs and 114 PHCs have been upgraded.

Government replied (December 2014) that the Government is operating 108-Ambulance services and 104-Fixed Day Health services to reach out to the need on highways, in rural and tribal belts and also provided mobile phone facility and internet connectivity to almost all the PHCs and with these measures, there was no dearth for transport and communication facilities at PHC level.

However, from the information furnished to Audit by Director of Health, it is evident that referral facility was not available in 56 per cent of PHCs.

2.3.2 Secondary health care

Community Health Centres (CHCs) are First Referral Units (FRUs), with area hospitals and district hospitals being the other referral units. There are 308 CHCs in the State and there is dual control over them with both AP Vaidya Vidhana Parishad (APVVP) and Director of Health (DoH) handling their functioning (APVVP: 121, DoH: 187). Government orders (August 2010) to bring all CHCs under the control of DoH to strengthen and revitalise secondary health care system were not complied with as of March 2014.

2.3.3 Tertiary health care

Medical colleges attached to teaching hospitals form part of tertiary health care. Medical Council of India (MCI) prescribed norms for infrastructure, manpower, equipment and drugs and medicines required in medical colleges and their teaching hospitals. Test-check of seven medical colleges and their attached teaching hospitals revealed that most of these colleges do not comply with prescribed norms (*Appendix-2.2*).

Government replied (December 2014) that it was seized of the issue of shortage of certain equipment in some of the Government teaching hospitals and enumerated the various steps/measures taken for all round improvement in the provision of essential equipment in all the Teaching (District) hospitals.

2.4 Physical infrastructure

Audit scrutiny of infrastructure in health care facilities *vis-à-vis* IPHS norms revealed shortages. Details with regard to test checked health centres are tabulated below.

Table-2.3

Sl. No.	Facilities	SCs	PHCs	CHCs/DHs/AHS*
Total number audited		248	134	30
1	No. where Ambulance was not available	NA	NA	17
2	No. with no electricity connection	112	Nil	Nil
3	No. without standby power supply	248	55	7
4	No. where separate ward for male and female was not available	NA	118	3
5	No. where waiting rooms were not available	NA	57	5
6	No. where there was no water supply	98	15	Nil
7	No. without telephone connection	206	73	5
8	No. where no residential accommodation was available for staff	159	233**	12
9	No. where prescribed quantity of medicines were not available	248	134	30

*includes data in respect of 18 CHCs, seven Area Hospitals (AHs) and five District Hospitals (DHs)

**residential accommodation not available in respect of MOs in 119 PHCs and Staff Nurses in 114 PHCs; NA: Not applicable

None of the test checked units complied with the requirement of equipment as per norms. Non-compliance was especially high with regard to standard surgical sets in CHCs, Treadmill, CTG Monitor, 500 M.A. X-ray machines, Dehumidifier in AHs and ECG, CTG monitors, Paediatric operation table, etc. in DHs. Details are given in **Appendix-2.3**.

Government replied (December 2014) that the IPHS norms are advisory in nature and to a certain extent these have been fulfilled in the health care institutions. Government also assured that necessary steps would be taken to provide the physical infrastructure and equipment to the health care units.

However, the instances of lack/shortage of equipment pointed out in Audit pertain to essential equipment required as per IPHS norms.

2.5 Fixed Day Health Services

NRHM brought up the concept of Mobile Medical Units (MMUs)⁶ to break down barriers in accessing primary health care by rural people. State Government introduced (February 2008) Fixed Day Health Services (FDHS) under NRHM to enhance delivery of health care services to habitations beyond 3 to 5 km away from PHCs/CHCs through MMUs.

Under this scheme, health care services are to be provided through MMUs once-a-month on a fixed day to all habitations (two habitations per day to cover 1,500 population in each habitation) to facilitate primary screening for pregnant women and children and monitoring chronic diseases as well as distribution of drugs for chronic diseases. This programme is being implemented in the entire State with 475 MHUs.

Health Management and Research Institute (HMRI) a non-profit organisation was entrusted with implementation of these services under PPP mode. HMRI managed these services up to October 2010 and thereafter, these were transferred⁷ to District Medical and Health Officers (DM&HOs) of respective districts. Against total funds of ₹478.37 crore (including opening balance of ₹113.50 crore) provided during 2009-14, an amount of ₹409.76 crore was expended on FDHS during the period 2009-14.

2.5.1 Non-provision of services at habitations

Approximately four crore population is estimated to be living in habitations beyond three km of PHCs/CHCs. MMU is required to cover a population of 3,000 in eight hours a day. As per records, total number of habitations⁸ in the State was 72,134. Audit observed that only 35,610 (50 per cent) habitations were covered during operation of FDHS from March 2008 to October 2010.

During Exit Conference (November 2014), Government attributed the non-coverage of remote habitations on all days to financial constraints.

Audit scrutiny of records in the sampled districts revealed that in East Godavari district, although Mandapeta (No. of habitations: 551, population: 8.79 lakh) and Yeleswaram (No. of habitations: 139, population: 5.33 lakh) clusters had more number of habitations,

⁶ also known as mobile health units - MHUs

⁷ due to strike by HMRI staff and other administrative reasons

⁸ Data regarding number of total habitations beyond three kilometres of PHC/CHC was not furnished by CFW

only one MMU each was provided, making it impossible to comply with the scheme guidelines of covering all habitations in a month. Similarly in Kotauratla and Chodavaram clusters (Visakhapatnam district), coverage of habitations reduced to 415 and 452 in 2013-14 against 615 and 973 habitations covered during 2012-13. With regard to Kurnool, Warangal and Ranga Reddy districts, relevant particulars were not furnished by DM&HOs.

Some Governmental feedback indicated that there was a proposal for increasing FDHS vehicles so as to provide one vehicle for each mandal instead of one for two mandals presently in operation.

2.5.2 Deficiencies of equipment in MHUs

In the sampled districts, Audit observed the following:

- (i) As part of FDHS programme, LCD units are required to be provided in MHUs in order to create awareness among people in habitations. However, in Ranga Reddy district, LCDs and DVDs were not used in MHUs and were detached and placed at cluster offices, thus defeating the purpose of procuring them. Non-availability of bed, tents, inverter; intercom and AC; damaged footboard/ladder, etc. were also observed in Audit.
- (ii) Physical verification of an MHU provided to Thorrur cluster (Warangal district) revealed damaged tyres, non-working of engine battery, fire extinguishers, etc.
- (iii) In Chittoor, Visakhapatnam and Kurnool districts, inverters and ACs provided to vans were not in working condition.

2.5.3 Database analysis

As per norms, each habitation should be covered 12 times in a year. Audit analysis of data-dump for the period January 2012 to December 2013 provided by Commissioner of Family Welfare (CFW) revealed that out of 23,098 villages covered during 2012, 22,931 villages were covered less than 12 times (on fixed days) during the year. Similarly, during 2013, out of 23,773 villages, 21885 villages were covered less than 12 times during the year.

In the sampled districts, out of 7,216 villages, FDHS coverage was less than 12 times in 6,681 villages⁹ during 2012 and in 6,695 villages¹⁰ during 2013.

Government in its reply (January 2015) attributed the low coverage to frequent disturbances, bundhs, strikes and agitations in the State.

2.6 Emergency Response Services

One of the important components of health sector reforms in the State is rural emergency health transport service, popularly known as ‘108 Service’ which is designed to provide immediate transportation of patients in need of critical care and trauma, and accident victims.

⁹ Visakhapatnam: 1,125; East Godavari: 815; Kurnool: 1,150; Chittoor: 1,133; Mahabubnagar: 1,432 and Warangal: 1,026

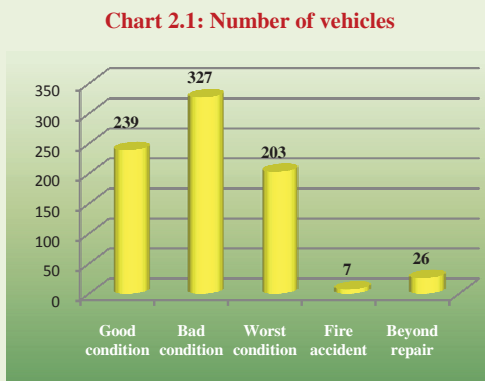
¹⁰ Visakhapatnam: 1,215; East Godavari: 789; Kurnool: 1,141; Chittoor: 1,116; Mahabubnagar: 1,448 and Warangal: 986

Within the State, ambulance service is provided on the basis of geographical segments comprising about 1.3 lakh population per segment and one ambulance is positioned for each segment to cater to emergency health transportation needs. Currently, 802 ambulances (752 in operation and 50 kept as reserve) are available for emergency transport services for 752 segments. Government entrusted (April 2005) the responsibility of implementation of this service to Emergency Management and Research Institute (EMRI), a non-profit organisation, under PPP mode by providing ambulances and required medical equipment. During the period 2009-14 (up to March 2014), out of ₹487 crore provided for this service, ₹479 crore was expended.

2.6.1 Scheme implementation

2.6.1.1 Replacement of ambulances

MoU of September 2011 envisaged replacement/refurbishment of ambulances yearly in order to provide uninterrupted emergency services. Scrutiny of records relating to status/condition of ambulances during 2012-13 available with CFW revealed the following.



Source : Records of CFW

Although replacement of vehicles was envisaged in MoU, CFW could replace only 220 between September 2012 and May 2013. Further analysis revealed that 66 vehicles were still on road even after their replacements. Scrutiny also revealed that there were non-operational (off-road) ambulances ranging from 111 to 330 for period August 2009 to February 2012 due to accidents/breakdowns/refurbishments/minor body repairs.

During the Exit Conference, Government's response (November 2014) to the issue of a large number of off-road vehicles (in 108 service) due to repairs/non-replacements, was that efforts were already on to replace the off-road vehicles. Further, an action plan has been drawn up to procure 278 new ambulances to substitute old ambulances requiring replacement.

2.6.1.2 Inconsistencies in database

Audit analysis of data dump for the period 2009-14 (up to December 2013), provided by CFW, revealed inconsistencies like non-capturing of 'call-to-scene' time, 'scene-to-destination' date, incident location, caller phone number, victim name, informer name, invalid categorising of emergency calls, invalid hospital-id, etc., as detailed below:

- (i) Audit observed that in 2.07 lakh records, 'call-to-scene' arrival date and time was not recorded; in 55.63 lakh records, 'scene-to-destination arrival time' date was captured as '00-00-0000'; in 28,116 cases, incident location/landmark was shown as 'null' and in 72,123 cases, informer name was not captured.

- (ii) Emergency calls have been grouped under three categories viz., Medical, Police and Fire. It was however, observed that during the five year period, 31.02 lakh cases were grouped under category '0'.
- (iii) In 'Dispatch Remarks' table, which contains information about type of emergency and remarks, no description was assigned for ID_No. There were 6.91 lakh records in database under this category.
- (iv) In 56.39 lakh records pertaining to 2011-12 and 2013-14, hospital-ID was mentioned as '0' in 53 *per cent* and 32 *per cent* cases respectively. Therefore, it could not be established if the concerned patients requiring emergency medicare were admitted to hospital or not.
- (v) Victim Info table contains details about each victim for every incident/call ID. However, in 22.44 lakh cases, victim name was not captured.
- (vi) In 'call-incident-info' table, which contains details about call time, incident location, caller information, etc., caller phone number was not found in 6.20 lakh records. It was also observed that incident-mandal-ID was invalid in 25,196 records. In the absence of critical information like Mandal ID, the possibility of deploying ambulance from the nearest location is difficult.

Government attributed (January 2015) the inconsistencies in database to data entry errors and assured that every care and precaution is being taken to improve the quality of the data and look into variation in data among various databases.

2.6.1.3 Non-provision of Automatic Vehicle Location Tracking (AVLT) System

As per MoU, all ambulances under 108-Services should be tracked online through Automatic Vehicle Location Tracking (AVLT) System and an amount of ₹2.01 crore was provided in MoU for the purpose during 2011-12. Scrutiny however, revealed that no such AVLT system was provided due to administrative delays and tendering procedures.

Government in January 2015 responded that the matter was under active consideration to go for fresh tenders.

Absence of AVLT System in 108-vehicles renders emergency response difficult since one of the important features of this system is to deploy ambulances in a judicious manner to provide immediate succour to the victim.

2.6.2 Releases to service provider

As per MoU, funds should be released to service provider in advance on a quarterly basis, in respect of operational expenses (OPEX) which should be based on actuals and subject to ceiling limit envisaged in the schedules appended to MoU. It was also stipulated in MoU that average percentage of on-road vehicles per day should not be less than 90 *per cent* (i.e. 722) of total vehicles.

It was however, observed that no specific saving clause was incorporated in MoU in case of shortfall in number of on-road vehicles against the stipulation. It was also observed that there is no consistency in the information/data available with CFW and the database

submitted by the service provider about average number of on-road vehicles for the years 2012-13 and 2013-14. Details of month-wise average number of on-road vehicles are given below.

Table-2.4

Month	Average number of on-road vehicles			
	2012-13		2013-14	
	As per database	As per CFW	As per database	As per CFW
April	903	708	746	723
May	729	708	811	722
June	733	708	794	730
July	734	715	791	640
August	747	715	775	686
September	763	715	795	720
October	816	740	782	739
November	764	724	780	746
December	762	723	786	732
January	794	729	NA	732
February	750	722	NA	730
March	746	727	NA	724

Source: Database and Records of CFW NA: Not Available

Due to inconsistency in number of on-road vehicles, actual deployment of vehicles could not be vouchsafed in Audit. With regard to releases of funds, CFW is making payments by limiting the claim amount to maximum admissible amount. As releases were not linked with number of vehicles deployed and were being made as per SoEs, genuineness of claims admitted could not be vouchsafed.

Government in its reply (January 2015) stated that the number of on-road vehicles could vary due to difference between actual 'ready to ply' vehicles and number of vehicles assigned. It was further stated that payments are made strictly as per MoU.

Reply is not satisfactory since as per the MoU, maximum admissible amount was worked out per ambulance per month basis. However, the SoEs submitted by EMRI included lumpsum amounts expended under various components¹¹ and did not contain number of vehicles operated. In this scenario, Government was left with the only option of relying on SoEs and restrict the releases to maximum number of operational ambulances (i.e. 752). It is thus evident that the payments were being made on the basis of SoEs without linking to actual number of vehicles operated.

2.6.2.1 Deficiencies in inspection of Ambulances

As per CFW instructions (May 2012), DM&HOs of respective districts are required to inspect at least 25 per cent of ambulances in their jurisdiction and submit reports to CFW regarding status of vehicle, deficiencies/shortage of equipment/medicines.

Scrutiny however, revealed that no such reports were received in CFW from DM&HOs. Audit scrutiny in the sampled districts revealed the following.

¹¹ viz., ambulance repair and maintenance, fuel cost, expenses for tyres, salaries, administrative expenses, etc.

- (i) In Visakhapatnam district no supervision was undertaken by DM&HO till date.
- (ii) Though DM&HOs, East Godavari and Kurnool districts, stated (June 2014) that ambulances were being inspected, inspection reports were not furnished to Audit.
- (iii) DM&HO, Warangal district stated (July 2014) that during their inspection of 40 vehicles, shortage of equipment like laryngoscopes, mobile ventilators, mobile defibrillator, endotracheal tubes was observed in all the ambulances.

Government replied (January 2015) that, during the recent past the DM&HOs are submitting the inspection reports in the prescribed format indicating the status of the ambulances.

2.7 Aarogyasri Health Insurance

One of the key reforms envisaged under State health sector reform programme was health insurance. Provision of health insurance was also one of the requirements of NRHM.

Rajiv Aarogyasri (RA) was unveiled in April 2007 as a flagship health insurance scheme of State Government with the objective of providing cashless quality medical care to all BPL families for treatment of identified diseases involving hospitalisation, surgeries and therapies through empanelled network hospitals by providing financial protection up to ₹2 lakh in a year for treatment of serious ailments. In August 2007, Aarogyasri Health Care Trust (AHCT) consisting of Minister for HM&FW, Secretaries (HM&FW, Finance and Rural Development departments), Commissioners (Family Welfare and APVVP), Directors (Medical Education, Health and Nizam's Institute of Medical Sciences), Financial advisor and CEO, AHCT was set up under the Chairmanship of the Chief Minister for effective implementation of this scheme.

Initially (April 2007), 163 diseases in six systems¹² were identified for coverage under this scheme. This number was later extended (July 2008) to 330 in 13 systems¹³ under Aarogyasri-I (AS-I) through insurance coverage mode¹⁴. Subsequently, AS-II was launched (July 2008) with an additional 612 surgical and medical diseases taking the total number of treatments to 942 under the scheme. As regards treatments facilitated under AS-II, payment was being released by Trust directly to empanelled hospitals. Against ₹6,574 crore made available to the Trust since inception of the scheme in 2007 to 2014 (up to March 2014) funds amounting to ₹6,164 crore were expended.

2.7.1 Scheme implementation

2.7.1.1 Empanelment of Network Hospitals

Health Care Institutions (HCIs), which fulfil prescribed criteria relating to infrastructure, manpower and equipment, and conform to service and quality standards, become eligible for empanelment with AHC Trust. As of April 2014, 478 HCIs (Government: 152, Private: 326) have been empanelled by the Trust (referred to as network hospitals (NWHs)).

¹² Heart, Cancer, Neurosurgery, Renal Diseases, Burns and Poly trauma cases not covered by Motor Vehicle Act.

¹³ Heart, Lung, Liver, Pancreas, Renal diseases, Neurosurgery, Paediatric congenital Malformations, Burns, Post Burns contracture surgeries for factual improvement, Cancer treatment – (a) Surgery, (b) Chemo therapy, (c) Radio therapy, Poly trauma, Prosthesis (Artificial limbs), Cochlear Implant Surgery with Auditory – Verbal therapy

¹⁴ Star Health and Allied Insurance Company, Chennai was selected as the Insurance Company for providing insurance cover for treatments

Records of 100 NWHs were test checked in Audit to verify their compliance with prescribed criteria and the modalities followed by AHC Trust in empanelling these. Findings of test-check are given below:

- (i) In eight hospitals, infrastructure requirements like functioning of obstetric unit, labour room with support services of paediatrician, ICU, post operative ward, etc. were not complied with. These institutions should not have therefore, been empanelled.

Government in its reply (November 2014) stated that, out of eight hospitals mentioned, four were in Government sector and that the criterion was slightly liberal to give a boost for increased participation of maximum number of Government hospitals in the scheme.

- (ii) Trust did not prescribe any periodicity for inspection of empanelled hospitals. Further, renewal of empanelment is not linked with inspection. Inspection reports were not signed by the Trust authorities in respect of eight hospitals.

Government stated (November 2014) that detailed guidelines for empanelment were formulated and empanelment would be done only after registration of online application and physical inspection. It was further stated that instructions have been reiterated among all concerned to submit inspection reports with due authentications.

Two cases of network hospitals are illustrated below.

PES Medical Institute and Research Hospital, Kuppam (Chittoor): This hospital, which was empanelled for treatment under 24 categories¹⁵, was providing treatment only under 11 categories¹⁶ due to non-availability of super specialists in other categories. Scrutiny also revealed that twenty seven patients who were undergoing Haemodialysis in this hospital under Aarogyasri were not treated since November 2012 due to non-availability of doctor with Masters Degree (MD) in Nephrology.

Government confirmed (November 2014) the non-availability of dialysis treatment in the hospital due to absence of Nephrologist (mandatory for performing dialysis to the patients) and stated that the hospital has been advised to engage a Nephrologist.

MNR Hospital, Sangareddy: This hospital was not providing treatment for ENT, Ophthalmology, OBG, Urology, Plastic surgery and General Medicine categories although it was empanelled for treatment under these categories.

Government stated (November 2014) that as per 'online records', the hospital was not empanelled for the specialities viz., ophthalmology, ENT, Urology, etc. However, audit scrutiny of the agreement entered into by the Hospital with the Trust in December 2011 revealed that the hospital had assured the availability of these procedures and specialist services for extending treatment.

¹⁵ (i) General Surgery (ii) ENT (iii) Gynaecology and Obstetrics (iv) Orthopaedics (v) Ophthalmology (vi) Surgical Gastroenterology (vii) Paediatric Surgery (viii) Genito Urinary Surgery (ix) Neuro surgery (x) Plastic Surgery (xi) Polytrauma (xii) Prostheses (xiii) Critical care (xiv) General Medicine (xv) Infectious Diseases (xvi) Paediatric Intensive care (xvii) Neonatal Intensive care (xviii) Paediatric General (xix) Cardiology (xx) Nephrology (xxi) Neurology (xxii) Pulmonology (xxiii) Dermatology and (xxiv) Gastroenterology

¹⁶ Nos.(i), (ii), (iii), (iv), (viii), (xi), (xiii), (xiv), (xvi), (xvii) and (xviii) in footnote above

2.7.1.2 Cochlear Implant Surgery

Government decided (December 2007) to extend financial assistance to totally hearing challenged children (below 12 years) of BPL families to undergo cochlear implant surgery (cost: ₹5.20 lakh) in identified network hospitals. Surgery is to be followed by Auditory Verbal (AV) therapy (cost: ₹1.30 lakh) starting with switching on implanted instrument after one month from the date of discharge which is to be continued for a period of one year in a phased manner. Payment of ₹54.91 crore has been made in respect of Cochlear treatments in 1,056 cases up to March 2014.

Physical verification of 114 records in Government ENT Hospital, Koti, Hyderabad on sample basis by Audit team revealed the following:

- (i) In nine cases, hospital had applied and obtained ₹5.80 lakh for AV therapy. However, names of beneficiaries were not found on rolls in attendance register of AV therapy.

Government stated (November 2014) that, despite repeated pursuance, the concerned have not attended AV therapy and that the claim of the Hospital was not entertained.

However, as per documentary evidence, the hospital has preferred the claim on this account and the same was paid by the Trust. Therefore possibility of fraudulent payment cannot be ruled out.

- (ii) In eight cases, beneficiaries have attended AV therapy training after lapse of more than six months from the date of switching on cochlear implant device. As such, the veracity about usefulness of expenditure (₹52 lakh) incurred on treatment for these beneficiaries is doubtful.

Government replied (November 2014) that all the AV therapy cases are being attended to, as scheduled.

Thus, final outcome of cochlear implantation surgeries could not be assessed due to non-follow-up of mandatory AV therapy modules in a majority of cases.

2.7.1.3 Inconsistencies in Database

Audit scrutiny of data dump consisting of 25.09 lakh records provided by the Trust for the period April 2007 - March 2014 revealed the following inconsistencies:

- (i) In 1.36 lakh cases, address is incomplete and keyed in as “nil”, “nillnill” and “0”.
- (ii) Instead of indicating white card number or referral card or Aarogyasri Card, there were junk characters in 41 records (amount involved: ₹22.92 lakh).
- (iii) In 3.96 lakh cases (where single surgery/procedure is performed), pre-authorisation amount did not match with prescribed surgery package rate. Pre-authorisation amount was less (₹83.53 lakh) in 2.20 lakh cases and was more (₹51.09 crore) in 1.76 lakh cases.

Government in its reply (November 2014) stated that in certain emergencies, permissions were obtained over telephone for certain procedures requiring higher amounts. However, no evidence could be produced to Audit to prove that this was the situation in the above cases.

- (iv) In 1.56 lakh cases, claim amount was more (extent: ₹121.36 crore) than the rate fixed for treatments.

Government replied (November 2014) that this was based on approval of enhancements. However, it was observed from the database that out of 1.56 lakh cases, enhancement was approved in 2,717 (out of 1.56 lakh) cases only.

- (v) In 2.97 lakh cases, date of discharge was captured incorrectly and in 5,308 cases, date of discharge was prior to the date of admission. Audit cannot vouch for the veracity or correctness of the amounts paid (₹26.86 crore) in these cases.

Government admitted (November 2014) that despite taking every care such type of data entry errors still persisted.

2.7.1.4 Data analysis and Physical verification of selected Network Hospitals

The data provided by Trust for the period 2009-14 was analysed in Audit, and records of 12 Government and 18 Private hospitals (provided by the hospitals on the directions of Aarogyasri Trust) were selected for detailed study based on the number of cases and expenditure involved. Issue-wise deficiencies observed in the test checked network hospitals are given below.

Table-2.5

Sl. No.	Issue	Sample size	No. of cases	Amount (₹ in lakh)
1	Ration cards not matched Government reply: This was due to issuance of temporary cards, clerical errors, dependence on the data of Civil Supplies Department, addition of the members in the family, etc.	403	114	57.27
2	Claim paid more than pre-authorisation amount Government reply: This is attributable to the necessity of performing additional surgery not anticipated and these were approved subsequently through enhancement workflow. It was however, observed from the records that all these 16 cases involved single surgery only and there was no enhancement approval for these cases.	299	16	2.58
3	Claims paid on surgeries performed prior to empanelment of hospital Government reply: All these cases were performed in Government hospitals. It was however, observed in Audit that all these cases relate to private hospitals only. Further, the reply does not address the systemic lapse with regard to performing surgeries before empanelment of hospitals.	6630	152	39.30
4	Claim paid more than package amount preferred Government reply: This was due to co-morbidities cases such as HIV, HBSAG, HCV positive cases and based on approval of enhancements. It was however, observed that there was no enhancement approval for these cases.	233	22	3.98

Sl. No.	Issue	Sample size	No. of cases	Amount (₹ in lakh)
5	Collection of money from beneficiaries Government reply: Such cases were not cleared unless the hospitals refunded the money to the patients and required proof thereof was produced. However, the records produced to Audit for scrutiny did not reveal any such refunds to the Aarogyasri patients.	743	30	2.99

2.7.2 Non-conduct of Software Audit

Since Aarogyasri programme uses networked applications, it is imperative that the reliability of the automated processes and security of the system is subject to quality assurance and security audits. Although Trust resolved (October 2009) to conduct a third party audit through Software Techniques Quality Control (STQC), a GoI organisation, and paid ₹10 lakh (March 2012) audit has not commenced as of December 2013 i.e. even after the lapse of three years from the date of passing resolution and nearly two years after releasing payment.

Government replied (November 2014) that the matter is being pursued vigorously with STQC for early completion.

2.8 Community Volunteers (ASHAs)

One of the core components of NRHM and adopted by State Government in its health sector reforms is provision of a trained female community health worker called Accredited Social Health Activist (ASHA) in every village. ASHAs are to be engaged in every village in the ratio of one per 1,000 people so as to act as an interface between the community and public health system.

As of March 2014, against the requirement of 84,666 ASHAs as per norms, 70,700 posts of ASHAs were sanctioned by Government against which, 64,827 ASHAs were in position leaving a shortfall of 19,839 ASHAs (23 per cent) in the State.

All the sampled districts had shortfall in number of ASHAs *vis-à-vis* norms except for Visakhapatnam district. The shortfall ranged from 6 per cent (Mahabubnagar and Warangal) to 74 per cent (Hyderabad).

Government in its reply (January 2015) stated that the shortage in ASHA positions has been appropriately addressed by filling up the vacancies. Reply is not factual.

2.8.1 ASHAs Drug kits

All ASHAs should be provided with a drug kit containing AYUSH and allopathic formulations and these kits should be refilled periodically. As per the guidelines issued (November 2009) by GoI, 17 types of drugs were to be refilled in ASHAs drug kit. It was however, observed that drug kits provided to ASHAs were not refilled during 2010-11 in all the sampled districts. During the years 2011-12 and 2012-13 due to shortage of budget, against 17 types, kits were refilled with only four types of drugs.

Government in its reply (January 2015) stated that the frequency of refilling and the number of identified drugs is being improved.

2.8.2 Immunization

Immunization of children against vaccine preventable diseases viz., tuberculosis, diphtheria, polio and measles, etc. has been the corner stone of Universal Immunization Programme (UIP). Review of targets and achievements during the five year period 2009-14 revealed that over 95 per cent of immunization targets relating to primary immunization¹⁷ of children below one year were met. In the test checked districts, the achievement of immunization ranged between 86 per cent (Warangal district) and 106 per cent¹⁸ (East Godavari district) during the above period.

With regard to secondary immunization however, there was shortfall in achievement of the targets as shown below.

Table-2.6

(in lakh)

Year	DT		TT (at age of 10)		TT (11 to 16 years of age)	
	Target	Achievement	Target	Achievement	Target	Achievement
2009-10	18.95	13.08	23.64	14.40	17.23	12.24
2010-11	19.12	11.64	24.06	14.08	17.39	11.74
2011-12	13.80	10.89	14.47	12.53	16.40	11.63
2012-13	13.90	10.12	14.57	11.77	16.51	11.54
2013-14	14.02	10.66	14.69	11.91	16.65	11.38

Source: Records of CFW; DT: Diphtheria and Tetanus Toxoids; TT: Tetanus Toxoid

Shortfall in achievement of the targets in secondary immunization ranged from 21 to 39 per cent for DT, 13 to 41 per cent for TT (10 years) and 29 to 32 per cent for TT (11 to 16 years of age) during the period 2009-14.

CFW replied that due to migration of children of 16 years to other places on account of transfers, education, etc. and lack of knowledge of parents about the importance of booster doses, the coverage of children under secondary immunization was low.

Government in its reply (November 2014) assured to review secondary immunization at all levels.

2.8.3 Terminal methods

Terminal methods of family planning include Vasectomy for males and Tubectomy for females. Review of performance of sterilisations during the five year period 2009-14 under various methods revealed that 82 per cent of targets for sterilisations were achieved.

It was observed that family planning operations were not conducted in 43 (32 per cent) test checked PHCs due to non-availability of regular doctors, non-functioning of operation theatres, non-availability of required equipment, etc.

¹⁷ Bacille Calmette-Guérin - BCG (popularly known as Tuberculosis), Measles, Diphtheria, Pertussis (whooping cough) and Tetanus (DPT) , Oral Polio Vaccine (OPV)

¹⁸ Excess achievement was stated to be due to migration of public from other areas

Government replied (November 2014) that awareness for vasectomy (being the less used method) is created through the IEC activities. It was further stated that old and obsolete equipment in the health facilities would be replaced with new equipment to improve the performance on the desired lines.

2.9 Institutional Mechanisms for Community Participation

2.9.1 Village Health and Sanitation Committees

As a part of Health Sector Reforms in the State, Village Health and Sanitation Committees (VHSCs) were to be formed to ensure (i) Optimal use of health services in villages (ii) improve participation of VHSCs in maintaining quality health and sanitation services and (iii) prevent occurrence of epidemics in villages. Scrutiny revealed that 21,916 VHSCs were formed covering all villages/Gram Panchayats/Wards in the State.

2.9.1.1 Budget and Expenditure

A budgetary requirement of ₹115.64 crore was proposed in PIPs for the years 2009-10 to 2013-14. An amount of ₹106.56 crore was sanctioned and against this, ₹102.24 crore was released and ₹86.62 crore was expended.

Audit scrutiny revealed that, during the five year period 2009-14, 15 to 57 *per cent* of funds released were not utilised. In the sampled districts, unspent balances ranged between 7 and 36 *per cent*. Non-utilisation of funds released indicate that various activities as envisaged were not being undertaken by VHSCs.

Further, as per guidelines, grants should be released to VHSCs in two instalments based on their performance. Performance reports were however, not produced to Audit despite specific request. It was observed that although unspent balances remained at the end of each year, further funds were being released to VHSCs resulting in accumulation of balances.

Government stated (December 2014) that with the introduction of PFMS (Public Financial Management System) and the existing system of online transfer, there was more access to review and monitor utilisation of funds released for the intended purpose.

2.9.2 Hospital Development Services

As a part of Health Sector Reforms in Andhra Pradesh and as per Government orders of December, 2006, Hospital Development Societies (HDS) are to be formed by all Teaching Hospitals, District Hospitals, Area Hospitals, CHCs and PHCs, to take care of hospital development services. Accordingly, HDSs were formed in all the institutions in the State.

As per Government orders, all receipts on account of hospital stoppages, miscellaneous receipts, etc. are to be credited to bank account of HDS. The HDS is empowered to incur expenditure from this fund for providing basic amenities, minor repairs, purchase of essential drugs, etc., after approval by HDS Committee. The Committee was to meet at least once in a quarter to review society's performance including utilisation of funds. Against ₹90.84 crore received, an amount of ₹68.52 crore (75 *per cent*) was expended.

Non-utilisation of allocated funds indicate that various activities as envisaged were not being undertaken by HDSs.

2.9.2.1 Deficiencies in HDSs

Test-check of HDS records revealed the following:

- In nine¹⁹ institutions, HDSs meeting were not conducted quarterly.
Institutions attributed the non-conduct of HDS meetings to a variety of reasons, viz., retirements and camping of Medical Superintendents, pre-occupation of the Chairman/members, lack of quorum, etc.
- In eight²⁰ institutions, accounts were not audited by Chartered Accountants and were in arrears for one to nine years.
- In four²¹ hospitals HDS funds amounting to ₹48.87 lakh were lying in FDRs/Savings account without utilisation.
Hospitals attributed non-utilisation of funds to non-conduct of HDS meetings and assured that the matter would be brought to the notice of Director of Medical Education.
- In Gandhi Hospital, Secunderabad, EMD/SD register was not maintained by HDS. As a result, EMD of ₹10 lakh was wrongly refunded to a person who was not entitled to it. Government did not offer specific remarks with regard to recovery of the amount.

Government attributed (December 2014) the non-conduct of HDS meetings to expiry in 2011 of the tenure of heads of the HDS committees. It was also stated that the need for timely convening of HDS meeting for taking up the mandated activities for utilising the earmarked amounts has been impressed upon all concerned.

It was assured that necessary steps would be initiated to conduct the audit of the accounts of HDS by Chartered Accountants.

2.9.3 Health clusters

In August 2010, Government ordered establishment of 360 Community Health and Nutrition Clusters (CHNC) across the State to strengthen public health care system for effective prevention and management of diseases, strengthening referral system and improving quality of hospital care in conformity with Indian Public Health Standards (IPHS). Each CHNC is to provide comprehensive health services to one to three lakh people through a network of 4 to 10 PHCs.

¹⁹ Gandhi Hospital, Secunderabad; Osmania General Hospital, Hyderabad; Government Hospital for Mental Care, Visakhapatnam; Government General Hospital, Anantapuram; Niloufer Hospital, Hyderabad; DCHS, Mahabubnagar; Modern Government Maternity Hospital, Petlaburj, Hyderabad; District Hospital, Chittoor; MGM Hospital, Warangal

²⁰ Gandhi Hospital, Secunderabad; Osmania General Hospital, Hyderabad; Government Hospital for Mental Care, Visakhapatnam; Government General Hospital, Anantapuram; Government General Hospital, Kakinada; DCHS, Mahabubnagar; District Coordinator for Health Services, Chittoor; MGM Hospital, Warangal

²¹ Government Hospital for Mental Care, Visakhapatnam (₹28.23 lakh); Government Nizamia General Hospital (Unani), Hyderabad (₹7.01 lakh); Regional Eye Hospital, Visakhapatnam (₹4.07 lakh); District Coordinator for Health Services, Chittoor (₹9.56 lakh)

While 360 CHNCs were formed across the State, these did not comply with the norms specified. Audit scrutiny revealed that 22 CHNCs catered to more than 3 lakh population; 21 CHNCs to less than one lakh people and 102 CHNCs comprised less than four PHCs. In the sampled districts, seven CHNCs cater to more than three lakh population, one CHNC to less than one lakh and 29 CHNCs have less than four PHCs.

During the Exit Conference (November 2014), Government accepted the audit observation and stated that the clusters are being strengthened.

2.10 Manpower planning

2.10.1 Primary Health Centres

As per IPHS, PHCs conducting less than 20 deliveries per month should be provided with one Medical Officer (MO) and three Staff Nurses, and those conducting 20 and above should be provided with two MOs and four Staff Nurses. Audit observed that in the test checked PHCs though there was no shortfall in MOs, there was a shortfall of 67 per cent in the cadre of Staff Nurse. Shortage of Staff Nurse was high in Hyderabad district (88 per cent) followed by Visakhapatnam (63 per cent) and East Godavari (46 per cent) among the sampled districts.

Scrutiny of records of 134 test checked PHCs in the seven sampled districts revealed that shortage in posts of Pharmacists was high in Hyderabad (84 per cent), followed by Chittoor (31 per cent).

2.10.1.1 Sub-centres

As against 25,044 Auxiliary Nurse Midwife (ANM) and 12,522 Multi-Purpose Health Assistants (MPHAs) required for 12,522 Sub-centres in the State, 7 per cent ANM posts and 62 per cent MPHAs posts were vacant.

Scrutiny of records of 248 Sub-centres (SCs) test checked in the six sampled districts revealed the following.

Norm	Status
Auxiliary Nurse Midwife (ANM) Each SC should be provided with two ANMs.	Against 248 ANMs 110 ANM posts were vacant.
Multi-Purpose Health Assistant (MPHA) – Male One MPHA (Male) should be provided for each SC.	MPHA (Male) was not available in 170 (69 per cent) out of 248 test checked Sub-centres.

2.10.2 Secondary Health Care

Andhra Pradesh Vaidya Vidhana Parishad (APVVP) was established (November 1986) by an Act (Act 29 of 1986) solely to manage secondary level hospitals in the State. Under APVVP, 233 hospitals²² (including 26 dispensaries) are functioning in the State as of March 2014.

²² District Hospitals (17); Area Hospitals (59); Community Health Centres (121); Speciality Hospitals (10) and Dispensaries (26)

Against the requirement of 20,006 posts in all cadres in the State as per IPHS norms, in 207 hospitals, only 12,907 posts (65 *per cent*) were sanctioned by Government. Out of these, only 9,472 posts were filled up. Thus, there was a shortage of 10,534 posts (53 *per cent*) *vis-à-vis* norms. Vacancies in key posts are shown in Table below.

Table-2.7

Sl. No	Cadre	Requirement (as per norms)	Sanctioned	Men in Position	Vacancy w.r.t. norms (percentage)
1	Civil Surgeon	923	400	226	697 (76)
2	Civil Assistant Surgeon	3063	1567	955	2108 (69)
3	Staff Nurse	6536	3828	3351	3185 (49)
4	Pharmacist	654	565	414	240 (37)
5	Head Nurse	1074	543	449	625 (58)
6	Radiographer	340	228	167	173 (51)
7	Lab-Technician	1080	282	188	892 (83)
8	Dark Room Assistant	340	228	101	239 (70)
9	Physiotherapist	92	12	5	87 (95)
10	Theatre Assistant	654	168	88	566 (87)
11	Male/Female Nursing Orderly (MNO/FMNO)	1735	1123	834	901 (52)

Source: Records of APVVP

Status of manpower in key posts of Civil Surgeons, Civil Assistant Surgeons, paramedical officers, etc. in the test checked districts is given below:

- Vacancies in Civil Surgeons posts was high in Warangal district (89 *per cent*) followed by East Godavari and Mahabubnagar (84 *per cent*).
- Vacancies in Civil Assistant Surgeon posts were high in East Godavari and Mahabubnagar (79 *per cent*) followed by Kurnool (76 *per cent*).
- Physiotherapists were not available in any of the sampled districts.
- Vacancies in Theatre Assistants was higher in Visakhapatnam (95 *per cent*) followed by East Godavari and Mahabubnagar (88 *per cent*).
- Against the requirement of 540 posts of MNOs in the sampled districts, 269 posts (50 *per cent*) were vacant.

Government response was (November 2014) that necessary proposals to fill up the vacant posts in all cadres on regular/contract basis had been submitted by the department in December 2013 and that action would be taken to obtain proposals afresh for sanction of additional posts as per IPHS norms.

2.10.3 Tertiary Health Care

Requirement of posts as per MCI norms, sanctioned by Government and actually operated is given below.

Table-2.8

Posts	Number of Posts			
	Sanctioned	Men in position	Vacancy*	Percentage
Teaching posts				
Professor	757	584	173	23
Associate Professor	634	474	160	25
Assistant Professor	2081	1573	508	24
Tutor	150	58	92	61
Total	3622	2689	933	26
Para Medical				
Nursing Staff	5831	4810	1021	18
Others (Pharmacist, Lab Technician, Radiographer, Theatre Assistant, etc.)	3919	2282	1637	42

Source: Records of DME

*Vacancy with reference to sanctioned strength

Scrutiny of records of seven test checked medical colleges and teaching hospitals revealed that there was shortage in the cadre of Professor in S.V. Medical College, Tirupati (30 per cent) followed by Kurnool Medical College (25 per cent) and Kakatiya Medical College, Warangal (22 per cent). Shortages in the cadre of Associate Professor ranged from 9 per cent in Osmania Medical College, Hyderabad to 47 per cent in S.V. Medical College, Tirupati and shortages in the cadre of Assistant Professor ranged from 9 per cent in Andhra Medical College, Visakhapatnam to 27 per cent in Kakatiya Medical College, Warangal.

Government accepted (January 2015) that there were vacancies in some cadres and attributed the same to seniority matters and some other disruptions in the State. Government however, assured that direct recruitment process is being undertaken to fill the maximum number of vacancies in different categories.

2.11 Health Management Information System

To obtain reliable information with regard to various critical indicators – both financial as well as health related, and provide decision support to enable effective monitoring and accountability at all levels of health care delivery system, Government envisaged (October 2008) setting up and institutionalising a vibrant Health Management Information System (HMIS) including Financial Management Information System (FMIS). The web enabled HMIS was to be implemented in 2,500 locations across the State, including 2,200 hospitals up to PHC level.

Government entered into an agreement with National Institute for Smart Government (NISG), a public sector undertaking, in September 2008 for suggesting a suitable application in this regard at a cost of ₹1.21 crore. Administrative approval for the proposal was however, accorded later in October 2008.

Audit scrutiny revealed that NISG was paid ₹93.67 lakh in three instalments between October 2008 and September 2009. Although NISG submitted Request For Proposal (RFP) to Government in December 2009, it was yet to be approved by Government as of March 2014. Reasons for non-approval of RFP were not forthcoming from the records produced to Audit.

Thus, despite expending ₹93.67 lakh, the envisaged HMIS was not yet operationalised (March 2014). Currently, the department is relying on the data captured through MIS as also observed in the sampled districts, related to certain modules²³, and periodical progress reports furnished by unit offices.

During the Exit Conference (November 2014), Government informed that although HMIS had reached the point of bidding it was snapped at final stage. It was further stated that Government is actively pursuing this issue.

2.12 Procurement and supply of drugs

Government entrusted (1998) the procurement and supply of drugs and equipment to hospitals as well as construction of hospitals to Andhra Pradesh Medical Services Infrastructure Development Corporation (APMSIDC). APMSIDC is headquartered at Hyderabad with Central Medicine Stores (CMS) in all district headquarters for distribution of drugs to various hospitals.

2.12.1 Allocation and expenditure

During the period 2009-2014, APMSIDC received ₹1,466.11 crore towards procurement of drugs and surgical items and ₹1,351.88 crore was utilised there against. Of this, medicines/drugs valuing ₹1,037.11 crore were issued to health units. Audit observations in this regard are given below.

2.12.1.1 Delayed receipt of drugs/surgical from the suppliers

As per agreement conditions, every firm has to supply the agreed quantity of drugs within 60 days. For delays up to ten days, a penalty of 0.5 per cent of the value of items not delivered within 60 days is to be levied. In case items are not delivered even after 70 days, the PO is deemed to have been cancelled.

There was delay in supply of drugs/equipment for period ranging from beyond 60 days to more than six months as shown below.

Table-2.9

Year	Total No. of supplies received	Supplies made in			Total delayed supplies	Percentage of delayed supplies
		> 60 and < 90 days	>90 and < 180 days	> 6 months		
2009-10	31911	6906	6450	1016	14372	45
2010-11	31605	6425	4845	803	12073	38
2011-12	42755	10869	8320	847	20036	47
2012-13	23104	4509	3386	414	8309	36
2013-14	29507	9005	5881	310	15196	51
Total	158882	37714	28882	3390	69986	44

Source: Records of APMSIDC

Except levy of liquidated damages for delayed supplies, there was no evidence of cancellation of RC agreements with the firms or blacklisting of the firms.

²³Status of IMR/MMR, ANC registration, Institutional deliveries, formation of Village Health and Sanitation Committees, preparation of district action plans, project implementation plans, status of manpower in health care establishments etc.

Non-receipt/belated receipt of ordered medicines/drugs/surgical resulted in APMSIDC purchasing these items at higher rates from the market/defaulting firms as no other firm was willing to supply at L1 rate.

During the Exit Conference (November 2014), Government confirmed that there were delays in receipt of drugs and stated that penalties are being levied for the delay in supply of drugs.

2.12.2 Stock Management

APMSIDC should maintain stocks required for supply to user institutions/hospitals. Audit observations in this regard are discussed in succeeding paragraphs.

2.12.2.1 Non-maintenance of drugs under Essential and Additional Medicines List

Central Medicine Stores should maintain three months stock of medicines in Essential Medicines List (EML) and Additional Medicines List (AML). During 2009-13, APMSIDC entered into Rate Contracts (RCs) with suppliers for certain items for procurement of drugs and surgicals, after following the due tendering process.

Audit scrutiny revealed that 165 items (September 2011) of drugs and 128 items (April 2013) in EML and AML that figured in those lists were not available in the test checked CMS. Date from which medicines were not available could not be verified in Audit due to non-availability of relevant data with APMSIDC. APMSIDC replied that buffer stock could not be maintained due to delay in finalisation of rate contract.

Further, it was noticed that several number of drugs and surgical items²⁴ which figured in lists of EML and AML that were required to be maintained at all levels of health care units were not included in the rate contract.

2.12.2.2 Non-conducting of physical verification of stock/Shortage of stock

As per provision of Article 143 of APFC Volume I, stores and stocks of Institute/office has to be got physically verified by a responsible subordinate officer every year and the results of verification got recorded in stock register(s).

Audit scrutiny revealed that CMS, Hyderabad did not maintain stock registers for the period from May 2008 to August 2010. Despite specific directions of APMSIDC for physical verification of stock balances with book balances every month, the procedure was not being followed. In four²⁵ out of seven test checked districts physical verification was not being conducted by Committee nominated for this purpose. Physical verification in August 2010 of stock by APMSIDC revealed shortage of stock worth ₹17.53 lakh. APMSIDC stated (May 2013) that an inquiry against concerned officials is in process.

2.12.3 Non-utilisation of MIS software

APMSIDC desired (January 2010) to build a new system called Medicines and Equipment Management Information System (MEMIS) to improve the efficiency in indenting control cycle and supply chain through utilisation of Information Technology (IT).

²⁴ 2009-10 – 11 items; 2012-13 – 147 items in respect of drugs and 2008-09 – 54 items in respect of surgicals

²⁵ Hyderabad, Kurnool, Mahabubnagar and Warangal

Development of this system was entrusted (April 2010) to a Company at ₹3.50 crore (paid ₹2.67 crore till March 2014) including five years maintenance period and it was completed in October 2010. However, this system was not operationalised as of August 2014 due to non-receipt of indents from user departments and non-conduct of analysis of all batches of medicines. Due to non-implementation of MEMIS, the expenditure of ₹2.67 crore remained unproductive and the objective of improving the efficiency of indenting control cycle and supply chain through utilisation of IT remained unachieved.

2.12.4 Quality Control

Audit scrutiny of the agreement conditions and procurement policy for quality control of medicines procured from various firms revealed the following.

Issue	Audit findings
<p>As per Government Orders (October 2009), random samples should be taken from each batch tested for quality in a time bound manner i.e. within 10 or 21 days after receipt of sample and drug should be released for distribution after clearance of quality report and drugs which fail the test are to be returned to supplier at his cost.</p>	<ul style="list-style-type: none"> • Out of 78,128 batches of drugs supplied by firms during 2008-2013, only 8,950 (11 per cent) were sent for analysis and of these only 7,100 (79 per cent) reports were received wherein 41 items were found to be of sub-standard quality (NSQ). However only 13 items were blacklisted by APMSIDC. • Not of Standard Quality (NSQ) drugs worth ₹1.30 crore were supplied to CMSs (for further distribution) and NSQ drugs worth ₹0.33 crore was returned to the firms.
<p>As per conditions of tender document, in quality reports, if a drug supplied by firm is declared as 'not of standard quality', firm should be blacklisted for next three years.</p>	<p>In violation of norms, APMSIDC purchased drugs worth ₹6.51 crore during the period 2008-13 from firms that were blacklisted even though other firms were available.</p>
<p>Apart from APMSIDC, Drugs Inspectors (DIs) from Drug Control Administration also take samples from CMSs in districts for conducting quality analysis under Drugs and Cosmetics Act. Analysis reports are to be furnished to the concerned as early as possible to enable them to prevent consumption of NSQ drugs.</p>	<ul style="list-style-type: none"> • Out of 1,392 batches taken (2008-09 to 2012-13) by DIs in test checked districts, analysis reports were received only in respect of 74 batches. Of these 33 reports were received after expiry of drug. Analysis reports for 1,318 batches were not received so far. Of these, drugs in 550 batches have already expired by May/June 2013. • About 22 batches of drugs were identified (2008-09 to 2012-13) as NSQ by DIs in CMSs of seven test checked districts. However, none of above drugs were blacklisted by APMSIDC. Thus, in spite of the drugs being identified as NSQ, these medicines were issued to patients. This indicates that there was no coordination between CMSs and quality control wing in APMSIDC.

The above instances indicate that quality control mechanism in APMSIDC was inadequate and ineffective.

During Exit Conference (November 2014), Government accepted that the quality control mechanism was not effective and stated that it is planning to increase the laboratories for testing of drugs.

2.12.5 Drug Control Administration

Drug Control Administration regulates manufacture, sale and distribution of drugs in the State. Its primary objective *inter alia* is to ensure that drugs made available to people are of required standards in terms of quality, purity and strength. Against a budget provision of ₹72.77 crore during 2009-14, an expenditure of ₹70.97 crore was incurred.

Audit findings are discussed in the succeeding paragraphs.

2.12.5.1 Drugs Testing Laboratories

Government established two Drugs Control Laboratories (DCLs) in Hyderabad (1981) and Vijayawada (1986). Audit scrutiny revealed outdated/non-functional equipment in these two DCLs. Although equipment required for analysis of drug samples were not working since May 2011 - September 2012, the department has not initiated any corrective action in this regard.

Government replied (January 2015) that equipment which needed repairs has been identified and action was on hand to get the same repaired and put to use. With regard to repairs to the equipment, Government contention that the repairs did not affect the testing activity is at variance with the documentary evidence regarding the analysis of drug samples, which reveals consistent shortfall every year.

Government further replied that fresh proposal has been submitted to GoI for its clearance for availing the assistance.

2.12.5.2 Shortfall in testing and analysis of drugs samples

Analysis of drugs samples plays an important role in determining compliance with prescribed quality standards, prevention of consumption of sub-standard, adulterated and spurious drugs. According to Functionary Manual of Department, a minimum of five samples of drug/cosmetic are to be analysed by a Junior Scientific Officer and a Junior Analyst has to analyse not less than 20 samples per month. As of March 2014, there was a shortfall of 45 per cent (7,343 analysed as against a total of 13,275 cases) in analysing of the samples received.

Government attributed (January 2015) the shortfall in analysis and testing of drugs samples to shortage of personnel for analysis of drug samples in Drugs Control Laboratory and stated that laboratory would be equipped with required men and equipment.

2.12.5.3 Non-issue/renewal of licences to Blood Banks

Drug Controller, Directorate General of Health Services, New Delhi issues licences to Blood Banks, only after verifying and carrying out a joint inspection along with DG, DCA.

Due to non-conducting of joint inspections with Central Drug Control Standard Organisation (CDCSO), Hyderabad and non-pursuance with Central Licensing Approving Authority, New Delhi, pendency was noticed in 62 cases for grant of licence (11) and renewals (51) to Blood Banks in the State as of March 2014. During the intervening period till grant of renewal of licence, Blood Banks continue to function without valid licence and without complying with the requisite norms endangering the lives of donors/recipients.

Government attributed (January 2015) the delays in grant/renewal of licences to stringent procedural regulations, joint inspections, compliance verification and dual licensing system requiring approval of Drug Controller General of India and stated that a proposal has been submitted to the Drugs Consultative Committee to dispense with the second joint inspection and simplify the procedure.

Non-creation of Centralised online database

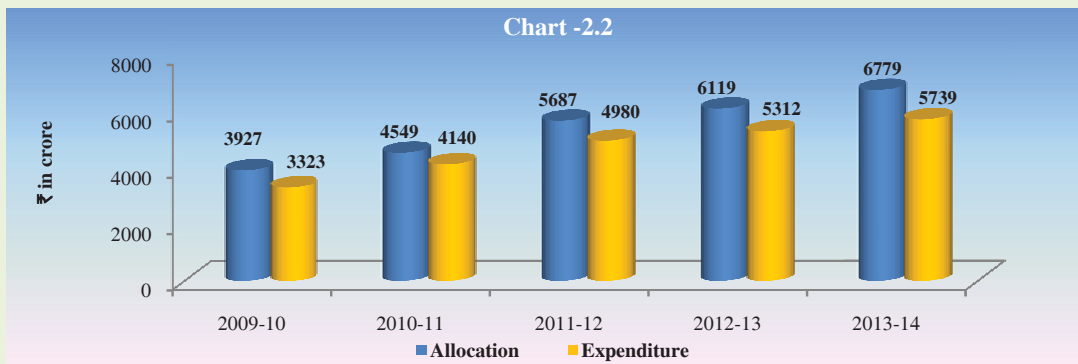
Although Audit pointed out in para 5.2 of Audit Report (Civil) for the year ended 31 March 2011 to have a centralised online database indicating the availability of various groups of blood at the blood bank level, district level and at the State level to enable maximum utilisation of precious blood, the same has not yet been created (March 2014).

2.13 Financial Management

One of the four priority outputs envisioned under health sector reforms in Andhra Pradesh was 'Strengthening of Financial Management Systems'. Audit findings in this regard are discussed below.

2.13.1 Budget and Expenditure

Details relating to year-wise allocation and expenditure on health sector in the State are as follows.



Source: Appropriation Accounts of respective years

As seen above, despite targeting improved spending on health, Government could not exhaust the funds allocated for health in any of the last five years. Savings in this regard ranged from ₹409 crore (2010-11) to ₹1,040 crore (2013-14). Unnecessary supplementary grants (₹117.17 crore) were also obtained (2013-14) in respect of four schemes²⁶.

²⁶ Grants-in-aid to Aarogyasri Trust (two instances), Rajiv Bala Sanjeevani and Development of NIMS University

Apart from budgetary allocation, funds are provided by GoI to State for various interventions under NRHM. Details of funds provided and expended under NRHM during 2009-14 are given below.

Table-2.10

(₹ in crore)

Year	OB	Allocation	Release by GoI	Expenditure out of GoI funds	State share to be released	State share actually released	Short release of State share	Expenditure of State share	Total releases	Total expenditure	CB
2009-10	107	717	708	765	125	2	123	2	817	767	50
2010-11	50	816	810	694	143	0	143	0	861	694	167
2011-12	167	932	934	709	164	184	-19	184	1284	893	392
2012-13	392	1088	838	951	363	507	-144	507	1736	1457	279
2013-14	279	1068	814	855	NA	NA	NA	NA	NA	NA	NA
Total		4621	4104	3974	795	693	103	693	4698	3811	

Source: Ministry of Health and Family Welfare, Government of India NA: Not Available

Audit scrutiny further revealed the following:

- (i) Out of total allocation of ₹4,621 crore, GoI released an amount of ₹4,104 crore, short release being ₹517 crore (11 per cent). State Government has not released about ₹103 crore (up to 2012-13) of its share. Reasons for short releases were not forthcoming from records.
- (ii) Out of the funds released by GoI, ₹130 crore remained unutilised for the intended objective. Government attributed it to last minute receipt of funds from GoI and to non-receipt of utilisation certificates from District Health Societies (DHS) and other institutions in respect of advances given. During 2012-13, GoI released most of its share during the last week/months of year. Out of ₹529.94 crore released to State Health Societies (SHS), ₹401.79 crore was released during February/March and ₹77.11 crore was released during the last week of March.
- (iii) During 2011-12, the department had not utilised budget provided (₹4.02 crore) under 'Care of Sick Child and Severe Malnutrition', 'Other Strategies/Action' and 'Infant Death Audit'. Utilisation of funds in respect of 'Facility Based Newborn Care' (FBNC) was also negligible (₹0.88 crore out of ₹12.03 crore provided).
Similarly, during 2012-13, ₹2.61 crore provided for management of diarrhoea, micro nutrient malnutrition, ₹3.39 crore for other strategies, ₹1.08 crore for infant death audit were not utilised.
- (iv) During 2009-12, there was no expenditure on Infant Young Child Feeding. In 2012-13, out of ₹2.61 crore provided, only ₹0.38 crore was released to field units for implementation (shortfall: 85 per cent).
- (v) During 2009-10 to 2012-13, no activity was taken up with regard to prevention of diarrhoea, which causes ill health in children. Although ₹2.61 crore was provided during 2012-13, no expenditure was incurred.

- (vi) Under 'Other Strategies', during 2012-13, visits to Child Health clinics were to have been undertaken by paediatricians in 1,624 PHCs (total cost: ₹3.39 crore). However, although ₹1.54 crore was released to districts for conducting Child Health clinics, only ₹3.62 lakh was expended in this regard.
- (vii) Audit observed that, despite the implementation of health sector reforms, envisaged improvement in accounting and auditing systems did not materialise as evidenced by arrears in compilation of accounts²⁷.

Government attributed (December 2014) the delays in implementation of the identified programmes to time taken to receive programme guidelines, establishment of SNCUs with due administrative approvals, HR issues and other disturbances.

2.13.1.1 Aid received under DFID

An amount of ₹299.04 crore was received as aid from DFID during the period 2007-10 for implementation of Health Sector Reform programme. Government released this amount to CH&FW during 2007-11. Audit observations in this regard are as follows:

- (i) Rupees 55 crore released to Strategic Planning Innovation Unit (SPIU) remained unutilised up to November 2012 and was later remitted²⁸ into Government account.

Government attributed non-utilisation of these funds to the specific project not taking off as planned.

- (ii) Diversions from the released amounts were also observed to the extent of ₹0.25 crore (May 2010) for day to day expenditure of SPIU and for Bio-Convention (February 2013) ₹0.71 crore.

2.14 Conclusion

As brought out in the foregoing paragraphs, the primary objective of health reforms of improving accessibility to health care facilities in rural and tribal areas largely remained unfulfilled. Norms prescribed for infrastructure, manpower and equipment were not complied with. Positioning of ASHAs and providing adequate drug kits to them was not given adequate attention. There were shortages in both medical and paramedical staff, especially personnel skilled in specialised branches of medicine at primary, secondary and tertiary health care centres. The objective of Fixed Day Health Services programme of providing medical facilities to habitations beyond three kilometres from SCs/PHC was partially fulfilled. Release of funds under emergency response is based on actual expenses as per SoEs and there was considerable variation in number of vehicles operated as per CFW and database. Replacement/refurbishment of vehicles was delayed. Implementation of Aarogyasri suffered from several deficiencies. Several inconsistencies were noticed in database like non-matching of ration cards with Civil Supplies data, claims exceeding pre-authorised amounts, etc., indicative of lack of proper internal controls and validation controls for effective implementation of online IT application. Further, due to non-operationalisation of

²⁷ Compilation of Accounts of APMSIDC from the year 2007-08 onwards was yet to be completed

²⁸ ₹54 crore vide Challan dated 3 December 2012 and ₹1 crore vide Challan dated 14 March 2013

Health Management Information System (HMIS), the envisaged objective of effective control/monitoring of financial as well as physical activities remained unfulfilled. Procurement was marked by delay in supply of drugs/surgicals from suppliers. Monitoring of drug control including licensing functions was ineffective. Thus, the key reform measures initiated by State Government with regard to health sector have not translated into desired levels of action, resulting in the envisaged outputs not being achieved.

2.15 Recommendations

Audit recommends for consideration that:

- (i) Government create adequate number of health care institutions and provide required manpower, infrastructure and equipment in all the medical institutions.
- (ii) Proper mechanism be put in place to evaluate Emergency Transport Services and for periodical/surprise inspection of empanelled hospitals to ensure availability of envisaged services/treatments under Aarogyasri health insurance.
- (iii) Government ensure timely procurement/supply of drugs through APMSIDC. Quality control mechanism in APMSIDC should be strengthened.

Chapter-3

Performance Audit of Tribal Welfare

Tribal Welfare Department

3.1 Introduction

3.1.1 Demographic profile of Tribal Population

The composite State of Andhra Pradesh had 31,485 sq km (11 *per cent* of State) of scheduled tribal areas extending over nine¹ districts covering 5,948 villages. There are 35 Scheduled Tribes (STs) in the State including 12 tribes categorised as Particularly Vulnerable Tribal Groups (PTGs). As per Census 2011, the scheduled tribal population in the State was 59.18 lakh, constituting around 7 *per cent* of the State population with about 92 *per cent* of them living in rural areas.

Khammam has the highest ST population (13 *per cent*), followed by Visakhapatnam (10 *per cent*), Warangal (9 *per cent*) and Adilabad (8 *per cent*) districts. This zone forms the traditional habitat of 31 (out of 35) tribal communities in Scheduled Areas.

3.1.2 Constitutional safeguards for tribal population

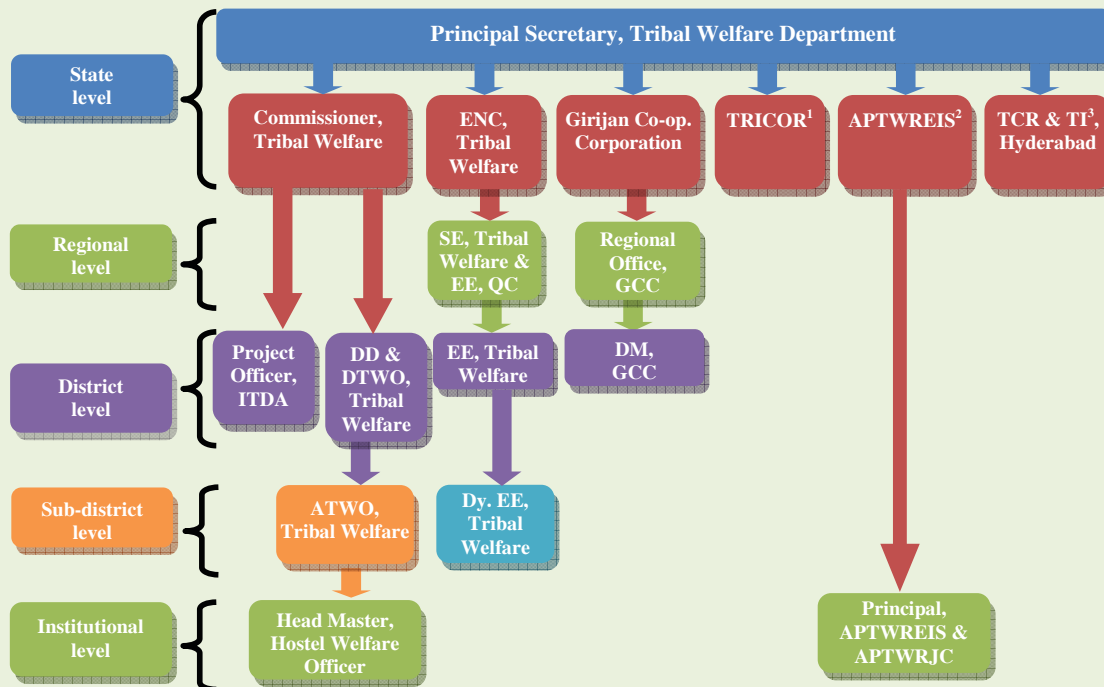
Constitution of India has provided for certain social, economic and political guarantees to the STs including protection from social injustice and all forms of exploitation (Article 46), special grants for development of STs or Scheduled Areas (Article 275 (1)), maintenance of efficiency of administration (Article 335), reservation of seats in the House of People, Legislature and Panchayats (Article 330, 332, 243 D) and Extension of Panchayat Raj Act to Scheduled Areas (73rd and 74th amendments).

3.1.3 Responsibility centres for tribal welfare

Tribal Welfare (TW) Department is responsible for ensuring all round development of tribals through formulation of appropriate policies and programmes for implementing the constitutional safeguards provided to scheduled tribes and scheduled areas through various developmental activities. The department is also responsible for coordinating the activities of all the line departments with regard to tribal development.

The structure of the department, given on next page, has been designed to fulfil its role and responsibilities and facilitate the achievement of its objectives.

¹Srikakulam, Vizianagaram, Visakhapatnam, East Godavari, West Godavari, Khammam, Warangal, Adilabad and Mahabubnagar



¹TRICOR: AP Scheduled Tribe Co-operative Finance Corporation Limited

²APTWREIS: AP Tribal Welfare Residential Educational Institutions Society

³TCR&TI: Tribal Cultural Research and Training Institute

3.2 Audit Framework

3.2.1 Audit Objectives

Performance audit of tribal welfare was carried out with the objective of assessing whether,

- planning for tribal development was based on realistic and concurrent surveys and release and utilisation of funds was in line with the stated objectives of tribal welfare;
- economic support schemes and schemes for development of education were implemented effectively and efficiently and resulted in achieving the intended improvement in the socio-economic status of the tribals;
- infrastructure was created as envisaged in tribal areas;
- internal controls at various levels were adequate and functioned as envisaged.

3.2.2 Audit Criteria

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

- Scheme guidelines, instructions issued by Government from time to time for implementation of schemes, Annual Action Plans
- AP Budget Manual and AP Financial Code
- Department manuals and functional manuals

3.2.3 Audit Scope and Methodology

Performance audit of tribal welfare was conducted during April to July 2013 and April to May 2014 covering the implementation of various economic support schemes, schemes for development of education (other than scholarships) and infrastructure in tribal areas during the period 2009-10 to 2013-14. An Entry Conference was held with the Principal Secretary to Government of Andhra Pradesh and Commissioner, Tribal Welfare Department in February 2013 to apprise them about the objectives, scope, criteria and methodology of audit including sample selected and obtain their inputs.

Audit methodology involved scrutiny of related records and files in the Secretariat, Commissionerate, AP Scheduled Tribe Co-operative Finance Corporation Limited (TRICOR), Girijan Co-operative Corporation (GCC), Tribal Welfare Residential Educational Institutions Society (APTWREIS), Executive Engineer, Quality Control division, Hyderabad, and seven² (out of 11) Project Offices of Integrated Tribal Development Agencies (ITDAs) selected on the basis of expenditure and population. Joint beneficiary survey was also carried out in 74 villages in the sampled districts along with the departmental officials. Exit Conference was held with the representatives of Government in January 2015 and the findings brought out in the Performance Audit Report were discussed. The recommendations made by Audit have been discussed and accepted by the Government during the Exit Conference.

Audit findings

3.3 Planning

The Union Ministry of Tribal Affairs is the nodal Ministry for overall policy, planning and coordination of programmes for development of tribals and tribal areas. The programmes and schemes of the Ministry are intended to support and supplement, through financial assistance, the efforts of other Central Ministries, State Governments and voluntary organisations in this regard.

Successive Five Year Plans have focused on improving the critical gaps in infrastructure in tribal areas and socio-economic development of tribal population, and several programmes have been launched both by the GoI and State Governments towards this end. Some of the major initiatives in this regard viz., Tribal Sub-Plan for all round development, Ashram Schools/Hostels for ST Boys and Girls (under Education sector), Economic Support Schemes, etc. are detailed in *Appendix-3.1*.

3.3.1 Annual Action Plans

Funds are released by GoI to State Government for implementing the programmes/schemes based on the Annual Plans submitted by the latter. Revised GoI guidelines specified that long-term area-specific micro planning should be taken up under SCA to TSP by taking into consideration ITDAs and the Clusters therein as geographical units.

² Bhadrachalam (Khammam district), Eturunagaram (Warangal district), Rampachodavaram (East Godavari district), Paderu (Visakhapatnam district), Parvathipuram (Vizianagaram district), Srisailam (Kurnool district) and Utnoor (Adilabad district)

Audit scrutiny revealed that although action plans for Economic Support Schemes were being prepared by ITDAs, none of the sampled ITDAs had prepared long-term perspective plan despite the stipulation. With regard to economic support schemes however, annual action plans are being prepared by TRICOR in consultation with other line departments. A conservation-cum-development plan under XII Five Year Plan (2012-13 to 2016-17) was prepared for the Primitive Tribal Groups (PTG) by TRICOR.

Government replied (January 2015) that instructions have been issued to the ITDAs to develop perspective plans on the lines of CCDP for other Tribes also and that it would ensure that plans were developed and made available for implementation.

3.3.2 Tribal Sub-Plan (TSP) Strategy

GoI initiated the concept of TSP during the 5th Five Year Plan period (1974-79) as a key instrument for fulfilling the objective of inclusive growth by bridging the development gap between the tribal and plain areas. This strategy envisaged allocating plan resources across all the Central Ministries and State departments at least in proportion to the ST population in the State both at the National as well as at the State level. In November 2005, State Government stipulated that all the departments should allocate a minimum of 6.60 *per cent* (percentage of tribal population in the State) of their plan outlay exclusively for designing and implementing schemes that would improve the socio-economic status of the target tribal groups. Year-wise details of allocations under TSP and expenditure incurred there against are given in Table-3.1.

Table-3.1 (₹ in crore)

Year	Total Plan Budget Outlay	Outlay for TSP (Percentage)	Expenditure under TSP (percentage)
2009-10	44847	1533 (3)	1016 (66)
2010-11	46129	1746 (4)	1194 (68)
2011-12	56791	2260 (4)	1687 (75)
2012-13	59698	2416 (4)	1582 (66)
2013-14	65435	2882 (4)	1242 (43)
Total	272900	10837 (4)	6721 (62)

As can be seen from the table, overall outlay under TSP was 3.97 *per cent* on an average as against the stipulated 6.60 *per cent*. Further, allocated funds were not fully expended in any of the past five years. Audit scrutiny further revealed that, as against 6.60 *per cent* allocation to be made

Source: Appropriation Accounts of respective years

on total plan budget outlay, allocation to TSP in respect of General, Social and Economic sectors was only 1 *per cent*, 5 *per cent* and 3 *per cent* respectively. Even out of the funds allocated, Government could not expend to the extent of 94 *per cent* (General sector), 36 *per cent* (Social sector) and 44 *per cent* (Economic sector) respectively.

In order to provide thrust to tribal development, State Government enacted the 'Andhra Pradesh Scheduled Castes Sub-Plan and Tribal Sub-Plan (Planning, Allocation and Utilisation of Financial Resources) Act, 2013' in December 2012. Audit scrutiny revealed that despite this enactment, there was no significant improvement in allocation and utilisation of funds for tribal welfare and development as can be seen from the details of funds allocated and expended during 2013-14 given in Table-3.1.

In reply Government stated (January 2015) that the Act was in its first year of implementation and a lot of time was required to sensitise the departments, work out the modalities and build up the systems. It was further stated that Tribal Welfare Department (TWD) budget also formed part of TSP even though releases were not made under this head. During the Exit Conference, Government agreed that there was disparity between allocation and expenditure under TSP and stated that although allocations were being made at 6.60 *per cent*, the releases ultimately worked out to 3.80 *per cent* only. Admitting that management of TSP was not really satisfactory, it was stated that the department was working out an action plan to improve the situation.

3.3.3 Beneficiary data

Audit scrutiny revealed that none of the sampled ITDAs had maintained any database containing the details of eligible beneficiaries, beneficiaries actually covered, the support schemes under which those beneficiaries are covered, amount of support extended, beneficiaries who are yet to be covered, etc. There was no mechanism in place in any of the sampled ITDAs to ensure that the beneficiaries selected for a scheme have not been covered in the previous years. In the absence of these details, the possibility of extending multiple benefits to the same beneficiary or leaving out eligible beneficiaries from coverage under the support schemes cannot be ruled out. Further, TRICOR is not getting sufficient input data from districts on the beneficiary-wise details.

Audit scrutiny of database provided by TRICOR and ITDAs revealed the following inconsistencies:

- (i) Except under Agriculture and Industrial Small Business (ISB) sectors, place of residence (village name) was not cited in respect of beneficiaries under other sectors (Minor Irrigation, Horticulture, Animal Husbandry, etc.) thus providing no clear identity of the beneficiary. Further, date of sanction, date of commencement of the unit, etc. were missing in the information furnished by districts to TRICOR.
- (ii) Test-check in ITDA, Bhadrachalam for the year 2009-10 revealed instances (three cases) of sanctioning more than one unit to the same beneficiary contrary to the guidelines. Scrutiny of beneficiaries list relating to 2010-11 in ITDA, Parvathipuram (Vizianagaram district) also revealed one case of sanctioning more than one unit to the same beneficiary.

Government in its reply stated (January 2015) that efforts were made to maintain electronic data in respect of beneficiaries sanctioned under ESS prior to 2013-14 also, but the beneficiary-wise details were available with the respective ITDAs which are the implementing agencies. Due to non-availability of electronic data in its entirety with TRICOR, complete verification of data could not be done.

3.4 Financial Management

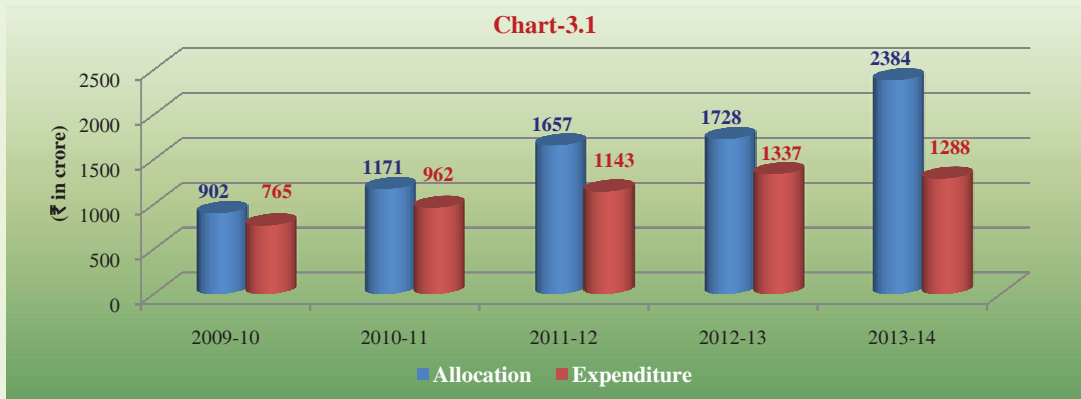
3.4.1 Funding pattern

GoI provides assistance for welfare and socio-economic development of tribals through 'Special Central Assistance to Tribal Sub-Plan' (SCA to TSP), Grants-in-aid under Article 275 (1) of the Constitution, Conservation-cum-Development Plan (CCDP), etc.

These funds are released to the State Government through Letters of Credit (LoC) and are credited to Personal Deposit (PD) accounts of the concerned agencies like TRICOR (for economic support schemes), Gurukulam (for education), GCC (for marketing support), and various implementing agencies like ITDAs, EE/TW, educational institutions, etc.

3.4.2 Budget and expenditure

Expenditure *vis-à-vis* budget provision for implementation of various tribal welfare schemes by the State Government during the five year period 2009-14 is given below.



Source: Appropriation Accounts

Note: Further, under Tribal Sub-Plan component, departments spent ₹6,721 crore (out of total outlay of ₹10,837 crore) during the five year period 2009-14 (Table-3.1 refers)

Failure to utilise allocated resources impacted implementation of certain economic development schemes, schemes for development of education and works taken up by Engineering division adversely.

In reply (January 2015) Commissioner, TW attributed the shortfall in utilisation of budgeted funds to non-issue of budget release orders by the Government and freeze orders under certain heads.

An analysis of budget and expenditure during 2013-14 (i.e. after enacting separate legislation for Tribal Sub-Plan by State) revealed the following:

- (i) There was 'Nil' expenditure in respect of 59 (out of 243) sub-schemes which were allocated ₹460.91 crore during 2013-14. These programmes *inter alia* include, reduction in infant mortality rate, setting up of model schools³, construction of buildings for orphanages, buildings for Industrial Training Institutes (ITIs), etc.

Government in its reply (January 2015) accepted that no expenditure was incurred under 53 sub-schemes due to non-approval of sub-schemes by State Council and non-release of funds by GoI.

- (ii) In 70 sub-schemes, expenditure was less than 50 *per cent* of allocation and on 19 sub-schemes, expenditure was less than 10 *per cent*.

³ under Rashtriya Madhyamika Shiksha Abhiyan

- (iii) Tribal Welfare Department expended only ₹724.52 crore (44 per cent) of total grants (₹1,664.04 crore) received and there was ‘Nil’ expenditure under seven⁴ programmes. Out of total funds, major portion (72 per cent) relates to education component. However, only 48 per cent was utilised.

3.4.2.1 Delay in release of funds to implementing agencies

As per guidelines, State Government has to release funds to implementing agencies within one month of receipt of SCA to TSP and grants-in-aid by GoI under Article 275 (1). As at end of March 2014, State Government was yet to release ₹90.74 crore⁵ of such receipts to Commissioner, Tribal Welfare. There were persistent delays ranging from 13 to 24 months in releasing funds provided under Article 275 (1).

Government confirmed (January 2015) that out of total releases of GoI under Article 275(1), ₹53.54 crore was yet to be released (as of 1 April 2014) by the Government.

3.4.2.2 Non-submission of UCs by TRICOR

As against ₹406.91⁶ crore released by GoI under Article 275 (1), State Government released ₹316.08⁷ crore to TRICOR, of which TRICOR furnished UCs to the extent of ₹180.04 crore only. Under Conservation-cum-Development Plan (CCDP), during the five year period 2009-14, TRICOR received ₹105.69 crore⁸ from GoI. As against this, TRICOR released only ₹75.69 crore⁹ to the unit offices and UC was furnished only for an amount of ₹5.59 crore.

3.4.2.3 Diversion of funds

Project Officers of five test checked ITDAs and their subsidiary offices diverted funds amounting to ₹8.51 crore during 2009-14 for purposes other than those intended. Details are given in *Appendix-3.2*.

Government accepted the audit observation and stated (January 2015) that necessary action would be taken immediately for reimbursement of the amounts.

3.4.2.4 Non-utilisation of funds

Audit scrutiny of utilisation of funds in the sampled districts revealed the following:

- (i) Project Officers of the sampled ITDAs parked funds amounting to ₹71.40¹⁰ crore in fixed deposits (FD) in various banks. Further, these ITDAs utilised interest amount of ₹18.67¹¹ crore earned on FDs for other purposes during the period 2009-14.

⁴ Economic Support Schemes, Schemes under Tribal Area Sub-Plan (ACA), Educational Institutions, Research Fellow Scholarships, Hostel Buildings for eight Degree Colleges in Remote and Interior Areas Development (RIAD) Areas, Construction of Mini Hydel Power Projects under RIDF Programme and Loans for Repayment of NSTFDC Loans

⁵ SCA to TSP: 2009-10: ₹11.75 crore; 2013-14: ₹43.41 crore; Art 275(1): 2011-12: ₹0.24 crore; 2012-13: ₹33.34 crore and 2013-14: ₹2 crore

⁶ Art 275(1): ₹184.91 crore and SCA to TSP: ₹222 crore

⁷ Art 275(1): ₹149.33 crore and SCA to TSP: ₹166.75 crore

⁸ 2009-10: ₹9.85 crore; 2010-11: ₹22.92 crore; 2011-12: ₹22.92 crore; 2012-13: ₹20 crore and 2013-14: ₹30 crore

⁹ 2009-10: ₹9.85 crore; 2010-11: ₹22.92 crore; 2011-12: ₹22.92 crore; 2012-13: ₹20 crore

¹⁰ Eturunagaram: ₹3.14 crore, Rampachodavaram: ₹3.95 crore, Parvathipuram: ₹5.97 crore, Bhadrachalam: ₹8.84 crore, Paderu ₹49.30 crore; Utnoor ₹0.20 crore and Kurnool: NIL

¹¹ Bhadrachalam: ₹2.84 crore, Eturunagaram: ₹1.02 crore, Rampachodavaram: ₹3.65 crore, Paderu: ₹4.73 crore; Parvathipuram: ₹0.91 crore, Srisailam: ₹1.47 crore; Utnoor: ₹4.05 crore

- (ii) During the five year period 2009-14, funds amounting to ₹11.78 crore¹² were lying idle in the PD Accounts of six ITDAs.
- (iii) As at end of March 2014, funds amounting to ₹94.27¹³ crore remained unutilised and were lying in the PD Account of TRICOR.

Government attributed (January 2015) utilisation of interest amount to other purposes like insufficient budget receipts and assured that the practice of parking funds in FDRs would be eliminated.

3.4.2.5 Advances pending adjustment

Project Officers release advances to implementing agencies for implementation of various welfare schemes. Audit scrutiny revealed that ₹165.46 crore¹⁴ of such advances remained unadjusted as of March 2014 in seven ITDAs. Besides this, an amount of ₹0.82 crore advanced to the staff in ITDA, Rampachodavaram (₹0.14 crore), Srisailam (₹0.37 crore) and Eturunagaram (₹0.31 crore) was pending recovery. Some of these advances (₹1.89 crore¹⁵) are pending recovery/adjustment for over a decade and there was no effective mechanism in place to recover/adjust the pending advances.

As against the loan amounting to ₹14.05 crore taken from 'National Scheduled Tribe Finance Development Corporation' and extended to beneficiaries in ITDAs in 10 districts, only ₹3 crore was recovered as of July 2014. District-wise details are given in **Appendix-3.3**.

Non-utilisation/parking of funds is a serious systemic failure which adversely affected the implementation of various welfare schemes intended for the benefit of tribal population as brought out in succeeding paragraphs.

Government in its reply stated (January 2015) that steps had been taken to adjust the pending advances and that there was considerable reduction in the amount in this regard.

3.5 Economic Support Schemes (ESS)

Economic support schemes are aimed at providing sustainable livelihood opportunities to the STs who are below poverty line, particularly the poorest of the poor among them. TRICOR is the nodal agency for implementation of ESS.

Pictorial representation of fund flow mechanism of ESS is as follows.

¹² Rampachodavaram: ₹1.56 crore; Bhadrachalam: ₹5.43 crore; Parvathipuram: ₹1.39 crore; Eturunagaram: ₹0.81 crore; Srisailam: ₹0.66 crore; Paderu: ₹1.93 crore

¹³ SCA to TSP: ₹40.61 crore; ESS: ₹30 crore; Rajiv Yuva Kiranal: ₹1.09 crore; Education: ₹20.86 crore and Protection of Forest Rights: ₹1.71 crore

¹⁴ Bhadrachalam - ₹46.26 crore, Eturunagaram - ₹17.92 crore, Paderu - ₹55.17 crore, Parvathipuram - ₹5.32 crore, Rampachodavaram - ₹24.34 crore, Srisailam - ₹3.87 crore, Utnoor - ₹12.58 crore

¹⁵ ITDA, Utnoor: ₹1.87 crore; ITDA, Eturunagaram: ₹1.70 lakh



ITDA and DTWO provide funds (subsidy¹⁶) to the Mandal Mahila Samakyas (MMS) and the latter, along with the Village Organisation (VO) ensures that the beneficiary commences the targeted economic activity. All the beneficiaries should enrol themselves with VOs and applications received by VOs are forwarded through MMS to respective Project Officers, ITDA for sanction. Beneficiaries not covered during the previous years should be selected.

During the five year period 2009-14, against ₹327.69 crore released by GoI, an amount of ₹242.44 crore was released to TRICOR by the State Government for implementation of ESS schemes. Of this, only ₹204.38 crore was released to the districts. The districts in turn furnished utilisation certificates for ₹114.30 crore.

Government in its reply (January 2015) stated that funds for the year 2013-14 were not released to districts as it was decided (December 2013) to credit the subsidy amount directly to the beneficiary account. Audit verification, however, revealed that to the end of March 2014, no expenditure was incurred by the department towards release of subsidy to beneficiaries.

3.5.1 Physical and Financial performance

During the five year period 2009-14, TRICOR targeted to cover 7.14 lakh beneficiaries with an outlay of ₹718.73 crore. Against this, 4.86 lakh beneficiaries were covered at an expenditure of ₹365.75 crore. Year-wise details are given below.

Table-3.2

Year	Target		Achievement	
	No. of Beneficiaries	Financial Assistance (₹ in crore)	No. of Beneficiaries	Financial Assistance (₹ in crore)
2009-10	331808	255.00	230507	102.35
2010-11	168650	104.69	149254	100.45
2011-12	124959	80.10	83265	63.91
2012-13	29044	158.94	23200	99.04
2013-14	60000	120.00	0	0
Total	714461	718.73	486226	365.75

Source: TRICOR Action Plan reports

As can be seen above, the targeted number in respect of beneficiaries could not be achieved and the funds earmarked for providing sustainable livelihood support to the beneficiaries were utilised only to the extent of 51 per cent. During 2013-14 physical as well as financial targets were not achieved as the operation of ESS was kept on hold till

¹⁶ Equivalent to 50 per cent of the cost of unit subject to a ceiling of ₹30,000 per beneficiary

February 2014 in anticipation of enhancement of rates of subsidy/unit rates and non-release of funds to TRICOR (by the State Government).

3.5.1.1 Utilisation of subsidy by districts

Special central assistance received by State under TSP is allocated to the districts based on their ST population. Year-wise details of SCA released to sampled districts during the period 2009-14 are given below.

Table-3.3

District	ST Population (in lakh as per Census 2011)	Year-wise release of funds (₹ in lakh)					
		2009-10	2010-11	2011-12	2012-13	2013-14	
Khammam	7.66	101.29	703.65	751.23	560.45	Funds were not released to the districts	
Visakhapatnam	6.18	82.74	388.42	487.15	457.79		
Warangal	5.31	67.91	322.53	428.66	375.78		
Adilabad	4.96	61.80	400.85	401.64	341.97		
Vizianagaram	2.36	31.88	152.75	334.54	176.39		
East Godavari	2.13	28.42	181.40	370.13	157.28		
Kurnool	0.83	9.16	59.01	97.83	50.68		

Source: TRICOR records and Census 2011

Although the districts utilised the funds in accordance with the approved Action Plans, focus on ST population was disregarded in various mandals as brought out below:

- (i) Dammamet (83 per cent ST population) and Mulakalapalle (100 per cent ST population) mandals of Khammam district are in the list of 31 mandals having notified scheduled villages – former with 21 and the latter with 14 scheduled villages. However, during the year 2009-10, only 35 beneficiaries from Dammamet mandal and eight beneficiaries from Mulakalapalle mandal were sanctioned subsidy of ₹1.38 lakh and ₹0.28 lakh respectively, which is less than 1 per cent of total subsidy amount (₹1.01 crore).

Commissioner, TW stated (January 2015) that the schemes were sanctioned based on proposals and eligibility of beneficiaries. It was further stated that necessary steps would be taken for sanction of the units as per ST population.

- (ii) Expenditure incurred by ITDA, Bhadrachalam ranged between 35 and 42 per cent of the funds provided, except in 2011-12 (64 per cent). Sixty per cent of the budget was not utilised for ESS schemes and funds amounting to ₹4 crore were placed in Term Deposit Receipts (TDRs) as of May 2014. During 2011-12 this ITDA did not release subsidy in respect of 70 sanctioned Fisheries Units (₹4.02 lakh) and 202 Animal Husbandry units (₹46.54 lakh). No reasons were on record for non-release of the funds to these units.

Commissioner, TW stated (January 2015) that progress was hampered due to delay in release of subsidy by TRICOR and verification process.

- (iii) Contrary to the guidelines, ITDA, Srisailam has sanctioned (2010-11) assistance without (a) photo of the beneficiary on the application, (b) resolution copies of VO/MMS, (c) recording the contribution of beneficiaries in the cash book/bank, etc.

Government in its reply stated (January 2015) that original set of application form with relevant details were available with Mandal Parishad Development Officers (MPDOs) being the identifying authority. The reply is not satisfactory as the details were also to be available with the ITDAs to ensure establishment of units by the beneficiaries.

- (iv) In ITDA, Paderu (Visakhapatnam district) although the implementing agencies (MMS or Bank) were to commence the scheme within 15 days of receipt of the margin money and subsidy, this was not adhered to in any of the 57 test checked cases (delay up to 16 months).

3.5.1.2 Commencement of units

Audit carried out a beneficiary survey¹⁷ to assess the status of the sanctioned units and observed the following:

- (i) Out of 58 beneficiaries in Utnoor, 36 had not started operation of units and 12 beneficiaries were operating their units satisfactorily as an economic activity. Ten beneficiaries were found with very poor level of economic activity.
- (ii) In Eturunagaram (Warangal district) it was observed that none of the 39 beneficiaries were given the amount of subsidy/loan or animal and none of the beneficiaries were aware of the scheme called 'Milch Animal'. The PO, ITDA has accorded sanction and disbursed subsidy component to the respective implementing agencies which casts doubts on the utilisation of subsidy amount sanctioned under this scheme.
- (iii) In ITDA, Bhadrachalam (Khammam district) none of the beneficiaries of 13 cashew nut processing units held raw/finished stock worth even 25 per cent of earmarked working capital of ₹1 lakh. Of these, eight units were sanctioned without the requisite resolution of the VO concerned and two beneficiaries were not operating their units.

There was thus no effective monitoring system to ensure commencement of units by the beneficiaries.

3.5.1.3 Integrated Dairy Development Unit at Nimmalapalem (East Godavari district)

TRICOR provided funds of ₹2.10 crore under special project allocation to ITDA, Rampachodavaram for establishment of Integrated Dairy Development units at Nimmalapalem (Addateegala mandal), Gangavaram and Rampachodavaram mandals of East Godavari district. Audit scrutiny revealed the following:

- (i) As against three units identified, the PO, ITDA took up only one unit (in Addateegala mandal) to benefit 60 identified beneficiaries at a cost of ₹83.29 lakh and incurred ₹59.52 lakh. The PO however, neither initiated any action

¹⁷ in the selected 14 villages of five mandals covering 58 beneficiaries in Utnoor (Adilabad district), 39 'Milch Animal' units in six habitations/villages falling in three mandals of Eturunagaram (Warangal district), 13 cashew units in ITDA, Bhadrachalam

in respect of other two units proposed nor refunded the amount (₹1.28 crore) to TRICOR and these funds were lying with the PO unutilised.

- (ii) The ITDA continued to release amounts to the implementing agency (i.e. Animal Husbandry) based on proposals submitted by the agency and to the suppliers without however, ensuring proper UCs, copies of bills, etc. from them. ITDA has not also obtained any document to satisfy itself about the ownership/title of the land before allowing civil constructions on the site. Copy of Measurement book was also not obtained from the concerned EE, TW.
- (iii) While the vouchers in respect of purchase of livestock (42) from Haryana were available, those relating to purchase of livestock (60) bought in December 2012 from Tamil Nadu State were not produced for Audit scrutiny and therefore the veracity of these payments could not be checked in Audit.
- (iv) The equipment procured for the unit was not in use. The civil structures are now in dilapidated condition (with scrap value) only.

Government replied (January 2015) that only one unit was established on a pilot basis and due to unsatisfactory performance of the said unit, the remaining two units were not yet started. Further, while attributing various reasons to poor yield, it was stated that necessary steps were being taken to improve the yield in future by taking technical assistance from Animal Husbandry Department.

3.5.1.4 Coffee plantation

Audit scrutiny revealed that the achievement in Coffee Plantation during the period 2011-14 ranged from 37 to 40 *per cent*. The shortfall was due to non-availability of required shade area¹⁸ during the period 2009-12 and not undertaking of any shade plantation during 2013-14.

Government accepted (January 2015) that due to non-availability of sufficient shade area, the ITDA could not achieve the targeted plantation.

The reply confirms that targets were fixed without ascertaining the availability of shade area.

3.5.1.5 Rubber plantation

With a view to strengthening the livelihood resource base of poor tribal population by creating durable assets and to control soil erosion and other ecological problems of Jhum (Podu) cultivation, a massive Rubber Plantation Programme was proposed to be taken up in 30,000¹⁹ acres in ITDA, Rampachodavaram area during the period 2008-09 to 2017-18. Rubber stumps procured, utilised and plantations grown during the four year period 2008-09 to 2011-12 are given in Table 3.4.

¹⁸ In the process of Coffee plantation, shade area is required to be developed first through shade plantation for which Silveroak seed is required

¹⁹ 2008-09: 707 acres, 2009-10: 6,000 acres, 2010-11 to 2016-17: 3,000 acres in each year and 2017-18: 2,293 acres, in total 30,000 acres

Table-3.4

Year	Proposed area (in acres)	Number of stumps (in lakh)		No. of stumps for which payment to be made*	Unit Cost (₹)	Amount paid (₹ in lakh)	Plants utilised (lakh)	Area covered (in acres)
		Required	Procured					
2008-09	707	1.38	17.35	16.72	19.50	326.18	1.38	707
2009-10	6000	11.70	0	0	0	-	9.04	4637
2010-11	3000	5.85	2.40	1.57	19.00	29.84	0.89	457
2011-12	3000	5.85	0.11	0.11	18.00	1.89	-	0
Total	12707	24.78	19.86	18.40		357.91	11.31	5801

Source: Records of ITDA, Rampachodavaram

*Stumps found fit for payment

Audit scrutiny revealed the following:

- (i) While the purchases in 2008-09 were made through open tender system, no such system was followed for purchase of 1.68 lakh (cost: ₹31.73 lakh) stumps made in the years 2010-11 and 2011-12. Purchase orders were placed with the firms in another State.
- (ii) During the period 2008-12 only 11.31 lakh stumps were used out of 19.86 lakh stumps procured. Large scale purchases without immediate requirement resulted in 8.55 lakh rubber stumps (costing about ₹1.35 crore) lying unutilised.
- (iii) As against the target of growing rubber plantation in 30,000 acres over a ten year period of 2008-18, plantation was developed only in 5,801 acres in the first three years and thereafter it was stopped in 2011-12.
- (iv) As per the scheme norms, a given plantation should have at least 75 per cent survival to be eligible for maintenance assistance in second year and 90 per cent survival to be eligible for maintenance from third year onwards up to seven years. The percentage of survival of plantations was only 30 per cent during 2008-10²⁰. Further, the number of beneficiaries was reduced to 968 from 2,853 since inception of the plantation.
- (v) During the joint physical verification of the plantations, Audit interacted with five farmers for whom 3,315 plants (covering 17 acres) were sanctioned, against which, only 1,356 plants (41 per cent) survived. The farmers attributed the poor survival to lack of irrigation facilities promised but not provided by ITDA while taking up the plantation.
- (vi) Rubber Board in its feasibility report had advised the ITDA, Rampachodavaram that the area did not have the right agro climatic conditions for cultivating rubber. Disregarding the advice, the Project Officer went ahead with massive rubber plantation.

In reply, Commissioner, TW contended that Rubber Board had not advised about the unfavourable agro climatic conditions for Rubber plantation in the ITDA. The reply is not correct as the inspection report (February 2010) of Rubber Board team categorically stated that the ITDA did not have the right agro climatic conditions for cultivating rubber.

²⁰ no further survey was conducted in respect of survival of plantations from 2010-11 onwards

Government in its reply (January 2015) attributed the purchase of stumps directly from Kerala to lack of response to the tender calls. It was further stated that out of seven years gestation period for Rubber plantation, the software provided by State Government had provision for only three years and for the remaining four years, there was no provision for making any labour or material payments to the farmers under NREGA and thus, the farmers have gradually lost interest year after year. As such, the Rubber plantation fields were left without any care by the farmers and gradually the survival percentage had been declining year after year.

3.5.1.6 Cashew plantation

Cashew plantations are developed in six ITDAs²¹. Scrutiny of records of ITDA, Rampachodavaram revealed the following.

ITDA procured 11.15 lakh cashew grafts and 7.27 lakh cashew seedlings during 2010-14 and plantation programme was taken up in 24,398.79²² acres of land to cover 15,531 beneficiaries.

Large scale plantation was taken up without sufficient technical staff, sufficient quantity of plant material and essential inputs like fertilizers, pesticides, organic manure, etc. and there was lack of provision of minimum irrigation facilities which have direct bearing on survival and yielding capacity of the grafts. During the period 2010-14, out of 23.12 lakh plants (14.67 lakh cashew grafts plus 8.45 lakh seedlings), including those used for gap filling, 13.71 lakh were survived²³ (as of June 2014) and there was complete loss of cashew crop in 159.03 acres²⁴.

Project Officer (PO) had placed purchase orders directly on the Orissa State Cashew Development Corporation Limited, Bhubaneswar (OSCDCL) without ensuring/exploring the availability of the grafts from approved local nurseries and procured 4.50²⁵ lakh grafts from OSCDCL (at ₹19.50 per graft) during 2010-13. Due to failure of the OSCDCL to supply the committed five lakh grafts during the year 2012-13, the PO, ITDA had to procure (September 2012) 3.70 lakh grafts at higher rates ranging between ₹23 to ₹28 (including transportation) from local nurseries as the plants were required to be procured within a short span of time and the plantation period was nearing completion. This resulted in an additional burden of ₹14.10 lakh. Further, The Project Officer, ITDA, Rampachodavaram paid an advance of ₹60 lakh (June - August 2012) to OSCDCL for supply of cashew grafts. However, OSCDCL supplied (July – August 2012) only 2.01 lakh grafts worth ₹40 lakh leaving ₹20 lakh unadjusted.

²¹ Seethampeta, Srikakulam district; Parvathipuram, Vizianagaram district; Paderu, Visakhapatnam district; Rampachodavaram, East Godavari district; Kota Ramachandrapuram, West Godavari district; and Bhadrachalam, Khammam district

²² 2010-11: 1,067.27 acres, 2011-12: 1,810.45 acres, 2012-13: 8,296 acres and 2013-14: 13,225.07 acres

²³ 2010-11: Plantation: 0.85 lakh + 0.26 lakh; survival: 0.60 lakh; 2011-12: Plantation: 1.45 lakh + 0.50 lakh; survival: 1.12 lakh; 2012-13: Plantation: 6.64 lakh + 2.32 lakh; survival: 5.23 lakh; 2013-14: Plantation: 9.48 lakh + 1.63 lakh; survival: 6.76 lakh

²⁴ 2010-11: 97 acres; 2011-12: 32.45 acres; 2012-13: 19 acres and 2013-14: 10.58 acres

²⁵ 2010-11: 0.86 lakh grafts, 2011-12: 1.62 lakh grafts, 2012-13: 2.02 lakh grafts

Government in its reply (January 2015) stated that 60 *per cent* of the requirement (7 to 10 lakh grafts) per year was met from the local satellite nursery farmers and the remaining 40 *per cent* invariably procured from outside.

The reply itself clearly indicates that around four lakh grafts per year could be procured locally and against this, the ITDA procured 4.50 lakh grafts during the three year period 2010-13 which could have been procured from local farmers. Further, when the OSCDCL failed to supply the requisite quantity, the ITDA was able to procure the same from local nurseries (at higher rate) which also indicates availability of grafts. Thus, it is evident that a proper assessment of availability of grafts was not made by the ITDA.

3.5.1.7 Evaluation of Economic Support Schemes by third party agency

Physical verification of economic support schemes by third party agencies to evaluate commencement of the schemes was not carried in the test checked ITDAs²⁶ although specifically stipulated in the guidelines issued (June 2006) by TRICOR. Further, none of the test checked ITDAs had conducted/reviewed the impact of implementation of various schemes on improvement of socio-economic status of the beneficiaries.

Government in its reply (January 2015) stated that a Tribal Sub-Plan Research Centre was being established for conducting impact assessment of various schemes.

3.6 Development of Infrastructure

Tribal welfare engineering wing is responsible for executing infrastructure works relating to roads, educational buildings, drinking water works and other works in tribal areas. As of March 2014, out of 6,335 works sanctioned (2009-14), 2788 works were completed, 2,500 works were in various stages of completion, 90 works were deleted and 757 works could not be completed due to court cases, lack of forest clearances and due to contractors abandoning the works midway.

3.6.1 Road connectivity

During 2009-14, 138 road works were taken up under NABARD and Article 275(1) with an estimated cost of ₹194.80 crore. Of these, 48 (35 *per cent*) works were completed (expenditure incurred: ₹47.20 crore) and 63 works are in progress; the remaining 27 works were yet to be taken up (September 2014).

Government in its reply (January 2015) stated that the issue was under continuous persuasion at all levels of administration for obtaining the clearances.

However, Audit scrutiny of records in the test checked unit offices revealed the following:

- (i) Out of 780 and 171 tribal habitations in East Godavari and Kurnool districts, 58 and 82 habitations respectively have no road connectivity. Similarly, out of 1,496 habitations in ITDA, Parvathipuram (Vizianagaram district) 553 habitations were not connected by roads.

²⁶ Third party evaluation was taken up (by Council for Social Development) in 530 acres of horticulture plantations covering 6 mandals of ITDA, Bhadrachalam

- (ii) Six works²⁷ taken up without obtaining forest clearance led to closure of works midway after incurring an expenditure of ₹5.61 crore on these works.

Government replied (January 2015) that Master Plan of road network in all major ITDAs was taken up and the number of unconnected ST habitations identified and a five year action plan to cover unconnected habitations along with strengthening the existing road networks was prepared. Further, it was assured that as and when budgetary allocations were made, phase-wise road network programmes would be taken up.

- (iii) Work relating to providing BT surface to Sagar PWD - Bottayyathanda road (Nalgonda district) sanctioned in 2008 at a cost of ₹0.85 crore and scheduled for completion by July 2010 was closed midway (during 2012-13) after incurring an expenditure of ₹0.64 crore on account of insufficient funding for execution of two cause-way works, which are part of the scope of work.

- (iv) There was no progress, in two BT surface road works²⁸ (in East Godavari and Ranga Reddy districts) taken up during March 2009 - February 2012 (agreement value: ₹4.72 crore; expenditure incurred: ₹0.61 crore) due to be completed within one year from the date of entrustment. Specific reasons for non-completion were not furnished by the respective EEs.

Commissioner, TW replied (January 2015) that action was underway at Government level for conducting coordination meeting between Tribal Welfare and Forest Department to overcome the objections raised by Forest Department.

- (v) Six²⁹ villages (out of 42 physically verified) have no transportation facilities of any type.

Commissioner, TW replied (January 2015) that there were about 1,893 habitations in forest area without road connectivity and for which State Government and GoI were taking very drastic steps for amending the forest orders to provide clearance for laying roads in reserve forest areas.

3.6.2 Construction of school buildings

Review of the progress of construction of buildings sanctioned to schools and hostels under various schemes during 2009-14 revealed that only 152 (19 per cent) out of 807 sanctioned educational works had been completed, 31 per cent of the works remained at various stages of completion and nearly 47 per cent of the works remained incomplete due to court cases, lack of forest clearance, works abandoned midway by contractors. Scheme-wise details are given below.

²⁷ (i) Bairluty to Nagauluty Chenchu Colony (Srisailam), (ii) Sangda road to Rangabayalu via Vanagumma (Paderu), (iii) Rompally to Gundala (Uttoor), (iv) Ola to Ambugaon Tanda via Madampur (Uttoor), (v) Mallapur to Mukkdhamguda (Uttoor) (vi) Rajavommangi – Kothaveedhi (Rampachodavaram)

²⁸ (i) Ducharthy – D. Polavarappadu, road work in East Godavari district (ii) Modulagaddatanda – Domagundam Thirmalpuratanda road in Ranga Reddy district

²⁹ Damanguda (Adilabad district); Tekuluru (Khammam district); Sivapuram Gudem, Pallemcheru (Kurnool district); Jala (Vizianagaram district); Kondaparthi (Warangal district)

Table-3.5

(A) Schools

Scheme	Buildings sanctioned	Buildings Completed (percentage)	Buildings not completed			
			In progress (percentage)	To be taken up (percentage)	Deleted (percentage)	Others (percentage)
*RIDF – XIV	26	25 (96)	1 (4)	-	-	-
RIDF – XVIII	95	-	68 (72)	9 (12)	-	18 (16)
Article 275	42	6 (14)	10 (24)	2 (5)	3 (7)	21 (50)
CSS – Ashram Schools	21	7 (33)	6 (29)	-	-	8 (38)
Schools complexes	623	114 (18)	162 (26)	8 (1)	9 (1)	330 (53)
Total	807	152 (19)	247 (31)	19 (2)	12 (1)	377 (47)

*Rural Infrastructure Development Fund

Note: Others i.e. court cases, lack of forest clearance, works abandoned midway by contractors

(B) Hostels

Scheme	Buildings sanctioned	Buildings Completed (percentage)	Buildings in-progress (percentage)
*RIAD Hostels	5	3 (60)	2 (40)
CSS Hostels	10	1 (10)	9 (90)
Total	15	4 (27)	11 (73)

*Remote and Interior Areas Development

Source: Records of Ashram Schools and Hostels

Scrutiny of records pertaining to test checked works in sampled divisions revealed that works were entrusted without conducting survey and investigation by the Engineering wing before preparation of estimates, which resulted in non-completion/reduction in scope of works.

Government attributed (January 2015) the delays in completion of works to the user agency sanctioning the works without taking into consideration availability of sites, preliminary survey and investigation reports of proposed works, etc. It was further stated that the user departments were sanctioning the works based on average conditions and unit rates thereby necessitating deviations in scope of works.

3.6.3 Construction of buildings for new Residential Junior Colleges

Government accorded administrative sanction during 2007-08 for construction of six buildings for new Residential Junior Colleges for ST Girls (at a cost of ₹3.30 crore per building) under Remote and Interior Areas Development (RIAD) grant and entrusted the job to concerned Executive Engineers for execution. Test-check of three out of six works revealed that the delay in according technical sanction (in 2008), firming up of designs, concluding agreements (between February 2009 and January 2011) had led to cost escalation due to revision of the estimates with new SSRs. However, as building cost was

fixed, scope of works was reduced accordingly by deleting various components³⁰ from the scope of works. As a result, the colleges suffered from insufficient accommodation and other infrastructure.

Government replied (January 2015) that the original proposals for various components were made in 2006 with tentative site conditions without having physical sites, and due to time lag of two years, there was cost escalation and consequent reduction in scope of work.

3.6.4 Amenities in Ashram schools

Test-check of the availability of basic amenities and other facilities like drinking water, toilets, staff quarters, etc. in 149 Government Ashram High schools/hostels in the six test checked districts revealed shortfall in provision of amenities as shown in Table-3.6.

Table-3.6

District	Schools/ Hostels test checked	Bathrooms		Toilets		Hostels not having		
		Required	Existing (%)	Required	Existing (%)	Drinking water facility (%)	Staff quarters (%)	Compound wall (%)
Adilabad	24	687	120 (17)	687	225 (33)	14 (58)	NA	5 (21)
Warangal	24	820	237 (29)	820	211 (26)	18 (75)	9 (38)	13 (54)
Kurnool	11	172	36 (21)	172	43 (25)	10 (91)	9 (82)	10 (91)
Khammam	20	739	206 (28)	739	344 (47)	7 (35)	NA	6 (30)
East Godavari	30	451	273 (61)	451	264 (59)	19 (63)	12 (40)	7 (23)
Visakhapatnam	40	1623	418 (26)	1623	695 (43)	26 (65)	20 (50)	18 (45)

Source: Records of the test checked Ashram schools/hostels

NA: Not available

Scrutiny of records of test checked institutions and physical verification of 49 Ashram schools/hostels³¹ further revealed the following:

- (i) There was no district level database of the uncovered hamlet/habitations/villages for establishing new educational institutions prior to 2012-13.
- (ii) Facilities like Library, Laboratory, Arts and Crafts room, Computer room, and Sports room were not provided to the hostel inmates in any of the test checked hostels/schools in Kurnool district. Further, Library facility was not provided to the hostels in Adilabad (12), Warangal (17) and Visakhapatnam (36).

Government in its reply (January 2015) assured that steps would be taken to provide separate rooms for library, laboratory, computer room, sports room as per norms.

- (iii) In nine Hostels/Ashram Schools (out of 11 test checked) in Kurnool district, sewerage and drainage facility including septic tank was not provided.

Government stated (January 2015) that the Tribal Welfare Engineering Department was attending to the maintenance of the works.

³⁰ in ITDA, Rampachodvaram: 2nd floor of the building and external electrification (₹98.41 lakh); in ITDA, Kurnool (at Mahanandi): Principal quarter, Staff quarters, Class-IV quarters, Internal roads and compound wall (₹70.52 lakh); in ITDA, Paderu (at G.K. Veedhi): 2nd floor of the building (₹1.17 crore)

³¹ Adilabad: 10; Warangal: 15; Kurnool: 5; East Godavari: 9; Visakhapatnam: 3; Khammam: 7



**Open drainage in Integrated Hostel Welfare Complex
Nandyal, Kurnool district**



**Serving food in open place - Government Ashram
High School, Redyala, Warangal district**

- (iv) Due to insufficient space/absence of dining hall, the boarders were forced to eat in the classrooms or in the open play ground in 22³² Government Ashram School/ hostels in the test checked districts.
- (v) Seventeen Ashram schools/Hostels in Adilabad (8), Warangal (5), Kurnool (2) and Khammam (3) were in dilapidated condition, and need renovation.
- (vi) In 63³³ Ashram schools (out of 149 test checked schools/hostels) benches were not provided.
- (vii) In Ashram School (Boys), Araku valley (ITDA, Paderu) sanitary arrangements were not in usable condition.

Government replied (January 2015) that needful had been done.

- (viii) In Ashram High School (Girls), Narsingapeta and Ashram High School (Boys) Paloncha, a part of consignment of benches was kept unused due to space constraint.



Ashram High School (Girls), Narsingapeta



**Non-provision of benches in Ashram (B)
High School, Raiguda, Adilabad**

- (ix) In all the test checked Ashram schools/hostels in Bhadrachalam, Utnoor, Warangal and Kurnool telecommunication facilities were not provided although recommended (June 2007) by the State Expert Committee.

The Standing Committee of AP Legislature in its report (presented to Legislative Assembly in June 2013) pointed out that the maintenance of hostels at many places was very poor.

³² Adilabad (8) and Warangal (14)

³³ Adilabad: 11; East Godavari: 5; Khammam: NA; Kurnool: 11; Visakhapatnam: 18; Warangal: 18

3.6.5 Provision of infrastructure in Residential (Gurukulam) institutions

Audit scrutiny of records of AP Tribal Welfare Residential Educational Institutions Society (APTWREIS – known as 'Gurukulam') pertaining to the five year period 2009-14 and physical verification of 40 sampled Gurukulam institutions in the six sampled districts revealed the following.

Table-3.7

Infrastructure/amenities	No. of institutions not having facilities	Infrastructure/amenities	No. of institutions not having facilities
Safe drinking water	7	Kitchen	2
Trunk boxes, plates, glasses	14	Gas stoves	3
Laboratory	10	Dining Hall	9
Furniture in lab	14	Furniture in dining hall	26
Library room	7	Generators	10
Furniture in library	11	Fans and bulbs	11
Computer training centres	19	Compound walls	9
Play ground	9	Overhead tanks	18
Sports material	15	Internal roads	18
Staff room	9	Street lights	10
Dormitory	11	Drainage/sewage system	21
Staff quarters	12		

Government replied (January 2015) that due to non-availability of funds, infrastructure facilities could not be provided in Gurukulam institutions. It was further stated that the works were taken up by TW Engineering Department with the amount (₹66.20 crore) sanctioned under TSP during 2013-14 and that proposals were under active consideration for providing solar fencing compound walls to Girls institutions.

Physical verification of the institutions revealed the following.

3.6.5.1 Buildings, classrooms and dormitories

- (i) In *APTWRJC (Boys), Krishna Sagar (Khammam district)*, the college building was in dilapidated condition where ceiling and walls were completely damaged. Further, the dormitory building consisting of 48 rooms was in dilapidated condition and thereby the students are forced to stay in the classrooms even during night time.

Commissioner, TW replied (January 2015) that the Engineering wing was instructed to inspect the building and submit DPR for renovation.

- (ii) *EMRS, Kuravi (Warangal district)*, Residential School and Ekalavya Model Residential Junior College (EMRJC) were functioning in a single building. Further, although the school was upgraded (2008-09) to Residential Junior College, no separate building for college was constructed and separate infrastructure such as classrooms, dormitories, laboratory, staff room, etc. was also not provided. College students (336) were utilising the classrooms and dormitories intended for the school students (491).

Commissioner, TW replied (January 2015) that civil works valuing ₹80 lakh were sanctioned in 2013-14 and the PO, ITDA had been asked to furnish proposals for requirement of amenities.

- (iii) In *APTWURJC (Girls), Asifabad (Adilabad district)*, although school was upgraded to Residential Junior College, sufficient number of dormitories were not provided to accommodate the 610 school students and 406 college students. Sufficient kitchen and dining hall were not provided.

In reply (January 2015) Commissioner, TW stated that the college was currently functioning in new building and High school sections were continuing in old building which required major repairs, and that proposals were being readied for sanction of funds to take up repair works.

3.6.5.2 Toilets

- (i) In *APTWRS (Boys), Chintoor (Khammam district)*, 40 newly constructed (during 2012-13) toilets were locked and not put to use due to lack of scavenger services.
- (ii) In *APTWRJC (Boys), Krishna Sagar (Khammam district)*, 10 toilets were in dilapidated condition (and hence not in use).

In reply (January 2015), Commissioner, TW stated that proposals were being submitted for sanction of required budget for creating the amenities.

3.6.5.3 Security

In 18 sampled institutions in East Godavari, Visakhapatnam, and Vizianagaram districts, no fire safety measures were adopted and fire extinguishers were not provided despite the specific directive (April 2009) by the Hon'ble Supreme Court.

Government in its reply (January 2015) stated that necessary proposals would be furnished to Government for providing fire safety measures and fire extinguishers immediately in all TW residential institutions.

3.6.5.4 Infrastructure in Mini Gurukulams

Mini Gurukulam institutions were established in female low literacy areas. As of March 2014, there were 41 such institutions in the State.

During physical verification of Mini Gurukulams in the sampled districts it was observed that basic infrastructure facilities such as dual desks, two-tier cots, separate dormitory rooms, toilets, etc. were not provided. Students in these institutions were not provided with trunk boxes.

Government replied (January 2015) that necessary infrastructure facilities could not be provided in mini gurukulams due to non-sanctioning of budget during the period 2011-13.

Audit scrutiny revealed that non-recurring grants to the extent of ₹19.74 crore released by GoI during the period 2011-12 and 2012-13 for the purpose of providing necessary infrastructural facilities in Mini Gurukulams have been diverted by the Society for the purposes like pre-matric scheme, RIAD and General fund.

Government replied (January 2015) that due to shortage of budget under RIAD, School Education, Pre-matric scheme, etc. expenditure was incurred out of Mini Gurukulam scheme funds and that the funds were adjusted in the later years. However, adjustment details were not furnished by Government.

3.6.5.5 Amenities to students

Physical verification of the sampled institutions revealed that the students housed in these Gurukulam institutions were not provided with amenities as per the norms. Details are given below.

Dietary arrangements

APTWREI adopted (December 2012) revised dietary menu to students with the enhanced rates of dietary charges. As per the revised menu, rice (450/500 gms), RG dal (18/25 gms), milk (125 ml) and one egg should be utilised in the preparation of diet to the boarders.

- (i) In *seven*³⁴ *sampled institutions*, prescribed quantities of rice, dal, milk, eggs as per the revised menu were not provided due to late/short supply of items by the supplier i.e. GCC (short utilisation was ₹21.29 lakh against the provision of ₹1.73 crore).
- (ii) In *APTWRS (Boys), Chintoor (Khammam district)*, as per the revised dietary menu, fruits were to be provided as food supplement to students. However, this requirement was not complied with during 2013-14. In *APTWRS (Girls), Bhadrachalam* also, fruits were not provided to students during 2013-14 ignoring the revised dietary menu.

Government in its reply (January 2015) attributed the delay in supply to interior/remote location of the institutions. Commissioner, TW stated that report was being called for from the Principal in this regard and action would be taken against the concerned officials.

3.7 Adequacy of staff in Schools

Audit scrutiny of the records of CTW revealed that as against the sanctioned strength of 13,227 posts in Ashram/MPP schools in the State, 4387 posts (33 per cent) were vacant as detailed in Table-3.8. It can be seen that around 55 per cent, 43 per cent and 56 per cent vacancies existed in the cadres of School Assistant (Maths), Languages and Science teacher posts respectively.

Table-3.8

Post	ITDAs	
	Sanctioned	Vacant
Post Graduate Head Master (PGHM)	486	194
School Assistant (Maths)	816	450
Languages	2353	1003
Sciences	1940	1092
Others	7632	1648
Total	13227	4387

Source: Records of CTW, Hyderabad

³⁴ APTWRS (PTG-B), Arakuvalley; KGBV, Arakuvalley; APTWRJC, Arakuvalley; APTWRSOE, Marikavalasa; APTWRS (EMRS), Y.Ramavaram; APTWRC (EMRC), Y.Ramavaram; APTWRJC, Rajavommangi

Audit scrutiny of the sampled schools/hostels revealed the following.

Out of 164 posts sanctioned in four test checked districts, 95³⁵ posts of wardens/Hostel Welfare Officers (HWOs) were vacant.

Government replied (January 2015) that action was being taken to fill up the vacant posts.

3.7.1 Adequacy of Staff in Gurukulam institutions

Audit scrutiny of the sampled institutions revealed that, out of 645 teaching posts, 240 (37 per cent) posts were being operated on regular basis and 363 (56 per cent) posts with part time teachers leaving 42 posts vacant. In East Godavari district, 40 per cent of posts were vacant while in Adilabad district, 84 per cent of posts were operated with part time teachers.

3.8 Development of Mother Tongue Based Multilingual Education (MTB MLE) programme

With a view to impart education to the tribal children of classes I, II, III in their mother tongue as prescribed in RTE Act 2009, State Project Director, Sarva Shiksha Abhiyan, sanctioned (March 2012) “**Development of Mother Tongue Based Multilingual Education (MTB MLE) programme**” and released an amount of ₹1.05 crore (March 2012) to the Director/SCERT and Principals of the DIETs. Although the work of printing of books was to be completed for distribution to children by October 2013, it has not been completed as of September 2014.

Government in its reply confirmed (January 2015) the audit observation and stated that due to lack of trained (B.Ed./D.Ed./TTC/LPT) Mother Tongue Academic instructors required as per the RTE Act 2009, MLE programme in eight tribal languages could not be implemented and a policy decision was needed to be taken to continue the MLE programme and that the same was under consideration.

3.9 Conclusion

As brought out in foregoing paragraphs, despite GoI guidelines stipulating long-term area-specific micro planning under SCA to TSP by taking into consideration ITDAs and the Clusters therein as geographical units, none of the sampled ITDAs had prepared long-term perspective plan. As against mandated 6.60 per cent allocation of total plan budget outlay for TSP, allocation was only about 3.97 on an average during the last five years. Even out of the funds allocated, Government could not expend to the extent of 94 per cent in General sector, 36 per cent in Social sector and 44 per cent in Economic sector respectively. There was no improvement in allocation and utilisation of funds under TSP despite enacting of separate legislation in the State.

There were also persistent delays ranging from 13 to 24 months in releasing the funds provided under Article 275 (1). Management of funds provided for tribal welfare was ineffective with funds being parked in fixed deposits in banks, diversion of funds by

³⁵ DD (TW) - Utnoor (23), DTWO - Warangal (13), DTWO - Kurnool (6) and DD (TW) - Paderu (53)

Project Officers of ITDAs, advances given by ITDAs remaining unadjusted, etc. There was no effective monitoring system to ensure commencement of units by the beneficiaries under Economic Support Schemes. Coffee and rubber plantations planned for the benefit of tribal population failed to achieve the desired results due to non-availability (up to 66 per cent) of required shade area/taking up the project in unsuitable agro climatic conditions and the requirements for successful maintenance of plants not being visualised by ITDAs.

Government efforts to provide infrastructure viz., basic amenities like sanitation facilities, etc., in residential junior colleges, ashram/Gurukulam institutions were not commensurate with the requirement.

3.10 Recommendations

Audit recommends for consideration that:

- (i) Long-term perspective plan be prepared by the Tribal Welfare Department taking into consideration ITDAs and the Clusters therein as geographical units and keeping in view the long-term area-specific micro planning.
- (ii) Accountability be fixed by Government for non-furnishing of UCs within the stipulated time frame.
- (iii) Effective monitoring system be in place to ensure commencement of units by the beneficiaries.
- (iv) Feasibility studies (including availability of required cultivable area, agro climatic conditions, etc.) be conducted for successful implementation of plantation programmes.
- (v) Effective steps be taken for expeditious completion of the works relating to provision of basic amenities/infrastructure facilities like educational infrastructure, road connectivity, etc. in tribal areas.

Chapter-4

Performance Audit of Welfare and Protection of Girl Child

**Department for Women, Children,
Disabled & Senior Citizens and
other related departments**

4.1 Introduction

4.1.1 Overview

Children are the future of the nation and they have to be nurtured in a healthy atmosphere with proper food and education. The Constitution of India through the Fundamental Rights and Directive Principles protects the rights of children and directs the State to ensure that the children are protected from abuse, and are provided early childhood care and education. As defined in the Women’s and Children’s Institutions (Licensing) Act, 1956, a girl who has not attained the age of 18 years is a child. GoI and successive State Governments have launched several interventions for ensuring the welfare and protection of children including girl children. Some important interventions are detailed below.

	Area	Scheme/Act	Objective
Welfare	Nutrition	Supplementary Nutrition Programme (SNP)	To provide supplementary nutrition up to six years aged children (both boys and girls), pregnant and lactating women
		Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (SABLA)	To improve nutritional and health status, self development, empowerment, impart vocational skills, etc.
		Kishori Shakthi Yojana (KSY)	To improve nutritional and health status, impart vocational skills, etc.
	Health	Universal Immunization Programme	To provide vaccination to children (both boys and girls) against seven vaccine preventable diseases
	Education	Kasturba Gandhi Balika Vidyalaya (KGBV)	To set up residential schools at upper primary level for girls belonging predominantly to SC/ST/OBC and minority communities
		ICDS (through Anganwadi centres)	To provide pre-school education through Anganwadi centres in an informal way To provide training to ICDS personnel
Protection	Legal Protection	Pre-conception & Pre-natal Diagnostic Techniques (PC&PNDT) Act, 1994	For prohibition of sex selection before or after conception
		Immoral Traffic Prevention Act	For preventing trafficking or sexually exploiting children for the purpose of prostitution
		Protection of Child from Sexual Offences (POCSO) Act, 2012	To protect children from sexual assault, sexual harassment and pornography
	Physical and Social Protection	Welfare Hostels for girls	To improve female literacy by providing shelter, boarding, clothing and medical facilities to children belonging to BPL families
	Financial Protection	Girl Child Protection Scheme (GCPS), 2005	To eliminate gender discrimination, eradicate female infanticide, improve sex ratio, empower and protect the rights of girl children and women through direct investment from government
		AP Bangaru Talli Girl Child Promotion and Empowerment Act, 2013	To facilitate socio-economic growth of girl child by providing financial incentives after certain milestones to improve the sex ratio, to empower girl children through direct investment from Government
		Financial assistance to victims of various atrocities	To provide restorative justice to victims of rape, financial assistance as well as support services viz., counselling, shelter, medical and legal aid

Apart from the above, there are some other schemes and Acts for ensuring the welfare and protection of children in general, which are not specifically aimed at the girl children but are equally applicable to them like Juvenile Justice (Care and Protection) Act¹, Protection of Child Rights Act, 2005², Child Labour (Prohibition and Regulation) Act, 1986 (amended in 2000), etc.

4.1.2 Responsibility centres

Several State Government departments have been tasked with enforcement of Acts and implementation of schemes relating to children/women viz., (1) Women Development & Child Welfare (WD&CW) (nodal department), (2) Juvenile Welfare, Correctional Services & Welfare of Street Children (JW, CS & WSC), (3) Social Welfare, (4) Education, (5) Health, (6) Labour, (7) Home Department, etc. as detailed below.

Framework for Welfare and Protection of Girl Children in Andhra Pradesh		
Area		Responsibility Centres
Welfare	Nutrition	Commissioner, Department of Women Development & Child Welfare (WD&CW)
	Health	Commissioner, Department of Health & Family Welfare
	Education	Commissioner, WD&CW; Commissioner, State Project Director, Rajiv Vidya Mission (RVM)
Protection	Legal Protection	DIG Crimes; Commissioner, Labour; Commissioner, Health, Medical and Family Welfare
	Social Protection	Commissioner, WD&CW
	Physical Protection	Commissioner, WD&CW State Project Director, RVM Social, Tribal and BC Welfare Departments
	Financial Protection	Commissioner, WD&CW

4.2 Audit Framework

4.2.1 Audit Objectives

The objectives of carrying out performance audit of schemes of welfare and protection of girl child are to assess whether:

- (i) There is adequate and appropriate institutional mechanism for planning for welfare and protection of girl child; and
- (ii) Acts and schemes meant for the welfare of girl child in terms of providing nutrition, health and education, and protection in terms of physical, social, legal and financial have been implemented effectively and convergence of these schemes has been ensured to achieve the desired result.

4.2.2 Audit Criteria

Audit findings are benchmarked against the criteria sourced from various enactments and schemes of GoI and State Governments as detailed below.

¹ To deal with juveniles in conflict with law and are in need of care and protection

² To review safeguards provided by law for protecting child rights

- (i) Pre-conception & Pre-natal Diagnostic Techniques (PC&PNDT) Act, 1994, AP Bangaru Talli Girl Child Promotion and Empowerment Act, 2013, Child Labour (Prohibition and Regulation) Act, 1986, Protection of Child from Sexual Offences (POCSO) Act, 2012
- (ii) Guidelines of Integrated Child Development Services (ICDS), Kasturba Gandhi Balika Vidyalaya (KGBV), Kishori Shakthi Yojana (KSY), Integrated Child Protection Scheme (ICPS), Girl Child Protection Scheme (GCPS) and Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (SABLA)
- (iii) Orders, instructions, guidelines, etc. issued by GoI and State Government from time to time

4.2.3 Audit Scope and Methodology

Audit was carried out during April - July 2014 and involved coverage of implementation of Acts and schemes by State Government for welfare and protection of girl child during the five year period 2009-14. Audit methodology included scrutiny of relevant records/files/data at the concerned Secretariat departments, Directorates/Commissionerates and unit offices, hostels, observation homes, project offices, Anganwadi centres (AWCs), schools run by Tribal Welfare, BC Welfare Departments, etc. located in the sampled districts.

Principal Secretary and Commissioner, Women Development & Child Welfare Department was intimated the audit plan relating to this report, objectives, scope, methodology and criteria. Further, entry meetings were held with the officials of all the selected districts to apprise them about the modalities of audit.

4.2.3.1 Audit Sample

Based on a pilot study in the capital district of Hyderabad, seven districts were selected for detailed audit scrutiny namely Hyderabad, Adilabad, Medak, Krishna, SPS Nellore, Prakasam and Kurnool based on parameters like literacy rate of women, drop outs of girl children in Classes I to X, infant mortality rate, crime rate against girls/women, etc. Implementation of GoI and State schemes relating specifically to welfare and protection of girl child like Bangaru Talli, KGBV³, KSY⁴, SABLA⁵ and GCPS⁶ was examined in Audit. Although ICDS⁷ and SNP⁸ relate to both boys and girls, 42 Anganwadi centres were visited along with departmental officials viz., Child Development Project Officers (CDPO), Supervisors and Anganwadi workers to physically verify the availability of amenities and the extent of nutrition being provided to girl children and adolescent girls.

³ Kasturba Gandhi Balika Vidyalaya

⁴ Kishori Shakthi Yojana

⁵ Rajiv Gandhi scheme for Empowerment of Adolescent Girls

⁶ Girl Child Protection Scheme

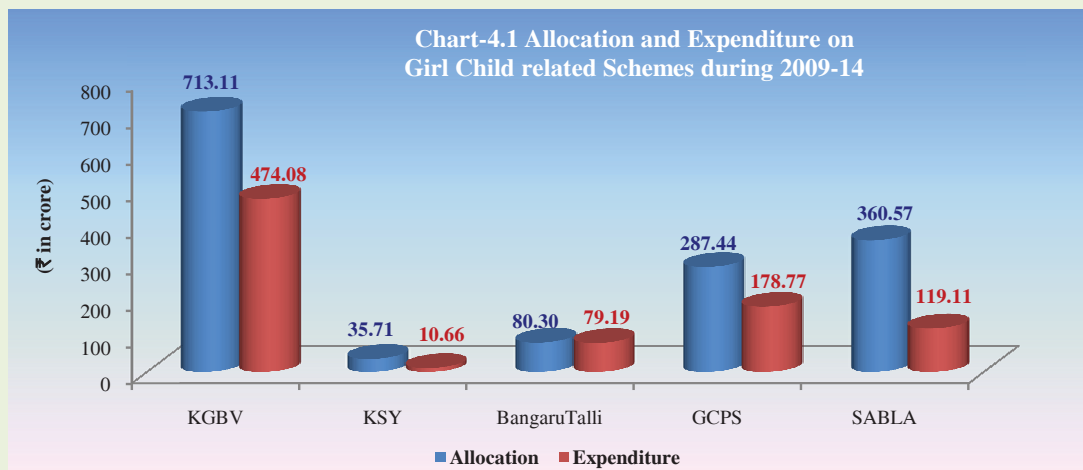
⁷ Integrated Child Development Services

⁸ Supplementary Nutrition Programme

Audit findings

4.3 Fund allocation and utilisation

State Government does not follow gender based budgeting. In its absence the total amount allocated and utilised for the welfare and protection of girls in the State as a whole is not discernible. However, the total allocation and utilisation of funds on specific girl child related schemes scrutinised in Audit are given below.



Source: VLC data compiled by AG (A&E) AP Hyderabad

Apart from the above schemes, GoI and State Governments have been providing funds for implementation of various schemes which have components involving girls like ICDS, SNP, ICPS, etc. Allocation and expenditure under these schemes have not been included in the above chart since they are not exclusively for girls. Audit scrutiny revealed that allocated funds were not released in full by the State Government in any of the years during 2009-14 and even the short released amounts were not expended as detailed below, which impacted focused implementation of the schemes.

- (i) Out of ₹713.11 crore allocated for KGBV during the period 2009-14, only ₹567.28 crore was released and the amount expended was even less at ₹474.08 crore.
- (ii) Though the entire allocation of ₹10.66 crore was released for construction of compound walls to KGBV schools during 2013-14, only an amount of ₹6.63 crore was expended for the purpose. Physical verification of 12 sampled KGBVs in the test checked districts revealed that six schools have no compound walls, which has a direct impact on the security and protection of girl children.
- (iii) As per SABLA scheme guidelines, for nutrition component, the sharing pattern of funds should be 50:50 between Central and State Governments. Though GoI released its share of ₹15.19 crore under nutrition component and ₹4.45 crore towards non-nutrition component State Government has not released either the GoI share or its own matching share. As a result, during 2010-11 SABLA scheme was not implemented, depriving eight lakh adolescent girls of the benefit.

- (iv) In Adilabad district, no training programmes were conducted as of June 2014 although an amount of ₹57 lakh (₹3.80 lakh per ICDS project) was released for 15 projects towards non-nutrition component⁹ under SABLA in the month of November 2013. No expenditure particulars were furnished to Audit.

In its reply (January 2015) Government accepted that gender based budgeting should be followed for allocation of funds for the girl child. It was further stated that instructions would be issued to all the implementing agencies for hundred *per cent* utilisation of allocated funds for various components.

4.4 Welfare of girl children

GoI and State Governments have initiated specific schemes for the welfare of girl children from their birth to adulthood involving provision of nutrition (including supplementary nutrition where required), access to pre-school as well as formal education and health care. Extent of provision of each of these services is detailed below.

4.4.1 Supplementary Nutrition Programme (SNP)/SABLA

AWCs are to provide supplementary nutrition for 25 days a month for all 12 months in a year to children (6 months to 6 years) and women in low income and disadvantaged communities to bridge the calorific gap between the nationally recommended intake and average intake. Growth monitoring and nutrition surveillance are two important activities that are to be undertaken in AWCs. Further, severely malnourished children are to be provided special supplementary feeding and referred to medical services.

Major programmes for enhancing nutrition to children include Supplementary Nutrition Programme (SNP). Under SNP, for children aged 6 months to 3 years, take-home ration in the form of Modified Therapeutic Food (MTF) is to be supplied.

Audit findings with regard to implementation of SNP in AWCs are given below:

- (i) In the six test checked AWCs of Krishna district, there was no supply of food under SNP during 2009-10 (104 days) and 2013-14 (72 days).
- (ii) In Krishna district, out of a cumulative number of 9,75,203 girls enrolled in the AWCs during 2009-14, 10 *per cent* were not provided SNP.
- (iii) As per the guidelines of SABLA, supplementary nutrition is to be provided to adolescent girls aged 14-18 years regardless of whether they are out of school or school going and to the out of school girls aged 11-14 years. Each Adolescent girl is to be given at least 600 calories and 18-20 grams of protein and recommended daily intake of micronutrients per day at the rate of ₹5 per day per beneficiary, for 300 days in a year.

⁹ Covering life skill, education, including IEC, training for Sakhi/Saheli, vocational training, etc.

During the years 2012-13 and 2013-14, 6,20,533 and 6,55,666 adolescent girls were stated to have been given nutrition worth ₹45.73 crore and ₹51.15 crore respectively. Considering the cost of ₹5 to be met per child per day in respect of Micronutrients the expenditure reported would have covered 3,04,866 and 3,41,000 adolescent girls only.

Thus, either the adolescent girls were not provided the prescribed nutritive content or the beneficiaries were not given nutrition on all the 300 days in a year or the number of beneficiaries was inflated.

4.4.2 Health

Major health perils faced by girl child include susceptibility to various infectious and nutritional diseases. As per SABLA scheme, out-of-school Adolescent Girls attending AWC have to be given two adult IFA tablets per week. Audit observed that in Adilabad district, IFA tablets were not provided to the AGs during 2012-14. Similarly in Hyderabad IFA tablets were not supplied during 2011-12.

Health and Academic Identity (HAI) cards have to be maintained at the *Welfare hostels* and *KGBVs* to record the health and academic performance related to each of the boarders. However, HAI cards were distributed in only 5¹⁰ out of 14 test checked Social Welfare Hostels; 3¹¹ out of 14 test checked Tribal Welfare Hostels; 5¹² out of 14 test checked BC Welfare hostels and in 6¹³ out of 12 test checked KGBVs.

4.4.3 Education

4.4.3.1 Non-formal pre-school education (PSE) in AWCs

Pre-school education is provided in the AWCs in an informal way by the Anganwadi workers. It focuses on total development of the child, in the age group up to six years, mainly from the underprivileged groups.

Enrolment of children in Anganwadis

In respect of the girls in the age group 3 - 6 years, it was observed that out of 55,97,630 girls identified during 2009-14 through annual survey, only 48,94,318 girls were enrolled. Annual Programme Implementation Plan (APIP) stated that preference for convent education, lack of infrastructure in AWCs, lack of play material, only four hours of AWC timing are the main reasons for the shortfall in enrolment.

There was shortfall in enrolment of children for preschool education during 2009-14 in all the test checked districts. The shortfall in enrolment of girls ranged from Nil to 2,00,065 during 2009-14. Registers pertaining to children admitted to formal school from AWCs were not maintained in any of the test checked AWCs. Therefore, the details of girl children who progressed to formal schooling from AWCs could not be ascertained in Audit.

¹⁰ Utnoor, Asifabad, Gudur (Kurnool), Balayapalli (SPS Nellore), Darsi (Prakasam)

¹¹ Laxetipet, Kottalacheruvu, Gudur (SPS Nellore)

¹² Vuyyuru, Medak, Ramachandrapuram, Podalakur, Secunderabad

¹³ Jannaram, Talamadugu, Reddygudem, Kurnool, Narsapur, Raikode

4.4.3.2 Welfare of children above 6 years of age

KGBVs have been established under Sarva Shiksha Abhiyan (Rajiv Vidya Mission in State) for providing residential education and food to girl children of disadvantaged classes.

Education in KGBV residential schools

KGBV scheme was launched in July 2004, for setting up residential schools at upper primary level for girls belonging predominantly to SC, ST, OBC and minority communities. As of March 2014, there were 743 KGBVs (up to 10th class) in the State. The responsibility of running these schools is primarily with Rajiv Vidya Mission. In Andhra Pradesh, 1,22,653 girls were enrolled (sanctioned strength: 1,48,600 @200 girls per KGBV) in KGBV schools as of March 2014.

Enrolment and Dropouts

The status with regard to enrolment and dropout in KGBV schools in the test checked districts is given below:

- (i) In 11 out of 12 test checked KGBVs (except KGBV, Yemmiganur, Kurnool district), enrolment was less than the sanctioned strength. The shortfall ranged up to 86 *per cent* (KGBV, Narsapur, Medak district in 2009-10) during the period 2009-14.
- (ii) Drop out of girls was noticed in Adilabad (2011-12 to 2013-14) and SPS Nellore (2011-12).

Infrastructure and amenities in KGBVs

During physical verification of KGBVs along with Special Officer (KGBVs), it was observed that the rooms were congested and the norms were not adhered to. In KGBV, Raikode, the hostel and school was running in a primary school building.

- (i) Dormitories were inadequate in 11 out of 12 test checked KGBVs resulting in overcrowding.
- (ii) Against a requirement of 10 toilets in each KGBV, there was a shortage of total 24 toilets in 5¹⁴ KGBVs. There was shortage of 14 bathrooms in 3¹⁵ KGBVs against requirement of 10 in each KGBV.

In KGBV, Reddygudem it was observed that the building was located beside a graveyard in unhygienic condition. Hostel authorities confirmed that selection of the site was not judicious.

¹⁴ Jannaram (6), Talamadugu (6), Narsapur (2), Raikode (9), Kondapuram (1)

¹⁵ Jannaram (6), Talamadugu (6), Kondapuram (2)

4.5 Protection of girl children

4.5.1 Physical protection

4.5.1.1 Social Welfare Hostels for girls

There were 2,263 hostels and other Social Welfare institutions under the control of Social Welfare Department as of March 2014 (1,534 Boys Hostels and 729 Girls Hostels) with a sanctioned strength of 1,81,518 students. Audit observations with regard to functioning of Girls hostels and amenities provided therein, are given below:

- (i) As per the norms, no child below 8 years of age is entitled for a hostel seat. It was however, observed that in Government SC Hostel, Golconda, ten students below eight years of age were admitted in deviation of norms. In three¹⁶ hostels, there were 71 dropouts during 2012-14.
- (ii) **Amenities:** There was no compound wall in one¹⁷ out of 14 test checked hostels; watchmen were not available in three¹⁸ hostels; dormitories were inadequate in seven¹⁹ out of 14 test checked hostels resulting in overcrowding; in four²⁰ hostels the strength was in excess by 144 boarders; in seven²¹ hostels, there was a shortage of 36 toilets; in 11²² hostels, there was a shortage of 41 bathrooms; in fourteen test checked hostels, 7997 boarders were eligible for 31,988 pairs of uniforms but were provided only 29,256 pairs of uniforms during the period 2009-14; the SC Welfare Hostel, Dubbaka, Medak is in dilapidated condition and almost abandoned stage and hence, all the boarders are staying at the adjacent BC welfare hostel.

4.5.1.2 Tribal Welfare Hostels for girls

As of March 2014, 442 Tribal Welfare hostels were functioning in Andhra Pradesh with 331 for boys and 111 for girls. Audit observations with regard to functioning of girls hostels and amenities provided therein, are given below:

- (i) In ST Welfare Girls Hostel, Sangareddy, the number of boarders was inflated by 15, 35 and 29 during 2011-12, 2012-13 and 2013-14 respectively by the Hostel Welfare Officer resulting in excess claim towards provisions, uniforms, bed sheets, cosmetic charges, etc.
- (ii) **Amenities:** In one²³ out of 14 test checked hostels, compound wall was not available. In two²⁴ hostels, watchmen were not posted; dormitories were inadequate

¹⁶ SC Special Hostel, Angaluru (Krishna) – 51; Anandanilayam, Secunderabad – 10; SC Girls Hostel, Golconda (Hyderabad) - 10

¹⁷ SC Hostel, Velagaleru, Krishna

¹⁸ Angaluru (Krishna), Dubbak (Medak) and Anandanilayam (Hyderabad)

¹⁹ Asifabad (Adilabad), Gudur (Kurnool), Koilakuntla (Kurnool), Dubbak (Medak), Kavali (SPS Nellore), Darsi (Prakasam), Podili (Prakasam)

²⁰ Utnoor (Adilabad) - 48; Asifabad (Adilabad) - 32; Gudur (Kurnool) - 40; Balayapalli (SPS Nellore) - 24

²¹ Utnoor -5; Asifabad -8; Angaluru – 1; Velagaleru – 9; Balayapalli – 5; Kavali – 7; Golconda -1

²² Utnoor -5; Asifabad -5; Angaluru -1; Velagaleru – 9; Gudur -7; Koilakuntla -1; Balayapalli – 5; SPS Nellore - 3; Podili -3; Anandanilayam, Hyderabad -1; Golconda -1

²³ Narayankhed (Medak)

²⁴ Vuyyuru (Krishna), Moosarambagh (Hyderabad)

in eight²⁵ out of 14 test checked hostels resulting in overcrowding; in seven²⁶ hostels, the strength was in excess by 248 boarders; in 13²⁷ hostels, there was a shortage of 121 toilets. In 11²⁸ hostels, shortage of bathrooms was 105; in fourteen test checked hostels in seven test checked districts, 9014 boarders were to be given 36,056 pairs of uniforms but were provided only 29,434 pairs resulting in shortage of 6,622 pairs of uniforms; in respect of two hostels, the information for the years 2009-10 to 2011-12 was not furnished.

- (iii) None of the candidates passed 10th class exam from ST Hostel, Hyderabad during 2012-13.

4.5.1.3 BC Welfare Hostels for girls

As of March 2014, 1247 BC Welfare hostels (Girls: 377 and Boys: 870) were functioning in Andhra Pradesh. Audit observed that in two²⁹ out of 14 test checked hostels, there were no compound walls and no watchmen were posted in five³⁰ out of 14 hostels; dormitories were inadequate in six³¹ out of 14 test checked hostels resulting in overcrowding; in nine³² hostels, shortage of toilets was 76; in seven³³ hostels, shortage of bathrooms was 57; and in fourteen test checked hostels, 7287 boarders were to be given 29,148 pairs of uniforms but were provided only 26,506 pairs resulting in shortage of 2,642 pairs of uniforms.

4.5.2 Financial protection

4.5.2.1 Girl Child Protection Scheme (GCPS)

The New Girl Child Protection Scheme was launched in April 2005 and aimed at eliminating gender discrimination, eradicating female infanticide, improving sex ratio to empower and protect the rights of girl children and women through direct investment from Government. The management of the scheme was entrusted to LIC³⁴ of India, Hyderabad. The scheme provides for risk coverage for life insurance for the girl child commencing from the age of 3 years. A single girl child is entitled to receive ₹1 lakh after completion of 20 years of age and in case of two girl children, both of them are entitled to receive ₹30,000 each after completion of 20 years of age. Project Director is the nodal officer of the scheme in the district.

²⁵ Kottalacheruvu, Government Ashram High School, Kurnool (Kurnool district), Narayankhed, Sangareddy (Medak), Gudur, Buchi (SPS Nellore district), Dornala, Karedu (Prakasam)

²⁶ Laxetipet - 35; Patnapur - 24; Narayankhed - 20; Sangareddy - 50; Gudur - 56; Buchi - 5; Dornala - 58

²⁷ Laxetipet - 11; Patnapur - 26; Kanchikacherla - 5; Vuyyuru -2; Kottalacheruvu - 12; Government Ashram High School, Kurnool - 4, Narayankhed - 10; Sangareddy - 13; Gudur - 13; Buchi - 8; Dornala - 6; Begumpet - 2, Moosarambagh - 9

²⁸ Laxetipet - 11; Patnapur - 31; Kanchikacherla - 5; Vuyyuru -2; Kottalacheruvu -12; Government Ashram High School, Kurnool - 8; Gudur -12; Buchi - 7; Dornala - 6; Begumpet - 2, Moosarambagh - 9

²⁹ Kagaznagar, Nellore

³⁰ Gonegandla, Nellore, Podalakur, Komarole, Ameerpet

³¹ Echoda, Kagaznagar, Dhone, Podalakur, Giddalur, Komarole

³² Gudivada - 2; Gonegandla - 18; Dhone - 24; Medak -2; Ramachandrapuram - 2; Nellore - 11; Podalakur - 9; Komarole - 6; Secunderabad - 2

³³ Gudivada - 2; Gonegandla - 18; Dhone - 15; Nellore - 10; Podalakur - 4; Komarole - 6; Secunderabad - 2

³⁴ Life Insurance Corporation

Variations between figures of department and LIC

As per MoU, LIC should issue the Grantee at the end of each accumulated year, a statement showing the transactions and balances in the pooled running account and in individual running accounts. However, LIC was adjusting the amounts from the pooled running account without intimating the WD & CWD. Therefore, the actual amount lying in the pooled account is not known.

The Commissioner, WD&CWD deposited an amount of ₹430.51 crore towards premium under GCPS up to 31 July 2014. However, LIC acknowledged (July 2014) only ₹430.30 crore. The premium amount payable every year is fixed at the time of commencement of policy and will not be changed till maturity. However it was observed from latest demand dated 4 July 2014 issued by LIC, that the demand was enhanced to the tune of ₹17.52 crore by increasing the corresponding premium payable for each year's enrolment though not provided for in MoU. LIC has also adjusted the payment made by department to their premium account for 2014-15.

There is wide variation in the number of beneficiaries enrolled as per WD&CWD, LIC (for which demand was raised and bonds were issued) and NIC data. As per the departmental figures 5,85,351 beneficiaries were enrolled for the period from 2005-06 to 2012-13, whereas payments were made to LIC for 6,18,896 beneficiaries. Against the above, bonds were issued only in respect of 4,77,164 beneficiaries. This could have led to possible excess payment to LIC towards premium for about 33,545 beneficiaries. The department has not made any effort to reconcile the figures.

Levy of penalties by LIC

It was observed that a premium of ₹16,19,70,030 pertaining to the beneficiaries enrolled in the year 2011-12 (₹8,72,32,515) and 2012-13 (₹7,47,37,515) was paid belatedly in May 2014. This resulted in non-issue of bonds for 2011-12 and 2012-13 by LIC besides levy of penalty/interest. No penal/interest clause was incorporated in the MoU towards delay in payment of premium by Grantee (department) or *vice versa* for delay in coverage/settlement of claims by LIC. However, an amount of ₹48,64,40,285 was paid to LIC towards interest component and penalty.

Categorisation of beneficiaries

The guidelines under GCPS prescribe a ratio of 15 per cent for SC, 6 per cent for STs and remaining to others for extending the benefits. The budget allotted was under three heads viz., Normal State Plan, Special Component for SCs and Tribal Sub-Plan for STs. However, the records did not reveal any break-up of beneficiaries category-wise i.e. SCs, STs and General. In the absence of these details, Audit could not verify if the coverage of the above categories of beneficiaries was as per the guidelines of the scheme.

Processing/disbursement of claims

Audit scrutiny with regard to processing and disbursement of claims revealed the following:

- Claims amounting to ₹85.94 lakh settled by LIC and paid to the Commissioner, WD&CW for disbursement to the nominees of the insured parents, were lying with the latter as of July 2014 without disbursement.
- Against 142 claims proposed by Project Directors (PDs), 106 claims were settled by LIC and 34 claims were returned to PDs for want of information. The remaining claims were not paid due to non-availability of bank details.
- In Kurnool, 13 claims received during 2009-10 and 2011-12 pertaining to seven students were pending as of July 2014.
- In Prakasam district, claims of five death cases were not settled for want of proposals.
- In Adilabad district, seven death cases (2005-06 to 2009-10) and two maturity claims (2009-10 and 2010-11) were not paid the insured amount as the claims were not forwarded to LIC.
- Orphans enrolled in children homes and orphan homes were not being covered under the scheme in Adilabad district.

Non-issue of bonds by LIC

In the test checked districts, 1,01,700 applications were received during 2009-14 of which, only 49,313 (48 *per cent*) bonds were issued leaving a balance of 52,387 bonds yet to be issued as of July 2014. Bonds were not issued at all during the years 2011-12 and 2012-13.

Thus, lack of coordination between the department and LIC led to variation in the number of beneficiaries, giving scope for payment of premium for non-existent beneficiaries. Further, delayed payment of premium resulted in levy of penalties besides non-issue of bonds and non-coverage of beneficiaries to that extent during this period. Moreover, due to the delay in processing the claims at various levels in the department and lack of bank detail, etc., girl children were deprived of the benefit under GCPS. The non/delayed settlement of claims has thus defeated the very purpose of the scheme.

4.5.2.2 Bangaru Talli Scheme

With a view to facilitating faster socio-economic growth of the girl child and to empower women, “Bangaru Talli Scheme” was launched during the year 2013-14 to provide financial incentives to girl children born after 1 May 2013 on attainment of certain milestones in life till the age of 21 years on a yearly basis.

During 2013-14, ₹80.30 crore was provided through supplementary provision in the budget. An amount of ₹79.19 crore was drawn and adjusted to the PD accounts of Society for Elimination of Rural Poverty (SERP) (₹ 64.66 crore) and Mission for Elimination of Poverty in Municipal Areas (MEPMA) (₹14.53 crore). An amount of ₹39.51 crore was only utilised covering 1,58,059 beneficiaries (57 *per cent*) as against 2,75,674 registered

beneficiaries. The implementing agency SERP diverted an amount of ₹1.42 crore towards administrative expenses (SPMU) which was not authorised as per the scheme guidelines. Further, there was a balance of ₹41.30 crore (SERP: PD Account – ₹21.20 crore, Current Account ₹7.75 crore and MEPMA-PD Account ₹12.35 crore) as of April 2014.

UCs were not furnished by MEPMA so far. SERP furnished (March 2014) incorrect UC for ₹42.17 crore as against the actual expenditure of ₹20.33 crore in respect of 81,309 beneficiaries. Commissioner, WD & CWD has been furnishing the UCs for the entire amounts released to SERP and MEPMA instead of for the actual utilisation. In respect of the releases (₹14.53 crore) to MEPMA, the details of beneficiaries, district-wise registrations, expenditure, UCs, etc. were not available with the Commissionerate.

4.6 Institutional mechanism for Monitoring implementation of Schemes and Acts

4.6.1 State Level Monitoring agencies

Government set up several agencies for monitoring the implementation of schemes for welfare and protection of girl children as detailed below:

- (i) State Supervisory Board, State Level Multi Member Appropriate Authority and State Level Advisory Committee for monitoring the implementation of PC&PNDT Act. However, these Committees have not met at prescribed intervals to discuss and follow-up, as detailed below.

Committee	Functions	Meetings to be held during 2009-14	Meetings held
State Supervisory Board	Review the activities of appropriate authorities in implementation of provisions of Act	15	1
State Level Multi Member Appropriate Authority	Enforce standards prescribed for genetic counselling centre, genetic laboratory/clinic, grant suspend or cancel registration and to investigate complaints	60	5
State Level Advisory Committee	Advise State Appropriate Authorities on the provisions of the Act in order to monitor and review the implementation	30	5

Due to non-convening meetings at regular intervals, the Board/authority/advisory committee could not review the implementation activities, enforce prescribed standards, investigate complaints and advise appropriate authorities with regard to the provisions of the Act.

- (ii) Government set up a State Resource Centre for Women (SRCW) in November 2012 to assess the performance of schemes related to women and children. Since inception the SRCW has evaluated only SABLA that too only in four out of seven districts where the scheme was being implemented.

Government replied (January 2015) that all the monitoring agencies would meet periodically/at regular intervals in future and setup resource centres.

4.7 Conclusion

As brought out in foregoing paragraphs, despite planning for welfare and protection of girl children, functioning of schemes related to girl children left several gaps. Several departments handle separate issues relating to girl children and there is vast scope for improvement in concerted action with regard to ensuring welfare and protection of girl children.

Budgetary allocations were not released in full in any of the years under review and capacities have not been built for utilising the released funds for the intended purpose. Supplementary nutrition was not provided as per norms which impacted the growth of the girl children. There was no basic data to track the progress of girl children from pre-school to primary school. Hostels run for various disadvantaged categories of girls were plagued by severe constraints.

While the Government instituted monitoring mechanisms at various levels, their functioning needed greater reinforcement in ensuring that the benefits of the schemes reach the targeted beneficiaries.

Government replied (January 2015) that all the audit observations were well taken and these would be implemented.

4.8 Recommendations

Audit would like to recommend that:

- (i) Gender dimension invariably be considered while formulating policies, budgets, programmes and monitoring their implementation.
- (ii) Government consider converging the programmes/schemes for welfare and protection of girl child and ensure due linkages between various interventions under a coordinated command structure to facilitate adequate monitoring and follow-up.

In its reply (January 2015) Government accepted the recommendations and stated that steps would be taken to implement the recommendations by Government and all other stakeholders.

Chapter-5

Compliance Audit Observations

Youth Advancement, Tourism and Culture Department

5.1 Archaeology and Museums

5.1.1 Introduction

Government enacted Andhra Pradesh Ancient and Historical Monuments and Archaeological Sites and Remains Act (APAHMASR Act), 1960 (amended in 2001) and framed the relevant Rules in 1961. As of March 2014, there were 613 protected monuments in the composite State of Andhra Pradesh. The responsibility for protecting these monuments vests with the Directorate of Archaeology and Museums, which functions under Youth Advancement, Tourism and Culture Department.

5.1.2 Audit Framework

Audit of Archaeology and Museums Department was carried out (November 2013 – February 2014¹) to assess if there was an adequate mechanism for identification, survey, excavation, documentation, conservation, preservation, display and maintenance of monuments, antiquities and historical sites and maintenance of museums. Audit scrutiny involved examination of records of Director of Archaeology and Museums, three (out of 10) regional offices (Vijayawada, Anantapuram and Mahabubnagar) and AP State Museum covering the period 2009-14. Seven districts² were selected for scrutiny on the basis of highest number of monuments. Joint physical verification of 92³ monuments (out of 267 in the sampled districts) and six⁴ out of 26 museums in the State was carried out along with the departmental officials. Details are given in *Appendix-5.1*.

Audit findings

5.1.3 Fund Utilisation

Against the budget provision of ₹210.99 crore (including 12th and 13th Finance Commission grants amounting to ₹65 crore) during the five year period 2009-14, ₹120.23 crore (57 *per cent*) was expended. Expenditure shown in the books of accounts as having been incurred included ₹17.20 crore lying in the Personal Deposit Accounts of Director (₹3.62 crore), Vice Chairman & Managing Director, AP Tourism Development Corporation (₹2.56 crore) and Chief Engineer, Roads & Buildings (R&B) (₹11.02 crore). Due to non-utilisation of the Finance Commission grants in full, 16 out of 92 conservation works remained incomplete as of October 2014.

Director attributed (February 2014) the non-utilisation of funds to freezing of budget by Government in fourth quarter every year. Government in its reply (October/November 2014) attributed the incomplete conservation works to site problems, pending demarcation of lands by Revenue authorities, non-provision of approach roads to monuments, etc. and stated that the incomplete works would be executed and completed under 13th Finance Commission grants.

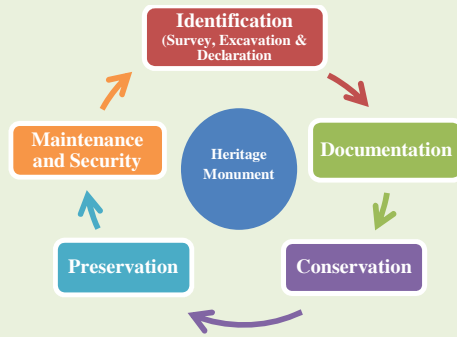
¹ The findings are updated up to September 2014 duly obtaining the information/data from the Directorate

² Anantapuram: 46, Guntur: 36, Hyderabad: 27, Krishna: 12, Kurnool: 30, Mahabubnagar: 59 and Nalgonda 57

³ Anantapuram: 16, Guntur: 11, Hyderabad: 9, Krishna: 4, Kurnool: 11, Mahabubnagar: 21 and Nalgonda: 20

⁴ Dr. YS Rajasekhara Reddy AP State Museum (Hyderabad), Site Museum at Qutub Shahi Tombs (Hyderabad), Victoria Jubilee Museum (Vijayawada), Dr. Kalluri Subbarao Museum (Anantapuram), District Museum (Pillalamarri, Mahabubnagar district) and District Museum (Pangal, Nalgonda district)

5.1.4 Archaeological Processes



The processes involved in archaeological activities are given alongside.

Effectiveness in implementation of the main processes by the Directorate is discussed in the succeeding paragraphs.

5.1.5 Identification of monuments

5.1.5.1 Exploration and Survey

Key heritage sites are to be identified either by a thematic analysis or by a survey of land and the identified heritage places should be ranked within that theme for establishing a hierarchy of significant places.

Government has not instituted any mechanism (guidelines/manuals) for identifying historically and culturally significant monuments and protecting these. Instead, it depended on the information or requests received from local people/public representatives for identifying important monuments. Audit scrutiny revealed that although village-wise survey was conducted during 1966-75, it was confined only to epigraphy. The Directorate confirmed that it had not undertaken any comprehensive survey during the post independent era to identify significant monuments in the State and bring them under its control for protection.

Government stated (October 2014) that in the absence of a regular survey, the local officers undertook inspection of the existing monuments and that, a committee of experts in relevant fields would be appointed to formulate guidelines for preparing departmental manual by following Archaeological Survey of India (ASI) codes and manual.

5.1.5.2 Excavations

Excavation is one of the major functions of the Directorate and permission for excavation is to be accorded by the Central Advisory Board of Archaeology (CABA). The excavated sites should be protected from inclement weather conditions and the sites should be properly maintained and preserved.

The Directorate did not furnish the details relating to protective works undertaken at the excavated sites despite specific request from Audit team. During the joint physical verification of three excavated sites⁵ at Phanigiri (Nalgonda district), Patigadda (Anantapuram district) and Megalithic Burials at Mothadaka (Guntur district), it was noticed that none of them was adequately protected.

Government replied (October 2014) that conservation of the excavated structures would be taken up with 13th Finance Commission grants.

⁵ Out of 92 sampled monuments

5.1.5.3 Declaration of protected monuments

An ancient monument is declared to be a protected monument only after publishing a notification in the Gazette. Section 2 of APAHMASR (Amendment) Act 2001 prescribes that a monument should be in existence for not less than 75 years for becoming eligible for declaration as a protected monument. Scrutiny revealed the following:

- (i) In respect of 71 monuments notified during 2009-13, notification process was not completed as of October 2014, resulting in non-declaration of the monuments as protected monuments.
- (ii) In respect of another 38 monuments notified during 2010-14, although notification process was completed and these were included in the list of protected monuments, notifications to this extent were not published as of October 2014 in the State Gazette.

Non-declaration of ancient monuments as protected under the Act would take them out of the scope of conservation, preservation and maintenance activities by the Government in time causing further deterioration of their structural condition and heritage value.

Government stated (October/November 2014) that action has been initiated to publish the notifications in the State Gazette shortly.

5.1.6 Documentation

5.1.6.1 Inventory of protected monuments

The Directorate is required to maintain an updated inventory of heritage monuments comprising location of site, its description, theme represented by it, assessment of its significance, and the conservation works undertaken from time to time.

Audit scrutiny revealed that the Directorate has not been maintaining inventory of heritage monuments, with details of conservation works taken up from time to time. Instead an unauthenticated Property Register was maintained without the details of all the 613 protected monuments. In the absence of inventory of protected monuments, the basis for selection of conservation works and allocation of funds was not on record.

Government replied (October/November 2014) that they are now maintaining a separate register incorporating conservation works taken up and year-wise allocation of funds for each monument.

5.1.6.2 Photo documentation of protected monuments

There was no documentation relating to the protected monuments until 2009. In January 2010, the Directorate initiated a project '*Photo documentation of 565 protected monuments in Andhra Pradesh*' at a cost of ₹6.98 crore to document the sites, structures, sculptures, etc. with historical data in prescribed proforma for maintaining data bank for the purpose of record, research and development, valuation, publication and revenue generation. Government sanctioned (April 2010) ₹1 crore for implementation of the project. The work was awarded in June 2010 for completion within six months (i.e. by December 2010). However, documentation of only 31 monuments was completed

at a cost of ₹87.40 lakh as of September 2014. Although 13th Finance Commission grant of ₹5.98 crore was to be released for this item of work, Government sanctioned (November 2013) only ₹50 lakh for the purpose, which negated the objective of initiating the project.

Government replied (October 2014) that the project would be reviewed and suitable action would be taken.

5.1.6.3 Documentation of antiquities of museums

GoI launched (March 2007) a National Mission on Monuments and Antiquities (NMMA) to create an all India database for all the antiquities held in museums. NMMA agreed to fund (₹84.84 lakh) for documentation of 1,23,976 antiquities of 24 museums and released (August 2011) an amount of ₹28.28 lakh.

Audit scrutiny revealed that although the work was scheduled to be completed by March 2012, documentation was completed (September 2012) only in respect of 16,404 (13 *per cent*) antiquities at a cost of ₹19.40 lakh and no progress was reported thereafter. Due to non-utilisation of funds released by NMMA for the intended purpose before March 2012, further release of GoI funds was also forgone.

5.1.7 Conservation

Audit scrutiny with regard to conservation of monuments, antiquities and museum objects revealed the following.

5.1.7.1 Prioritisation of conservation works

- (i) No policy framework was laid down for prioritising conservation works and to guide the executives in planning and executing the works as envisaged in the objectives of the Directorate.

Government replied (October/November 2014) that conservation works were proposed to be taken up based on the condition of the monuments/recommendations of the technical committee and that, action would be initiated to prepare draft policy framework for prioritising the conservation works for guidance of the department executives.

- (ii) Conservation works with regard to 75 monuments which were neither protected nor notified in the Gazette, were sanctioned (with Finance Commission funds⁶).
- (iii) Although required Gazette notification was not issued, 43 monuments were included in the list of protected monuments. Out of these, conservation works were sanctioned (November 2012 and November 2013) to 29 monuments (estimated cost: ₹4.64 crore) without issuing formal Gazette notification.

Government replied (November 2014) that certain conservation works were taken up (with the approval of GoI⁷) by considering the importance of ancient structures

⁶ 12th Finance Commission grants (May 2009) for five works (expenditure: ₹1.43 crore) and 13th Finance Commission grants (March to November 2013) for 70 works (estimated cost: ₹12.56 crore)

⁷ Documentary evidence in support of GoI approval was not furnished

and monuments even though they were not published through Gazette notification and that, action would be initiated to ensure that monuments lacking ancient/heritage importance are not included in the priority list.

5.1.7.2 Chemical treatment

Monuments

Preservation of monuments through chemical conservation is one of the important functions of the Directorate. Audit scrutiny revealed the following:

- (i) There was no system in place for periodical inspection of monuments to assess the requirement of chemical treatment. Chemical treatment to monuments was taken up only on receipt of requisition from the sub-offices. Government accepted (November 2014) the Audit observation.
- (ii) Although the Directorate decided (April 2009) to take up chemical conservation of 4,741 palm leaf manuscripts at Andhra Sahitya Parishad Government Museum, Kakinada at an estimated cost of ₹9.99 lakh (revised in October 2012), the project work was not taken up as of September 2014. Funds released (November 2012) for the purpose were lying in current account of the Directorate. Thus, precious manuscripts could not be conserved despite the availability of funds, even after the lapse of five years, giving scope for their further deterioration.

Government replied (November 2014) that action would be initiated for the chemical conservation of palm leaf manuscripts.

Antiquities and Museum objects

Chemical Conservation Laboratory (CCL) situated in the Directorate should undertake periodical conservation of museum antiquities and objects. Audit scrutiny revealed that no system was in place to ensure that all the antiquities available in the museums were chemically treated in a cyclic manner. Instead, chemical treatment of objects was being undertaken as and when requisitions were received from the sub-offices. Government admitted (November 2014) the Audit observation. Joint physical verification (along with departmental officials) of six museums revealed the following:

- (i) **AP State Museum** was formed in 1930 and houses various types of artifacts such as gold and silver coins, paintings, bronze antiquities, arms and weapons, etc. Conservation of museum antiquities has not been taken up and physical verification was not done since 2002 in spite of Government instructions (2008). The Canons displayed in an open-to-air gallery were rusting and Mural paintings⁸ belonging to 11th century AD almost faded due to non-conservation over the years.

Government stated (October 2014) that action has been initiated to formulate a Chemical Conservation Policy with regard to all the museum antiquities.

⁸discovered during excavations in Alla Durgh Village (Medak district) belonging to Chalukya King of Kalyani, Avahamalla, Someswara

- (ii) **Egyptian Mummy** (Photograph-1 alongside) in the State Museum dates back to the Ptolemaic period (possibly 300 - 100 BC) as per the preliminary report of an Egyptian Archaeological expert⁹, which recommended (August 2009) preservation of the Mummy in a controlled atmosphere and suggested several measures to prevent its rapid decay. But the recommendations were not implemented.



Photograph-1:
*Egyptian Mummy at State Museum,
Hyderabad (December 2013)*

Government replied (October 2014) that action has been initiated to discuss with International Mummy Restoration experts.

- (iii) Bronze antiquities on display were not chemically treated in **VJ Museum**, due to which green pigmentation was seen on the objects. Conservation of museum objects and physical verification was not done so far in **Site Museum at Qutub Shahi Tombs**. In **Pangal Museum**, physical verification was not conducted since October 2007.

Government replied (November 2014) that chemical treatment would be given to the bronze antiquities after renovation of VJ Museum. In respect of Site Museum at Qutub Shahi Tombs, Government replied (October 2014) that action had been initiated for conducting physical verification of antiquities by the Assistant Director (Museums).

5.1.7.3 Conservation of damaged monuments

Audit scrutiny revealed that conservation/maintenance activities were not undertaken in respect of protected monuments under the control of Endowments Department (Temples) except those with relatively high earnings.

Preliminary works for restoration of six Kakatiya temples was taken up (October 2008) at a cost of ₹90.14 lakh under **Kakatiya Temple Project**, which was to be completed by April 2009. The project was however, abandoned (July 2010) after incurring an expenditure of ₹65.24 lakh and the Directorate could not ensure completion of this work despite the lapse of five years since the scheduled date of completion.

Government replied (October 2014) that the project works could not be taken up as the funds released (₹45 lakh every year) for 2009-10 and subsequent years were less than the project estimate (₹6.50 crore) and that, some of these works would be taken up under 13th and 14th Finance Commission grants.

Joint physical verification of **92 monuments** by Audit team and departmental officials revealed the following:

- (i) Due to lack of conservation, in respect of **Ten**¹⁰ **monuments** in Nalgonda, Anantapuram, Kurnool, Krishna and Guntur districts, only traces of original monuments were discernible.

⁹ examined the condition of the Mummy based on the request of State Government

¹⁰ **Nalgonda:** (1) Dargah and Fort at Nagulapadu in Penpahad mandal, (2) Fortification at Raigir in Bhongir mandal (3) Stone Circles near Georgereddy Gudem, Aravapalli mandal, **Anantapuram:** (4) Kundurpi Fort, Kundurpi, **Kurnool:** (5) Ancient Fort, Nossam, (6) Ruins of Gopalraja Palace, Kurnool town, **Krishna:** (7) Buddhist site, Munjuluru village in Bantumilli mandal, (8) Mudfort Kanukallu, Mandavalli mandal, **Guntur:** (9) Rock cut cave, Sitanagaram and (10) Temple, Tangeda

Government accepted (November 2014) that conservation works at these monuments (Anantapuram, Kurnool, Krishna and Guntur districts) had neither been proposed nor sanctioned under Finance Commission grants.

- (ii) There are *pre-historic neolithic rock paintings* in red ochre over natural caverns (Photograph-2 alongside) at Kethavaram (Kurnool district).



However, there were no arrangements to protect the paintings and writings in Brahmi script from natural elements. As the site was not preserved and not provided with watch and ward, several paintings/writings were defaced by visitors.



Photograph-2: Pre-historic rock paintings at Kethavaram (December 2013)

Government replied (November 2014) that the site was demarcated and Revenue authorities have been approached for alienation of the site. It was further stated that erection of fencing around the monument for its protection and chemical treatment for preservation of the paintings would be taken up.

- (iii) **Seventeen monuments**¹¹ in Hyderabad, Guntur, Anantapuram, Kurnool, Mahabubnagar and Nalgonda districts could not be traced by the joint physical inspection team although these monuments continue to figure in the list of protected monuments. In Anantapuram district, although the fact of non-existence of a religious place at Komali village was brought to the notice of the Director by the Assistant Director in April 2012, no action was taken in this regard as of October 2014 to de-notify/de-protect the monument.

Government replied (October/November 2014) that such monuments were to be de-protected and deleted from the list of protected monuments.

5.1.7.4 Supervision of conservation works

As per the instructions issued (2010) by the Director, the conservation works require specialised skills and adequate supervision by technical and engineering staff of the department, as these works are traditional in nature and need to be executed without distorting the antique value of the monument.

However, works entrusted to agencies like Roads & Buildings Department and AP Tourism Development Corporation were being executed without any supervision by the departmental personnel. Assistant Directors were not entrusted with supervision of conservation works executed either by the Directorate or by other executing agencies under their jurisdiction.

Government replied (October/November 2014) that instructions had been issued in July 2014 to the concerned Assistant Director (Technical)/Sub-officers to monitor/supervise the works under their jurisdiction as per the norms.

¹¹ Hyderabad: 2, Guntur: 1, Anantapuram: 1, Kurnool: 1, Mahabubnagar: 5 and Nalgonda: 7

5.1.8 Preservation¹²

Once a monument is declared as protected, the monument site has to be recognised in the Revenue records to prevent any encroachments. Audit scrutiny in this regard revealed the following:

- (i) **Almost all the monument sites (613) were not recognised** in Revenue records in the State. The Directorate approached CCLA¹³ only in November 2013 for alienation of the lands where the monuments were located, in its favour. However, there was no progress in this regard (September 2014).

Government replied (October 2014) that appropriate action has been initiated for alienation of lands pertaining to monuments in favour of the department.

- (ii) **Megalithic Burials**¹⁴ site in Madumala (Mahabubnagar district) was declared (October 1969) as protected monument. However, the site is not in Government possession since it is a patta land.

Government replied (October 2014) that efforts would be made to acquire the patta land either through negotiations or under Land Acquisition Act.

- (iii) Although land measuring 8.30 guntas was earmarked (stated to be about 60 years ago) for Stone Circles (Vemulapally in Nalgonda district), there was no indication that it was a protected monument as a Government Model School, Government Hospital and Sanghamitra Bhavan (an implementing agency of Government Schemes) were found in the site.

Government stated (October 2014) that instructions have been issued for erection of notice boards at all the monuments to prevent unauthorised constructions.

- (iv) In 14¹⁵ (out of 92) sampled monuments including district museum site at Pangal physically verified in Audit along with departmental officials viz., Assistant Director and Technical Assistant, there were encroachments and unauthorised constructions.

5.1.9 Display

Sign boards give identity and recognition to the monument site besides providing some measure of protection from defacement/damage/encroachment by public. Further, museums preserve, interpret and promote the natural and cultural heritage for the benefit of the society. National Policy for Conservation of the Ancient Monuments, Archaeological Sites and Remains (NPC-AMASR), 2014 also emphasised the need for sign boards at historical monuments. Audit scrutiny and joint physical inspection revealed the following.

¹² Preservation is an activity of protecting a monument from loss or danger

¹³ Chief Commissioner of Land Administration

¹⁴ spread over 10.09 acres of land in survey No. 551 located in Madumala village in Makhtal mandal of Mahabubnagar

¹⁵ **Mahabubnagar:** (1) Megalithic burials at Ramachandrapur (V), (2) Stone circles at Timmapur (V), Itikyala mandal, (3) Megalithic burials at Mugaligidda (V), Farooqnagar, **Nalgonda:** (4) Cairns and Menhirs at Babasahebgudem, Nakrekal mangal, (5) Cairns at Madhavarayunigudem, Huzurnagar, (6) Megalithic burials (Stone circles) at Nagaram (V) Valigonda mandal, (7) Stone Circles, Itur (V), Tirumalagiri mandal, (8) Fortification at Raigiri, (9) Monolithic pillar, Nalgonda town, (10) Bhongiri fort, Bhuvanagiri, (11) Stone circles, Vemulapally, (12) Pangal museum, Nalgonda, **Hyderabad:** (13) Toli masjid and **Kurnool:** (14) Ruins of Gopala Raja palace

- (i) **Out of 92 monuments** inspected by Audit team, many monuments did not have name boards (70 per cent), protection boards (77 per cent) and boards displaying historical importance of the monuments (87 per cent). An illustrative case is **Kondapalli fort** which dated back to 14th century. However, cultural (legendary) boards indicating history of this protected monument were not displayed at the site. There was no protection notice board indicating that the monument was protected under the Act. Scribbings with charcoal by the visitors on every wall of the fort were noticed.

Government replied (October/November 2014) that action has been initiated for erection of signage and legendary boards at protected sites. Government further stated that action has been taken to prevent scribbings on walls of the Kondapalli fort.

- (ii) Since rotation policy was not followed for displaying all the available antiquities, in **AP State Museum, Hyderabad**, only 56 out of 350 arms and weaponry pertaining to Nizam rulers were displayed and the remaining arms were dumped in a store room (Photograph-3 alongside). Similarly, in **VJ, Pangal and Pillalamarri museums**, 18 to 53 per cent of antiquities



Photograph-3: Ancient arms dumped in store room in AP State Museum (December 2013)

and artifacts were not being put on display. In these museums, due to insufficient space many stone idols/stone inscriptions/artifacts were placed in open air or in store room.

Government stated (October 2014) that Arms and Weapons Gallery would be established in AP State Museum. Government further stated (October/November 2014) that instructions had been issued to the officials in-charge of Pangal and Pillalamarri museums for displaying antiquities on rotation basis and that antiquities/artifacts, etc. which were placed in open air/stores would be displayed shortly after renovation of the VJ museum.

5.1.10 Maintenance

Audit scrutiny of records and joint physical verification of 92 monuments and six museums revealed the following.

5.1.10.1 Maintenance of monuments

- (i) There was no funding base for regular maintenance of heritage monuments in the State. In 66 (72 per cent) sampled protected monuments, there was **no drinking water facility. Toilet facilities were not provided** in 82 per cent of the sampled monuments. In 33 (36 per cent) sampled monuments, **surroundings were not clean.**

Government replied (October 2014) that instructions had been issued to officials in-charge to provide amenities at all the important monuments and museums' premises. Government replied (November 2014) that provision for amenities had been made in the estimates of the works being undertaken.

- (ii) Security was provided only to 38 (6 per cent) out of 613 protected monuments and 22 out of 26 museums by engaging 120 private security personnel. Although Government was requested (September 2008) by the Director to enhance security personnel to 350, the proposal did not materialise as of September 2014. In 84

(91 per cent) sampled monuments, *watch and ward was absent*. In 50 (54 per cent) sampled monuments, *fencing/compound wall was not provided*. In 21 (23 per cent) sampled monuments, *sites were encroached upon by public*.

Government stated (October 2014) that security policy for monuments and museums would be prepared shortly. Government replied (November 2014) that more security personnel would be engaged to avoid untoward incidents, encroachments, etc. and that, action would be initiated for the fencing around the protected sites and monuments after receiving details from the Revenue authorities.

5.1.10.2 Maintenance of Museums

- (i) During 2009-13, Government provided ₹29.24 lakh per annum in its budget (from the user charges collected) towards regular upkeep of museums and for providing amenities like drinking water, toilets, etc. in the museums. However, due to non-utilisation of these funds, Government did not provide any funds during 2013-14 thereby adversely affecting their upkeep activities.

Government replied (October 2014) that proposals for utilisation of user charges for maintenance of museums were under consideration.

- (ii) In *all the six sampled museums' premises* basic amenities like *drinking water, separate toilets, garbage disposal, etc. was not provided*. In *VJ, Pillalamarri and Pangal museums*, there was seepage during rainy season posing a threat to the museum antiquities and there was not enough lighting in and outside the museum. In *VJ Museum*, though the museum's objects were labelled, descriptive boards were not displayed for the visitors to have an insight into the history of the objects.

Government stated (October/November 2014) that action had been initiated for providing basic amenities in the museum premises and erecting descriptive boards and labels (VJ Museum).

- (iii) In *AP State museum*, although the Directorate proposed (March 2013) that armed security was essential to preserve the Treasure Trove (strong room), no arrangements were made as of September 2014. Solar fencing was erected (2009) but not put to use due to non-provision of protective mesh to the fencing. Only six cameras were functioning out of 23 CCTVs installed (December 2008). In *VJ Museum*, only six posts were filled against 13 sanctioned. In *all the sampled museums* (except AP State museum) CCTVs were not installed for security.

Government replied (October 2014) that armed security personnel, CCTV arrangements would be provided in the museums.

5.1.11 Conclusion

The Directorate did not have a comprehensive system to fulfil its core functions such as identification, survey, excavation, conservation and preservation of protected monuments. There were encroachments and illegal constructions within the proximity of protected monuments. Maintenance and upkeep of the museums was poor due to lack of funding base and other reasons exposing them to the risk of defacement, deterioration, theft and encroachments.

Minorities Welfare Department

5.2 Minorities Welfare

5.2.1 Introduction

Minorities¹⁶ constitute 11 *per cent* (82.74 lakh) of the total population of the State (762.10 lakh as per Census 2001¹⁷). Government created the Minorities Welfare Department in 1993 to accelerate their socio-economic development.

Audit of the department was carried out during July - December 2013 with the objective of assessing the effectiveness of implementation of specific social security and economic support schemes related to minorities. Audit sample included three¹⁸ institutions under the control of the department and District Minorities Welfare Offices (DMWOs) in six districts¹⁹ (two districts each from Andhra, Rayalaseema and Telangana regions selected on the basis of highest number of Minorities population). Audit focussed on the schemes being implemented for the benefit of Minorities in respect of which major chunk of funds were released.

Audit findings were benchmarked against criteria sourced from guidelines of various schemes/programmes issued by GoI and State Government from time to time, orders/instructions issued by Government, Annual Plans, Progress Reports, Outcome Budgets, Finance & Accounting Codes and relevant Enactments/Rules.

Audit findings

5.2.2 Planning

GoI in its orders (August 2013) has made survey mandatory for implementation of Multi sectoral Development Programmes (MsDP) so as to assess other non-gap filling requirements for the minorities which is necessary for the provision of basic amenities and for their upliftment besides development of block/town/village level plans. Since the department has been set up specifically to accelerate the socio-economic development of minorities, it is imperative that it has the details of minority communities, more so those belonging to Below Poverty Line (BPL²⁰), so as to identify the specific issues that require targeted intervention and formulate plans and schemes for addressing gaps in social security and economic backwardness.

Audit scrutiny however, revealed that the department has not conducted any baseline survey for implementation of Multi sectoral Development Programmes (MsDP) to gather the details of minority population or to identify the BPL beneficiaries among them. As all the welfare schemes are meant for BPL families among the minorities, there is a need to not only fix income criteria, but also implement the same scrupulously to ensure that the

¹⁶ Muslims, Christians, Sikhs, Jains, Parsis and Buddhists

¹⁷ Census 2011 details are yet to be released by GoI

¹⁸ Andhra Pradesh State Minorities Finance Corporation (APSMFC), Andhra Pradesh State Christian Minorities Finance Corporation (APSCMFC) and Centre for Economic Development of Minorities

¹⁹ Hyderabad, Ranga Reddy, Kurnool, YSR Kadapa, Guntur and Krishna

²⁰ Income criteria fixed was ₹75,000 per annum in urban area and ₹60,000 per annum in rural areas

benefits of the schemes reach the targeted population. Instead, the department has been extending benefits on the basis of applications received and availability of funds.

5.2.3 Allocation and utilisation of funds

Government allocated ₹2,666.07 crore during the five year period 2009-14 for Minorities welfare. Against this, ₹1,749.05 crore was expended. Scrutiny of component-wise details of expenditure on major schemes implemented by the three institutions covered in Audit revealed that major chunk of funds (₹1,072.99 crore) was spent on scholarships and reimbursement of tuition fee followed by economic support schemes like 'Bank linked income generated schemes', training and employment (₹66.59 crore) and social security and welfare schemes like conduct of mass marriages, pilgrimages, construction of hostels, etc. (₹40.82 crore). An amount of ₹19.23 crore was spent on establishment related items.

Audit scrutiny revealed the following:

- (i) As against ₹1,347.24 crore made available to APSMFC during the period 2009-14, an amount of ₹1,149.65 crore was utilised and the balance ₹197.59 crore²¹ was parked in its bank accounts. It was observed that major portion relate to defunct schemes.
- (ii) As against ₹73.64 crore (including OB of ₹1.33 crore) made available to APSCMFC during 2009-14, an amount of ₹48.71 crore was utilised and the balance ₹28.87 crore (including interest) was parked in its Bank/PD accounts. APSCMFC attributed non-utilisation of funds to delays in processing of proposals in respect of new schemes, release of surplus funds in respect of scholarships, delay in issue of guidelines in respect of bankable schemes, delayed commencement of training programmes, etc.
- (iii) The department surrendered the entire provision of ₹5 crore during 2011-12 and ₹35 crore during 2012-13 towards construction of buildings for hostels and residential schools. Similarly, the entire provision of ₹10 crore during the year 2009-10 intended for Minority Girls Residential Schools has been surrendered. Although an amount ₹19.25 crore was released in February 2014 for construction of buildings for hostels and residential schools, only an amount of ₹0.21 crore could be utilised as there was delay on the part of the Government/Commissionerate in issuing the Letter of Credit (LoC).
- (iv) Further, during 2010-11, against ₹1 crore provided in the budget towards Minority Girls Residential Schools, no amount was released. Under the scheme *Subsidy for Bank Linked Income Generated Schemes*, against ₹5 crore and ₹7.05 crore provided in the budget during 2009-10 and 2010-11, only ₹0.50 crore and ₹4.43 crore respectively were spent.

Funds allocated for various developmental activities during the period 2009-14 were thus not utilised for the intended purpose.

²¹ Of this, an amount of ₹59.01 crore was misappropriated during October 2012 and the case is currently under investigation by CBCID

5.2.4 Implementation of schemes

5.2.4.1 Economic support schemes

Government has been implementing economic support schemes involving subsidy provision for Bank Linked Income Generated Scheme, Loan Waiver schemes, etc. for the benefit of minorities. Audit scrutiny of implementation of these schemes revealed the following.

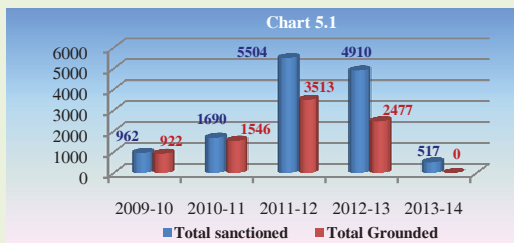
5.2.4.2 Bank linked income generated scheme

Overview of scheme

This programme was launched by the State Government in July 2008 with the broad objective of facilitating easy access to credit among weaker sections of minorities at cheaper rate of interest on bank loans to establish viable self-employment unit. Those belonging to notified minority communities either as individuals in the age group of 18 and 55 years or groups whose annual income from all sources is below ₹50,000 (revised to ₹75,000 with effect from October 2012) are eligible for financial assistance. Subsidy is provided at 50 per cent of unit cost subject to a maximum of ₹30,000 and balance amount is to be provided by banks as loan (40 per cent) and beneficiary contribution (10 per cent). Activities related to agriculture and allied aspects, industries, small business services, transport services, etc. can be taken up with this financial assistance. Employees and students are not eligible for financial assistance under the scheme.

Mode of sanction

Applications for sanction of financial assistance are to be submitted online or offline in the Gram Sabha and verified at the Mandal level. Applicants are required to produce caste, income and nativity certificate at Joint Identification Camps held at Gram Sabha wherein concerned Banker, Special Officer and Line Departmental Officers are present. Based on the eligibility of the beneficiary, Government releases subsidy to bank through the respective Corporation. The bank releases loan as well as subsidy amount to the beneficiary and within 15 days thereafter, the unit should commence income generating activity and submit utilisation certificate (UC) duly countersigned by the Convener, Mandal/Municipality Monitoring Committee along with photograph of the unit set up to the respective Corporations (APSMFC/APSCMFC). Details of units sanctioned and actually set up during the period 2009-14 are given below.



Source: Information furnished by Corporations

Note: APSMFC has not furnished details of 2013-14

During the period 2009-14, bankable units had been sanctioned to 13,583 individuals (amount sanctioned: ₹29.34 crore), of which, only 8,458²² individuals (62 per cent) have commenced the envisaged income generating activity. It could be seen from the Chart given alongside that while the units are to be

²² Units which started the income generating activity: APSMFC – 7,231; APSCMFC – 1,227

started within 15 days of release of subsidy, 1991 units (36 per cent) sanctioned in 2011-12, 2,433 units (50 per cent) sanctioned during 2012-13 and 517 units (100 per cent) sanctioned during 2013-14 were yet to start any activity as of October 2014. Further, UCs were received only in respect of 76 units (2009-10: 64, 2010-11: 12) as of June 2014.

Audit scrutiny in the sampled districts revealed the following:

- (i) While the identification of beneficiaries was required to be done by a Mandal level team consisting of MPDO²³, MCRDO²⁴, Banker and an NGO, in all the sampled districts, applications were received directly by the Corporations without the signatures of Mandal level officers indicating that the envisaged verification process has not been complied with.

Executive Directors Ranga Reddy, Guntur and YSR Kadapa districts replied that the prescribed procedure would be followed in future sanctions. As there was no MPDO set up in Hyderabad district, nodal bank system was established to conduct joint identification camps. It was however, observed that the applications were not attested by bank manager and no record was available in proof of observance of the prescribed procedure. Therefore, the possibility of sanctioning funds to ineligible beneficiaries cannot be ruled out.

- (ii) Relevant records such as Register containing details of applications received, processed, sanctioned, note files, Control Registers relating to commencement of units each year, utilisation certificates, etc. were not maintained in all the sampled districts with regard to the units which have actually started the income generating activity. In the absence of proof of this activity, assurance cannot be derived with regard to the utilisation of loan and subsidy released to the beneficiaries.
- (iii) Despite clear instructions to the banks regarding commencement of the unit within 15 days from the date of release of subsidy, there were delays ranging up to four years in commencement of economic activity by the units in all the sampled districts.

DMWO, Krishna stated that the beneficiaries did not approach banks to avail the benefit after coming to know that the subsidy amount would be disbursed to the material supplying agencies and not directly to beneficiaries. This is indicative of lack of IEC activity in educating the beneficiaries of their entitlements.

- (iv) During the entire period covered in Audit, irregularities were noticed like subsidy agreements not being signed by Executive Directors (EDs), quotations not being found along with applications; applications not being accompanied by Inspection Reports of EDs for units to be set up, control registers not being maintained for assistance/subsidy allowed, etc. As a result, the department could not ensure actual commencement of the units despite release of subsidy.

²³ Mandal Parishad Development Officer

²⁴ Mandal Cooperative and Rural Development Officer

ED, Hyderabad admitted that the inspection of the units was not done regularly and attributed the failure to heavy workload at office. DMWO/ED, YSR Kadapa stated that, inspections could not be carried out due to shortage of staff.

- (v) In YSR Kadapa district, while 1,426 units were given the financial assistance, UCs were received only in respect of 625 units and the details in respect of the remaining 801 units were not available with the district authorities.

ED, YSR Kadapa district admitted that action would be taken for commencement of the schemes and to obtain the UCs.

- (vi) The units in all the sampled districts were not inspected by the Corporations and the district level officers. APSCMFC attributed (October 2013) the lack of intensive monitoring to shortage of staff.

5.2.5 Social security and Welfare schemes

Government has been implementing social security and welfare schemes like Scholarships, reimbursement of Tuition Fee, Integrated project for improving Classroom Performance of School Children belonging to Minorities, improving the participation and performance of Minority candidates in competitive exams, free coaching for competitive exams (Chamak), etc. In addition, it has also been implementing community specific schemes like financial assistance for renovation/construction of religious structures, Christian hospitals, burial grounds, orphanages, old age homes, etc.

Audit findings related to significant social security schemes are discussed below.

5.2.5.1 Financial Assistance to Old age homes

Government has been implementing the scheme '*Financial assistance to Old age Homes run by religious institutions and NGOs*' from February 2011 onwards. This scheme envisaged provision of financial assistance not exceeding ₹5 lakh for construction activities (buildings, toilets, blocks, etc.) and ₹2 lakh for material support (beds, woollen blankets, wheel chairs, walkers, senior citizen chairs, televisions, etc.) to old age homes in existence for over 20 years and preferably affiliated to mainline religious institutions. Proposals forwarded by District Collectors are to be scrutinised and sanctioned by a Committee comprising Principal Secretary of Minorities Welfare Department and Managing Director of APSCMFC. During the period 2010-13, an amount of ₹1.82 crore was released.

Audit scrutiny revealed that due to non-utilisation of the released amount, the entire amount (₹1.82 crore) was re-appropriated for another scheme (construction/repairs of religious institutions). While only four proposals²⁵ were received in this regard during the period 2010-14, none of these was sanctioned as of June 2014 as the proposals did not fulfil the eligibility criteria.

Scrutiny further revealed that, adequate awareness was not given about the scheme, although envisaged, as evident from 'Nil' allocations under Information, Education and Communication activity under the programme. This led to poor response. APSCMFC replied (August 2014) that funds would be earmarked for IEC from 2014-15 onwards.

²⁵ Visakhapatnam, Khammam, Kurnool and Srikakulam

5.2.5.2 Financial Assistance to Hospitals

Under the Scheme, Financial assistance not exceeding ₹10 lakh (for construction activity (additional blocks) or material support or for both) is provided for religious institutions managed hospitals (affiliated to mainline religious institutions) in remote areas which are in need of medical equipment/additional wards. Preference was to be given to hospitals which are in existence for the last 40 years and serving rural and urban poor.

Proposals forwarded through District Collector were to be scrutinised and sanctioned by a three member Committee comprising Principal Secretary, Minorities Welfare Department, MD/APSMFC and MD/APMSIDC.

Audit scrutiny in this regard revealed that against ₹2.01 crore allocated during 2010-14, only ₹0.30 crore was utilised (2012-14) under the scheme and ₹1.71 crore was re-appropriated (2012-14) towards construction of religious institutions. Out of 29 proposals²⁶ received during 2010-14, only five proposals²⁷ were sanctioned, and of these, funds were released (March 2014) in respect of only three proposals. The remaining 24 proposals were pending²⁸ at different stages as of March 2014. For one proposal (received from Krishna district), funds were released (by APSCMFC) based on the sanction accorded by Government without obtaining full particulars/feasibility report.

5.2.5.3 Subsidy for pilgrimage

Government is implementing a new scheme '*Assistance to Christian pilgrimage*' in the State. Guidelines stipulated that the beneficiary should invariably be bonafide Christian certified through their academic records (SSC certificate) or MRO or Baptism Certificate. Tour was to be conducted from and to Hyderabad in groups consisting of minimum 50 and maximum 100 pilgrims. Under the scheme, cash assistance of ₹20,000 was to be provided by Government on par with Muslim Haj pilgrims and expenses over and above this were to be borne by the pilgrims themselves. Applications are screened by a five member Committee.

Audit scrutiny revealed that against an amount of ₹1.12 crore released by Government (to APSCMFC) during 2008-10 towards implementation of the scheme, ₹10.40 lakh could be utilised due to certain judicial intervention. It was not implemented even after judicial intervention was withdrawn (September 2011). APSCMFC stated (August 2014) that the scheme could not be implemented due to non-allocation of budget in 2013-14.

Audit scrutiny further revealed the following:

- (i) In contravention of the guidelines, subsidy was paid (July 2009) to eight beneficiaries without the approval of screening committee.
- (ii) APSCMFC, re-appropriated an amount of ₹85 lakh (out of ₹1.12 crore released) during 2009-10 to other schemes like a new scheme '*Coaching for Competitive examinations*' (₹30 lakh) though not contemplated in the Budget (for 2009-10), in contravention of the provisions of the Budget Manual.

²⁶ 2010-11: 15; 2011-12: 6; 2012-13: 7 and 2013-14: 1

²⁷ Krishna: 2; YSR Kadapa: 1; Warangal: 1 and Nalgonda: 1

²⁸ Government level for want of administrative sanction: 9 and District level: 15 for want of District Collector recommendation and inspection reports of ED/DMWO

APSCMFC replied that coaching programme was initiated with the approval of Government due to demand from the community. Audit scrutiny however revealed that, funds to the extent of ₹24 lakh (out of ₹30 lakh) was not spent for the purpose during that year (2009-10).

5.2.5.4 Financial Assistance for Development of Burial Grounds

Under the scheme²⁹, financial assistance is provided for beautification, protection and safeguarding of existing burial grounds and development of new burial grounds at an amount not exceeding ₹3 lakh in rural areas and ₹5 lakh in urban areas (or as per the actual estimates whichever is less). Applications for financial assistance should be submitted by Burial Ground Committee to APSCMFC and based on verification by the district unit of APSCMFC and recommendation of Collector, budget is released to the district on pro rata basis of Christian population as per latest census and is to be sanctioned only once in five years. An amount of ₹3 crore was placed (May 2012) at the disposal of District Collectors for implementation of this scheme. However, guidelines for implementation of the scheme were issued only in March 2013.

Audit scrutiny revealed that envisaged development of burial grounds did not materialise as of October 2014 since none of the 44 proposals received from 12 districts³⁰ between February 2009 and April 2013 was approved as these were not submitted in the prescribed format. In the five test checked districts, the entire amount of ₹1.35crore³¹ released (2012-13) for construction of compound walls was lying with the district offices of APSCMFC due to non-receipt of clear title proposals from the authorities of religious institution.

5.2.5.5 Financial Assistance for construction/renovation of religious institutions

Government releases grant-in-aid for improvement of religious institutions belonging to minority communities based on population of the community in the village concerned as per census. Estimate for the work should not exceed ₹30,000 for repairs and ₹1 lakh for construction of new religious institutions, etc. and local population is to contribute 10 *per cent* of the cost of the institution. DMWOs and MPDOs are responsible for monitoring the quality of work and issuing Utilisation Certificates (UCs) within three months after completion of the work.

Audit scrutiny revealed that, an amount of ₹3 crore was released (May 2012) by APSCMFC to the District Collectors without administrative sanction of State Government. Guidelines did not stipulate any time frame for completion of construction/renovation.

Audit scrutiny in the sampled districts (122³² works sanctioned at a cost of ₹1.13 crore) revealed the following.

²⁹ formulated in April 2010

³⁰ Anantapuram: 6; Chittoor: 1; East Godavari: 2; Hyderabad: 1; Khammam: 2; Krishna: 4; Mahabubnagar: 14; SPS Nellore: 2; Ranga Reddy: 7; Srikakulam: 1; Visakhapatnam: 1 and West Godavari: 3

³¹ Hyderabad: ₹24 lakh, Ranga Reddy: ₹24 lakh, Krishna: ₹45 lakh, Guntur: ₹33 lakh and Kurnool: ₹9 lakh

³² Hyderabad: Nil; Guntur: 52 (₹36.25 lakh); YSR Kadapa: 15 (₹24 lakh); Krishna: 25 (₹28.90 lakh); Kurnool: 27 (₹20.70 lakh) and Ranga Reddy: 3 (₹3 lakh)

- (i) Deposit of 10 *per cent* contribution by local people as prescribed in the guidelines was not insisted upon in any of the sampled districts before releasing the financial assistance.

APSCMFC replied (June 2014) that all DMWOs were addressed in May 2014 to collect the 10 *per cent* local people contribution for all the civil works sanctioned from 2013-14 and remit the amount to it and the contributions in respect of 19 (out of 647) works only were collected so far.

- (ii) Contrary to guidelines, financial assistance of ₹23 lakh was sanctioned for five works (Construction: 4; Repairs/renovation: 1) in three districts (YSR Kadapa, Krishna and West Godavari) as against the admissible amount of ₹4.30 lakh.
- (iii) An amount of ₹3 lakh was released for construction of burial ground (YSR Kadapa: 1) and construction of compound wall to burial grounds (one each in Kurnool and Medak districts), although these do not fall under the category of religious institutions.
- (iv) In Kurnool district against the sanction (October 2008 to August 2009) of ₹16.20 lakh³³, UCs were received for only ₹1.80 lakh from the MPDOs as of March 2014.

5.2.5.6 Housing schemes

Integrated Novel Development in Rural Areas and Model Municipal Areas (INDIRAMMA) programme was launched in 2006 for rapid development of infrastructure. INDIRAMMA housing scheme is one of the components of this programme and is a flagship scheme of the State Government for providing *pucca* houses to all the Below Poverty Line (BPL) households in a phased manner within three years on saturation³⁴ mode.

Out of 64 lakh beneficiaries as per housing database, beneficiaries pertaining to minorities were 1.23 lakh. During the period 2008-13, the total amount paid to these beneficiaries works out to ₹257.81 crore. IT analysis of data dump as of March 2013 by Audit revealed the following:

Invalid ration cards

Ration card number was not programmed as a unique number comprising the 15 digit alphanumeric characters (as is the case with normal ration card), which resulted in numerous data errors in housing database. Consequently, there were 969 records pertaining to minority community population with invalid ration card numbers. The total amount paid to such beneficiaries (numbering 642) works out to ₹2.57 crore. Out of the valid ration card owned families, more than one beneficiary existed in respect of 57 ration cards. The total amount paid to these beneficiaries works out to ₹22.18 lakh.

As per Housing Department, updation of ration card database with AADHAR linkage has commenced and instructions were issued for revalidation of ration cards and to rectify mistakes.

³³ October 2008: ₹9 lakh; April 2009: ₹4.50 lakh and August 2009: ₹2.70 lakh

³⁴ Saturation implies that no eligible person/area is left out from the ambit of the schemes covered by the scheme

Payment of financial assistance without verification

Comparison of ration card numbers in housing database of minorities with that of civil supplies database revealed mismatch between the two databases in respect of 12,216 cases. However, the department released financial assistance amounting to ₹22.18 crore in these cases without verifying the genuineness, as such the possibility of extension of financial assistance to ineligible beneficiaries cannot be ruled out. Details are given in *Appendix-5.2*.

5.2.5.7 Pre-matric and post-matric hostel for boys and girls

Government has been providing hostel facilities for students (both pre-matric and post-matric) with the objective of providing improved access to quality education to those minority children who are denied or who have difficulty in accessing such quality school education.

Physical verification of hostel and scrutiny of records in hostels³⁵ in the sampled districts revealed the following:

- (i) Pre-matric hostels function with a sanctioned intake of 100 and post-matric with 50 students. However, in six hostels (two post-matric and four pre-matric) out of 11 test checked, enrolment of students (post-matric: 6 to 14; pre-matric: Nil to 23) was below the intended intake capacity indicating lack of proper planning in establishment of the hostels.
- (ii) Government had stipulated a parental income criteria of ₹12,000 per annum in respect of pre-matric hostels and ₹33,500 (General) and ₹44,500 (Professional courses) for post-matric for admission into hostels. This income criteria was not followed in admitting the boarders into hostel as Audit found cases where students with higher parental income than stipulated were admitted.
- (iii) Neither weekly tests nor special coaching was conducted. Activities such as meeting of Hostel Advisory Committee, District Purchase Committee, annual physical verification of stock, weekly test, visits by Medical Officer, etc. specified in annual calendar were not followed.
- (iv) Attendance particulars of students to know the regular attendance and performance of the boarders were not obtained from the colleges although specifically stipulated in the Government orders of July 2007.
- (v) Bed sheets, pillows, carpets were provided only in 2007-08 and not provided thereafter to the students in any of the districts test checked.
- (vi) Though two sets of Uniforms were to be provided every year to students, uniforms were provided in 2007-08 and thereafter only in the year 2012-13.
- (vii) Health Identity Cards in respect of students were not maintained and the envisaged health check-ups were not being done.
- (viii) Physical verification of stores and stock was not done in any of the years.

³⁵ Post-Matric Hostel (Boys): Hyderabad, Ranga Reddy, Krishna, Kurnool and YSR Kadapa; Post-Matric (Girls): Guntur, Pre-Matric (Boys): Ranga Reddy, Krishna and YSR Kadapa; Pre-Matric (Girls): Guntur and Kurnool

5.2.5.8 Construction of schools

Under this Scheme, financial assistance not exceeding ₹5 lakh is provided to Primary and High Schools established by mainline religious institutions and recognised by Government in the areas where downtrodden people live and are aimed at improving education among the poor. Financial assistance was to be provided in the form of development of infrastructure like classrooms, drinking water facilities, toilets and compound walls, etc. Proposals forwarded by District Collectors were to be scrutinised and sanctioned by a Committee comprising Principal Secretary, Minorities Welfare Department and Managing Director of APSCMFC. Against ₹2.83 crore released during 2010-14, only an amount of ₹1.13 crore was incurred during 2012-14.

Audit Scrutiny revealed that out of 76³⁶ applications received, 46³⁷ applications were forwarded to Government and sanction was received in respect of 33 buildings in 10 districts. Of the remaining 30 applications, 13 were pending for want of inspection reports from ED/DMWO and the other 17 were returned due to insufficient information. Although sanctions were accorded by Government, financial assistance was not released in nine³⁸ cases due to insufficient documentation.

Present status of works with regard to sanction, actual expenditure and receipt of UCs was not available with APSCMFC (both State and district level) indicating poor monitoring of the implementation of the scheme at State level.

5.2.5.9 Educational Development

The Centre for Educational Development of Minorities (CEDM) was established in 1994 at Hyderabad with three regional centres at Kurnool, Guntur and Visakhapatnam to overcome the problem of educational and economic backwardness of minorities. Government identified (1994) Osmania University as the nodal agency to implement the projects for educational development of minorities.

The Centre has been implementing three projects viz., (1) Integrated project on improving the classroom performance of school children belonging to minorities, (2) Improving participation and performance in competitive examinations and (3) Conducting free coaching for job-seeking competitive exams.

Scrutiny revealed that although the programmes were being implemented for several years, CEDM has not formulated any guidelines for their implementation as of July 2014. Also, while the schemes were meant for poor among minorities, income criterion was not stipulated. Action plans to implement various schemes were also not prepared. CEDM replied that action would be taken to prepare the guidelines, norms and income criteria to be followed and these would be sent to Government for approval.

³⁶ 2009-10: 1; 2010-11: 20; 2011-12: 37; 2012-13: 17 and 2013-14: 1

³⁷ 2009-10: 1; 2010-11: 15; 2011-12: 22; 2012-13: 7 and 2013-14: 1

³⁸ Warangal: 4; Nalgonda: 1; Kurnool: 3 and West Godavari: 1

5.2.5.10 *Improving classroom performance of school children*

Audit scrutiny revealed that there was marginal increase in number of coaching centres from 54 (2009-10) to 65 (2013-14) and in number of students covered from 3,224 (2009-10) to 4,244 (2013-14) although there was decline in the coverage of students during 2010-13. CEDM attributed the decrease in coverage of students in these years to non-release of sufficient funds and lack of mobilisation of students. The contention of CEDM is not correct as funds to the extent of ₹1.57 crore were lying in Bank/PD account as of March 2014 and the Government granted permission from time to time for utilisation of the unspent funds for the purpose. Further scrutiny revealed the following:

- (i) No proposals containing details like previous year results, strength of the students in that school and neighbouring schools, availability of teachers, infrastructure, willingness of staff and students, etc. were obtained from the schools for selection of free coaching centres.
- (ii) Guntur district, which is one of the regional centres of CEDM and has more number of minorities, was also not covered under the Project during 2013-14. Director, CEDM who was responsible for monitoring this activity attributed it to constraint of funds.
- (iii) Free books/study material were printed without assessing the actual requirement and were distributed to non-coaching schools/students without obtaining indents from them. Acknowledgements in support of distribution of free books to schools/students were not obtained.

Therefore, the effectiveness of this scheme in improving the classroom performance of school children belonging to minority community could not be vouched in Audit.

CEDM replied (July 2014) that indents, stock registers and acknowledgements would be obtained and maintained in future.

5.2.5.11 *Coaching for admissions*

Free coaching is provided to students to improve their performance in the examinations on the pattern mentioned above.

- (i) CEDM has not prepared any action plans up to 2012-13 for the above schemes. Though action plan for 2013-14 had been prepared, it could not be implemented for want of budget.
- (ii) All the districts/all competitive examinations were not covered for free coaching during the period.
- (iii) Long term coaching for EAMCET³⁹ and spoken English courses were not extended during all the years (except 2010-11).

CEDM replied (July 2014) that coaching was not conducted due to lack of accommodation in Hyderabad district. It was however, assured that action would be taken to cover all districts and to conduct spoken English and EAMCET long term coaching in future.

³⁹ Engineering Agricultural and Medical Common Entrance Test

- (iv) Stock registers were not maintained properly although huge volume of material was printed and distributed and in the absence of acknowledgements, correctness of distribution could not be verified.

CEDM replied (September 2014) that indents, stock registers and acknowledgements would be obtained and maintained, henceforth.

5.2.5.12 Coaching for job seeking exams

Audit scrutiny revealed the following:

- (i) Targets for coverage of candidates were not fixed by Government.

CEDM replied that the policy was to cover maximum number of districts within the budgetary allocation.

- (ii) Scheme was not implemented during the year 2010-11.

- (iii) No coaching was provided for bank examinations/Police recruitment, SSC, RRB, etc.

- (iv) Establishment expenditure increased year on year while there was a decline in the scheme expenditure. Expenditure on establishment itself was between 24 and 86 *per cent* during 2009-13⁴⁰.

- (v) Though huge volume of material was printed and distributed, correctness of distribution of study material could not be verified in Audit as acknowledgements were not obtained.

CEDM replied (July 2014) that foolproof system would be evolved to obtain acknowledgements and details of distribution of material/books for accountal of all stocks.

- (vi) There was no system to obtain feedback/success rate of students trained. Out of 8,353 candidates imparted coaching, details of results were available only in respect of 1,082 candidates and success rate ranged between zero and 55 *per cent*.

CEDM assured (September 2014) that it would obtain feedback/success rate of trained students in future.

CEDM replied (September 2014) that budget provided by the Government was not sufficient to cover all the competitive examinations. He however, promised to cover all the exams by preparing effective action plans and empanelment of students after identifying the BPL students.

5.2.6 Training, Employment and Placement

5.2.6.1 Vocational Training

Under this scheme, eligible minority community students in the age group of 18 to 33 years (whose parental income is below ₹1 lakh per annum) are given training in trades/courses sought by them through Government institutions like APSRTC, National Academy of Constructions, Government agencies like SETWIN and in reputed private

⁴⁰ Accounts in respect of 2013-14 have not been compiled

institutions. Institutions that assure 70 per cent placement assistance will only be selected and the total amount will be released in four instalments. During the period 2008-12⁴¹, 2614 candidates were trained at a cost of ₹2.70 crore.

Scrutiny revealed that APSMFC has not obtained attendance particulars of trainees to ensure correctness of payments made to the institutes. Further, many of the institutes have not furnished details of placements provided to trainees. Although proof of placement/ appointment orders were furnished by some institutes, they did not contain date, reference, institution stamp, etc. However, APSMFC had neither insisted upon furnishing the information relating to placement of the trainees, nor did it cross check the veracity of the information furnished by certain institutes. Hence, Audit could not derive assurance that the scheme has actually achieved the objective of providing employment opportunities to minority community students.

APSCMFC is implementing the scheme '*Training, Employment and Placement*' for promoting employability of Christian minority students below poverty line. Identification of the candidates is done by the Institutes which impart training.

During the period 2009-14, 2229 candidates were trained at a cost of ₹1.18 crore. Scrutiny revealed the following:

- (i) The scheme has not covered all the districts. Number of districts covered has gradually decreased from nine (2009-10) to only one by 2012-13. During 2013-14, seven districts were not covered due to late commencement of training programmes and non-mobilisation of candidates and also due to election code. Three districts viz., Karimnagar, Nalgonda and Srikakulam were not covered in any year.
- (ii) Instead of selection of candidates by APSCMFC through a selection committee, selection was made by the private institutions engaged for imparting training.
- (iii) There was no evidence of verification of income certificates although training was to be provided only to BPL candidates.

APSCMFC replied that (September 2013) necessary steps would be taken to maintain all the requisite documents in future training programmes.

- (iv) In the absence of details of disabled who were imparted training, compliance with the Provisions of Section 33 of Persons with Disabilities Act 1995 providing 3 per cent reservations to disabled persons could not be ensured in Audit.
- (v) In 78 per cent of the cases (up to 2012-13), attendance particulars were not obtained for payment of course fee/stipend.
- (vi) Last instalments of course fee was paid without verification of placement details.

APSCMFC replied (August 2014) that attendance particulars and placement verification reports would be obtained from the districts.

⁴¹ Records in respect of 2012-13 were not furnished for audit scrutiny

- (vii) Government instructed (April 2006) MD, APSMFC to identify the implementing agency in transparent manner. However, MD selected institutions based on their representations.
- (viii) There was no system to verify the placement details of the candidates who got trained under Training and Employment programme. Training in Early Childhood Education was conducted (expenditure: ₹19.67 lakh) for 201 candidates through AP Women's Cooperative Finance Corporation. However, details of the candidates trained/applications received, etc. were not on record.

APSCMFC admitted the lapse and stated (June 2014) that it would monitor the placements with effect from 2013-14.
- (ix) Although placement particulars were to be verified at random by District Minorities Welfare Officer/Executive Director of APSMFC, this was not done.
- (x) As per the terms of MoU, empanelment guarantee was to be collected from training partners in the form of Bank Guarantee. However, the same was collected only in respect of three training institutes out of thirteen.

5.2.7 Conclusion

Government has not commissioned either a baseline survey to identify BPL beneficiaries or prepared any action plans for implementation of schemes effectively to meet the requirements of target groups. Implementation of economic support as well as social security and welfare schemes was far from satisfactory as funds released were not utilised for the intended purposes in a majority of the cases.

The matter was reported to Government in August 2014; reply has not been received (December 2014).

Home Department

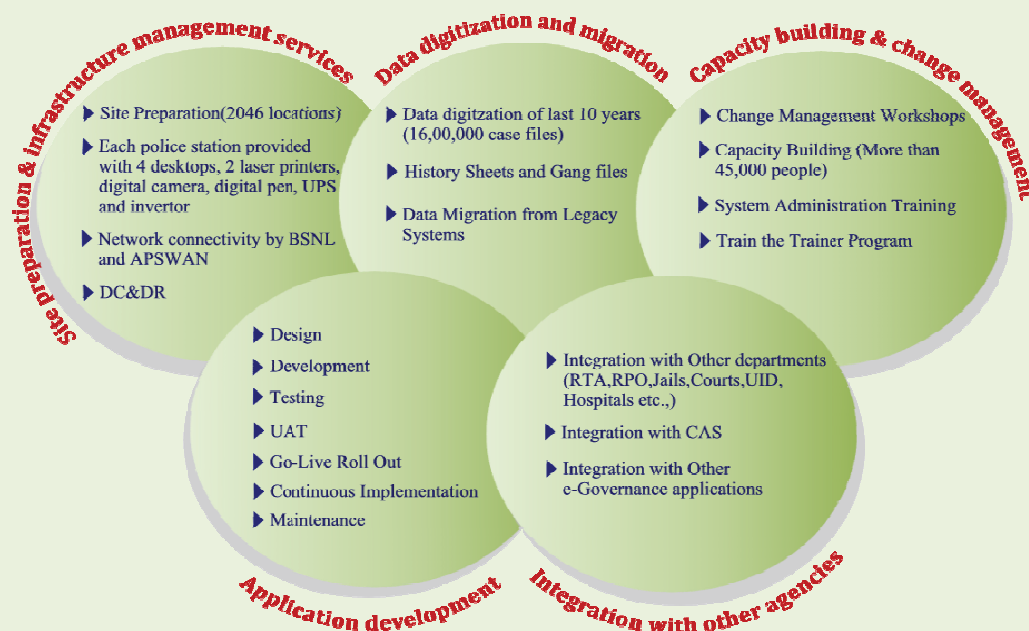
5.3 Implementation of Crime and Criminal Tracking Network and Systems (CCTNS)

5.3.1 Introduction

The Crime and Criminal Tracking Network and Systems (CCTNS) was conceptualised by the Union Ministry of Home Affairs (MHA) in June 2009 in consultation with all the stakeholders including the National Crime Records Bureau (NCRB), State Governments, Department of Information Technology (DIT) and the National Informatics Centre (NIC). It was envisioned to be implemented as a Mission Mode project based on the guidelines of the National e-Governance plan.

5.3.2 Objectives of CCTNS

CCTNS aimed at creating a comprehensive and integrated system for efficient and effective policing at all levels through a nationwide networked state of the art tracking system for investigation of crime and detection of criminals in real-time. The system also envisaged automation of policing functions at all levels viz., police station, district, Range and State levels and facilitate provision of public services like registration of complaints, checking status of registered cases, verification of persons and 82 other services online. Implementation of CCTNS involved the following activities.

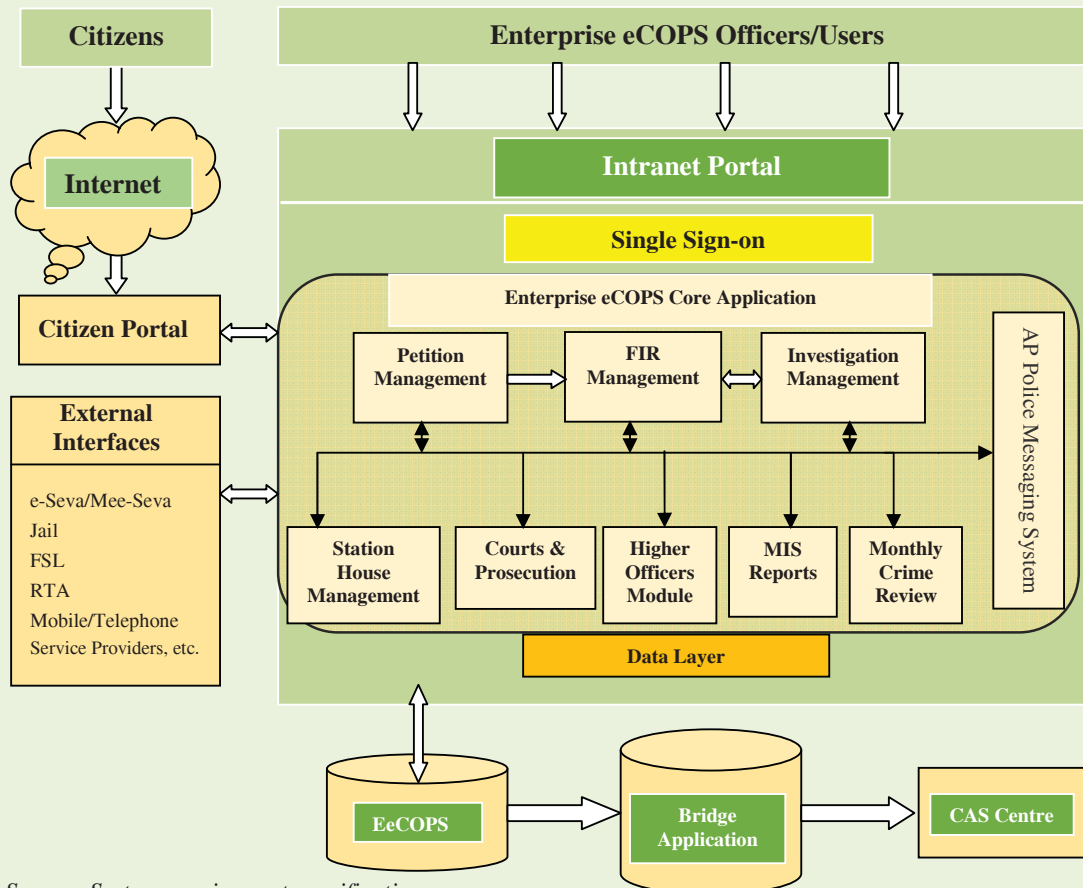


Source: Master services agreement between APeCOPS and service provider

5.3.3 System Architecture

The Core Application Software (CAS) of the system was to have eight modules and was to be common across all the States and Union Territories (UTs). It was to be developed by NCRB and provided to the States and UTs for customisation and deployment. The

latter also have an option to develop and deploy additional applications/functionalities based on their requirement. The system was to use Red Hat Linux Enterprise edition 6.1 as its OS with Ubuntu 12.04 as the client, and Oracle 11g for database. The proposed architecture of CCTNS is given below.



Source: System requirement specifications

5.3.3.1 Enterprise eCOPS

The State Government initiated computerisation of police services in 2002 through an eCOPS system, which was implemented across four Commissionerates and one district. This system was built on Java platform with Oracle 10g as the database and comprised four modules – (a) FIR Registration, (b) Investigation Process (c) Maintenance of Registers and (d) MIS Reports. This was expanded in 2006 to cover nine districts. Therefore, the State was declared by Government of India (GoI) to be an advanced State, along with four other States⁴² and was to develop additional functionalities on eCOPS, to attain the full functionality of CCTNS. The enhanced eCOPS incorporating additional modules was to be named Enterprise eCOPS (EeCOPS). The data from the existing eCOPS was to be migrated to EeCOPS and taken to the Staging Server and ported thereafter to CAS centre in NCRB for integration with the CCTNS.

⁴² Tamil Nadu, Karnataka, Gujarat and Goa

5.3.4 Audit Approach

5.3.4.1 Audit Objectives

The objectives of carrying out audit of implementation of CCTNS were to ascertain whether:

- (i) The system was implemented as envisaged;
- (ii) The system addressed the needs of the Police Department in terms of improving connectivity across all the police stations in the State;
- (iii) The system provided a centralised crime and criminal information repository to help the police officials in analysing crime patterns, investigation of crimes and detection/tracking of criminals;
- (iv) Data from the existing system (eCOPS) was migrated properly into CCTNS and all the issues in this regard were addressed adequately;
- (v) The system provided the envisaged citizen centric services;
- (vi) Capacity building was adequate to ensure efficient functioning of the system.

5.3.4.2 Scope and Methodology of Audit

Audit of implementation of CCTNS was carried out between April and September 2014 and involved examination of all the processes relating to setting up of the system including requirement specifications, system design, development, testing, migration of data from existing system (eCOPS), system commissioning and capacity building. Audit methodology involved a walk-through of the system to understand its processes, scrutiny of records at Police Headquarters in Hyderabad and sampled police stations, issue of questionnaires and discussion with the concerned police officials at various levels. An Entry Conference was held with the Inspector General of Police (PCS&S) along with the System Integrator (SI) team in February 2014 wherein audit objectives, scope, methodology and criteria were explained and agreed to. Audit methodology also involved analysis of data migrated to EeCOPS using Interactive Data Extraction and Analysis (IDEA) tool.

Sample size

The extent of implementation of EeCOPS and the functionality operationalised in the system were verified through a review of the functioning of the system in three districts (Visakhapatnam, Kurnool and Warangal) from the three regions⁴³ of the State. These districts were chosen since some of the police stations in districts have implemented EeCOPS. Within these police stations which have gone Live, Audit has chosen 12 police stations (2 rural, 2 urban in each of the three districts).

5.3.4.3 Audit Criteria

Audit findings were benchmarked against the following sources of criteria:

- (i) Andhra Pradesh Police Manual
- (ii) GoI instructions and circulars issued from time-to-time with regard to CCTNS

⁴³ Coastal Andhra, Rayalaseema and Telangana

Audit Findings

5.3.5 Implementation of the System

The CCTNS project was originally targeted for implementation in the State in all respects by September 2013. The scheduled date was extended to July 2014 by the State Empowered Committee in February 2014 as detailed below.

Table-5.1

Activity	Approved plan date	Revised plan date
Data Migration/Data Digitization services	20 th September 2013	27 th July 2014
Capacity Building and Change Management Services	20 th September 2013	31 st July 2014
EeCOPS Development, Testing and Roll out	20 th September 2013	11 th April 2014
Disaster Recovery Centre - Commissioning	20 th September 2013	30 th April 2014

However, the system was not yet implemented in all respects as of November 2014, as only seven out of the envisaged 14 modules have been implemented and there were issues with regard to integration among these seven modules also, as brought out in paragraph 5.3.5.3.

5.3.5.1 Delay in release of funds by GoI

GoI approved (18 February 2011) the Project Implementation Report submitted by the Government of Andhra Pradesh for a total amount of ₹109.84 crore for implementation of EeCoPS as part of CCTNS.

The "Andhra Pradesh Society for electronic Computerisation of Police Services (APeCOPS)" was registered (16 November 2009) under the Society Registration Act 2001 to serve as a channel for transfer of funds from GoI to the State, for meeting the expenditure towards various activities relating to the implementation of the CCTNS project. The details of funds approved, released and spent on various components of the system are as follows.

Table-5.2

(₹ in crore)

Sl. No	Name of Component	Amount approved by GoI	Funds released	Funds utilised as of 31 August 2014
1	Site Preparation – Police Stations	6.48	1.50	1.43
2	Hardware – Police Stations	45.63		
3	Site Preparation – Higher Offices	3.22	1.10	0.97
4	Hardware – Higher Offices	14.00		
5	Capacity Building	11.09	4.31	3.14
6	Data Digitization	4.55	0.00	0.00
7	Handholding Support	15.09	0.00	0.00
8	Data Centre	4.85	2.25	0.00
9	Project Management Consultancy	2.75	3.40	2.53
10	Application (CAS) related costs	1.50	0.00	0.00
11	Integration with Jails, FSL and FPB	0.68	0.00	0.00
12	Networking	0.00	4.49	4.44
13	System Integrator	-----	21.91	29.67
	Total	109.84	38.96	42.18

As can be seen from the above details, while GoI released only 35.47 *per cent* of the requirement approved, the State Government spent ₹3.22 crore in excess. This excess was obtained by way of interest on deposit of GoI funds in bank. State Government had also procured services worth ₹11.47 crore. However, the related payments were not released to the System Integrator due to paucity of funds.

Thus, non-release of approved funds by GoI resulted in slow progress of envisaged activities thereby pushing back the implementation schedule of the system. In its reply (January 2015) Government did not offer specific remarks in this regard.

5.3.5.2 Appointment of System Integrator (SI)

The State Government, in consultation with GoI, put in place (September 2009) the following project management structure for implementation of CCTNS.



Source: Government orders of September 2009

Request for Proposal (RFP) for selection of System Integrator (SI) was issued by the department only in November 2011. Tata Consultancy Services Ltd (TCS) was appointed (14 June 2012) as the System Integrator by the Government of Andhra Pradesh after following due tendering and technical evaluation process. A Master Service Agreement (MSA) was entered into between APeCOPS and TCS on 23 June 2012 for implementation of the project in phases as defined in the RFP.

Thus, although GoI conceptualised the project in June 2009, the process of implementation of the project started only during November 2011, resulting in delay in start of the project by over two years.

5.3.5.3 Lack of proper linkage between various modules

As of August 2014, out of the seven modules of CCTNS, as detailed in the System architecture in paragraph 5.3.3, only 4 modules (Petition Management, FIR Management, Investigation Management, Courts & Prosecution Management) were implemented.

However, the implementation was not complete, as the information flow from one module to the other was not working effectively and the interfaces between the modules were not functioning as envisaged. Consequently, data input into Petition Management module was not triggering the relevant action in FIR Management module. Thus, in effect, each of the modules was functioning in a stand-alone mode defeating the objectives of CCTNS.

Government replied (January 2015) that it has followed a phased approach to rollout of the system and out of 14 modules, 7 core modules have been implemented. It was stated that four other modules are ready for user acceptance testing and the remaining three are under development for completion by March 2015. As regards data triggers, it was stated that required action will be triggered only in respect of cognizable offences.

The reply of the Government is not correct as joint physical verification of the modules in use in 12 police stations by Audit team along with the departmental personnel revealed that three police stations have operationalised four modules, while the remaining nine police stations have operationalised only three modules. Further, information from 'Petition Management' module to 'FIR Management' module was not flowing correctly in any of the police stations visited by Audit team.

5.3.6 Improving Connectivity across police stations

5.3.6.1 Provision of Network Connectivity

The Police Department of the State entered into a Service Level Agreement (SLA) with Bharat Sanchar Nigam Limited (BSNL) in August 2012 for providing network connectivity to all the police stations and other police offices within the State through the State Wide Area Network (SWAN) *via* Point-to-Point Leased Line (P2PLL) from the nearest SWAN point-of-presence (PoP). Where this was not feasible, BSNL was to provide connectivity through its Virtual Private Network over Broadband (VPN_oBB), WiMax and VSAT technologies. BSNL was also to provide connectivity at State Data Centre (SDC), Disaster Recovery Centre (DRC) and National Data Centre (NDC). Further, BSNL was responsible for ensuring an uptime of between 96 – 99 *per cent* for all these types of connectivity. The SLA also provided for penalties to be levied on BSNL in case the uptime of connections was not honoured. However, audit scrutiny revealed that the Police Department has not evolved any system to monitor the uptime of the links for effective functioning of the system or to impose penalties on BSNL in case of non-adherence to the terms of agreement.

Government replied (January 2015) that since BSNL has been claiming 15 *per cent* additional charge for SLA monitoring, all the CCTNS implementing States have requested MHA/NCRB for dedicated network SLA monitoring tool for calculating network uptime and that after its approval, it will be implemented in the State.

5.3.6.2 Status of Connectivity

GoI approved the Project Implementation and Monitoring Report (PIMR) proposed by the State Government in February 2011. As per the PIMR, there were 1,662 police stations in the State and it was proposed to provide connectivity from all these police

stations to the Police Headquarters in Hyderabad. The status of key activities involved in CCTNS is detailed below.

Table-5.3

Sl No.	Activity	Due Date	Revised Date	Status as of November 2014
1	Site Survey	18-01-2013	18-01-2013	Completed
2	Site Preparation	30-08-2013	28-02-2014	Out of 2,046 sites, work on 2025 sites has been completed
3	Hardware Commissioning	30-08-2013	28-02-2014	Completed in February 2014
4	Data Migration/Data Digitization services	20-09-2013	27-07-2014	Partly completed
5	System Development, Testing and Roll out	20-09-2013	11-04-2014	Seven out of 14 modules have been developed and tested. Four other modules are ready for user acceptance testing and the remaining 3 modules are under development. The system has been rolled out in 13 out of 33 ⁴⁴ police districts. However, out of 549 police stations in these districts, the system was implemented only in 262 police stations.

Further, computer related infrastructure like tables, chairs, printer tables, etc. has not been provided in any of the police stations, including those 262 police stations where the system has been implemented.

Government accepted (January 2015) the audit observations and stated that due to lack of adequate budget, the scope of work of the project was reduced resulting in exclusion of infrastructure items like tables, chairs, printer tables, etc. It was further stated that network connectivity was pending only in respect of 61 locations due to lack of technical feasibility and also BSNL and NCRB have been requested to come up with alternate technologies other than VSAT to run the EeCOPS application.

Thus, connectivity across all the police stations is yet to be provided in the State although the revised due date for implementation of the system has expired.

5.3.6.3 Disaster Recovery Centre

The Request for Proposal (RFP) provided for setting up a Disaster Recovery (DR) Centre for storing and maintaining the databases remotely. As per the Department of Information Technology (DIT) norms, the DR site should be geographically located in a different seismic zone i.e. at least 250 km away from the main data centre site. While the DR centre was to have been commissioned by September 2013 (extended to April 2014), it was not commissioned as of November 2014.

5.3.7 Provision of centralised information repository

As per the objectives of CCTNS, a centralised repository of information was to be developed at NCRB with data to be populated from the databases of all the States and

⁴⁴ This includes 23 districts plus seven cities (Cyberabad, Vijayawada, Guntur, Rajahmundry, Warangal, Tirupati and Visakhapatnam) and three Government Railway Police stations (GRP)

UTs by November 2013. However, as brought out above, since the State is yet to implement the EeCOPS completely, it is yet to port the data available in the existing eCOPS system to the central information repository. Thus, the objective of setting up a crime and criminal information repository to help the police officials in analysing crime patterns, investigation of crimes and detection/tracking of criminals was not achieved as of November 2014.

Government replied (January 2015) that the utility for taking the data from Core Application Software (CAS) state to CAS center is under development at MHA/NCRB and that the process of mapping EeCOPS with CAS state database fields is in progress.

5.3.7.1 Inadequate logical access controls

Audit analysis of data in the EeCOPS system to the extent it has been implemented in the 262 police stations, revealed that controls relating to password use and change have not been implemented scrupulously. The Password controls in the system are inadequate and the User IDs and Passwords were available in the tables in an unencrypted format.

Government replied (January 2015) that at present, EeCOPS is not integrated with Light weight Directory Access Protocol (LDAP) and Single-Sign-On (SSO) and user management functions are temporarily handled in EeCOPS database. It was further stated that LDAP & SSO are under development and expected to be completed by March 2015 and that once the application is integrated with LDAP & SSO, all the user management functionality will be taken care of with encryption.

5.3.7.2 Non-monitoring of session controls

Audit analysis of controls revealed that logout date and time were not captured in respect of 39,714 (in 16 police districts) out of 1,10,909 records and incorrect time stamps (login time was later than logout time) were found in respect of 20,478 records.

Government replied (January 2015) that System Integrator is in the process of configuring audit logs and once the audit log is in place, all login, logout and field changes can be tracked from this facility.

In a key application like EeCOPS, non-capturing of the login and logout details of the users may result in non-identification of unauthorised access to the system and the lacuna of non-expiry of session may expose the data to tampering risks.

5.3.8 Migration of existing data

While preparing the Request for Proposal (RFP), the Police Department reckoned that there were 15,73,572 records related to the data in eCOPS which needed to be digitized to be taken to the EeCOPS and thereon to CCTNS. However, the Police Department could not provide any document to Audit with regard to the procedures laid down to migrate legacy data into EeCOPS database or the relevant plans to ensure quality assurance of the migrated data. While this activity was targeted for completion by September 2013, revised to July 2014, only 10,45,984 records (66.47 per cent) have been digitized as of 30 August 2014. The district-wise status of digitization is given in Table 5.4.

Table-5.4

Police District	Total No. of records to be digitized	No. of records digitized	Percentage of data digitized	Police District	Total No. of records to be digitized	No. of records digitized	Percentage of data digitized
Anantapuram	34385	34385	100	GRP Secunderabad	18649	18649	100
GRP Guntakal	6964	6964	100	Nalgonda	44813	44813	100
Kurnool	50913	50913	100	Nizamabad	52915	52915	100
SPS Nellore	45592	45592	100	Ranga Reddy	21658	21658	100
Srikakulam	29279	29279	100	Warangal Rural	49926	49926	100
Visakhapatnam City	44302	44302	100	Warangal Urban	26946	26946	100
Guntur Rural	50747	60495	100	Karimnagar	74929	59872	80
Prakasam	36054	32963	91	Adilabad	43242	31834	74
YSR Kadapa	50928	49023	96	Cyberabad	138758	88087	64
Vizianagaram	27202	22201	82	Mahabubnagar	62314	40855	66
Chittoor	39133	31517	81	Khammam	52219	28227	54
Krishna Rural	47365	32789	69	Medak	51370	28374	55
Guntur Urban	27922	24757	89	Hyderabad City	173649	0	0
Vijayawada City	83501	40083	48				
Visakhapatnam Rural	23744	18232	77				
West Godavari	61314	18081	30				
East Godavari	57706	12252	21				
GRP Vijayawada	11358	0	0				
Rajahmundry	17942	0	0				
Tirupati Urban	15833	0	0				
Total	762184	553828	73	Total	811388	492156	61

As can be seen above, despite extending the targeted date for completion of digitization of manual records, this item of work is yet to be completed in 33.53 *per cent* of police districts.

As regards data migration from the existing eCOPS to EeCOPS, audit scrutiny revealed that data has been migrated in respect of the 262 police stations which have implemented EeCOPS. However, while the data has been migrated correctly in respect of these police stations, Audit checks revealed that it is not amenable for retrieval and generating reports. Therefore, the objective of data migration has not been achieved even in respect of the 16 *per cent* of police stations (262 out of 1,662) where EeCOPS has been implemented.

Government attributed (January 2015) the delay in data digitization and migration activity to continuous elections from March to May 2014, delay in payment to the digitization vendors by SI, change management, capacity building, etc. and stated that, digitization activity would be completed by end of March 2015.

5.3.9 Provision of services to citizens

One of the important objectives of CCTNS was to provide citizen centric services like filing a police complaint online, checking its status online, verification of persons online, etc. as listed in *Appendix-5.3*. However, this objective has not been achieved as of November 2014 since the ‘Citizen Portal’ module of the system comprising 85 services has not yet been implemented.

Government replied (January 2015) that Citizen portal has been logically divided into static contents and dynamic data and static part was completed and ready for user acceptance testing. As dynamic data will have integration with other modules such as petition management, FIR management, meeseva and police messaging system, it will be implemented after completion of other modules.

Since the main objective of implementation of citizen portal was to give the citizens a user friendly interface to avail of various police services online from anywhere, non-implementation of this module denied citizens services like checking the status of case, applying for certain services, etc. online and they are forced to continue visiting the police stations for basic services.

5.3.10 Capacity Building

Capacity Building is a critical component of CCTNS to ensure that the direct users and other stakeholders of EeCOPS use the system optimally. The RFP envisaged four training courses as part of capacity building. The status with regard to imparting these courses to the police personnel as of August 2014 is given below.

Table-5.5

Name of the course	No. of personnel to be trained	No. of personnel trained
Awareness & Sensitisation of benefits of ICT	2228	3721
Basic computer awareness & role based training for application users	45897	RBT: 12873 UBT: 38547
Trainers training	299	29
System administration & support training	3369	Not yet started

RBT: Role based training; UBT: User based training

As seen from the above, only 10 *per cent* of the targeted personnel were imparted 'training for trainers' course even after the extended revised dates. Training for system administration is yet to start, even though the parallel run/go-live of the system started during the month of June 2014 onwards in thirteen police districts⁴⁵.

Thus, capacities were not built within the Police Department adequately to ensure efficient implementation and operation of the CCTN system. The department is relying on the System Integrator for its day-to-day operational needs of the system at police stations as it had not conducted training on 'System administration and support'.

Government replied (January 2015) that 80 *per cent* of basic computer awareness and role based training have been completed. Training for trainers and system administrator training have been planned for commencement from mid February 2015.

⁴⁵ Visakhapatnam – Rural & Urban, Kurnool, Chittoor, Vijayawada, West Godavari, Warangal – Rural & Urban, Khammam, Ranga Reddy, Cyberabad, GRP – Secunderabad and Guntakal

5.3.11 Conclusion

As brought out in the foregoing paragraphs, the main objective of CCTN system to capture the crimes and criminals related information online on real-time basis across the country and harness it for effective policing and crime investigation was not achieved as of November 2014 in the State. Implementation of the system suffered from delay in release of funds by the Government of India, preparation of site and providing network connectivity, delay in commissioning of hardware, digitization of records and migration of legacy data into EeCOPS, delays in system development, testing and roll-out. With only seven out of the fourteen modules of the system having been developed and tested, and only four out of these seven modules being functional in 262 out of 1,662 police stations, there could be further time over run in implementation of the CCTNS project.

5.3.12 Recommendations

Audit recommends for consideration that:

- (i) State Government pursue with Government of India for release of approved funds to ensure that there is no further slippage in the timelines for complete rollout of CCTNS.
- (ii) Government ensure that adequate linkages are built into the system as envisaged, to ensure that information flows seamlessly across various modules.
- (iii) Adequate training be given to the system users (at unit level), administrators and trainers to ensure effective use of the system and reduced dependence on system integrator for day-to-day operational requirements.
- (iv) Disaster Recovery Centre be setup on priority basis to operationalise the system and data in case of any contingency.
- (v) Government ensure that citizen portal is commissioned expeditiously with all the envisaged services and provide good governance at the door step of the citizens.

Higher Education Department

5.4 Infrastructure in Junior Colleges

5.4.1 Introduction

AP Educational Institutions (Establishment, Recognition, Administration and Control of Institutions of Higher Education) Rules, 1987 (APEI (ERA&CIHE) Rules) stipulate⁴⁶ that every educational agency (running either Government or private institutions) shall fulfill the conditions prescribed for extent of land, **accommodation**, corpus fund to be deposited and other issues, before permission for establishment of the institution is accorded by the Commissionerate. Further⁴⁷, the competent authority (Board of Intermediate Education) shall grant permanent recognition/affiliation to Government and private institutions⁴⁸

⁴⁶ As per the Rule 6 of APEI (ERA&CIHE) Rules

⁴⁷ As per the Rule 10 of APEI (ERA&CIHE) Rules

⁴⁸ Which are enjoying temporary recognition/affiliation at least for a period of five years

subject to the condition that institutions have *pucca buildings of their own with prescribed facilities such as furniture, library, laboratory*, playground, etc. besides fulfilling other conditions.

As of March 2014, there were 1,001 junior colleges (Government (GJC): 827, private aided (PAJC): 174) and 12 exclusive vocational junior colleges (GVJCs) in the State.

5.4.2 Audit Framework

Audit of junior colleges and vocational colleges was carried out between January - July 2014 covering the period 2009-14 to assess adequacy of infrastructure and basic amenities/facilities in these colleges. Audit methodology involved examination of records of Higher Education Department, Commissionerate of Intermediate Education, three⁴⁹ out of four Regional Joint Directorates covering 33 colleges (Government: 28 and private aided: 5) in seven⁵⁰ districts covering Andhra, Telangana and Rayalaseema regions and seven⁵¹ out of 18 District Vocational Education Offices and 12 vocational colleges.

Comprehensive details with regard to *availability of infrastructure and basic amenities/facilities* in 1,001 junior colleges in the State were not made available to Audit by the Commissionerate despite specific request. *Therefore, compliance with norms prescribed in this regard by the junior colleges could not be assessed in Audit.*

Audit team conducted joint physical verification along with the college authorities to assess the adequacy of infrastructure and basic amenities/facilities *vis-à-vis* the norms and instructions issued by the Commissioner from time to time, in 33 sampled junior colleges (including 5 private colleges) in the seven sampled districts and all the 12 vocational colleges. Details are given in **Appendix-5.4**. The results of audit/physical verification revealed the following.

5.4.3 College Buildings

- (a) *As per Rule 6 (7) of the APEI (ERA&CIHE) Rules, the educational institute shall be provided with suitable buildings as per the specification laid down by the Board of Intermediate Education.*
- (b) *As per Rule 10 (1), the educational institution shall have pucca buildings of its own with prescribed facilities.*

Out of 825⁵² Government junior colleges in the State, 706 (86 per cent) were functioning from their own buildings, whereas 119 junior colleges were functioning from Zilla Parishad High (ZPH) Schools, Government High Schools (GHSs), Government Degree Colleges (GDCs) on shift basis and other departmental/rented buildings.

Out of 33 sampled junior colleges, 30 (Government: 26 and private aided: 4) colleges were functioning from their own buildings and of these, 24 (Government: 21 and private aided: 3), were housed in permanent/pucca buildings. Two junior colleges⁵³ were

⁴⁹ Guntur, Rajahmundry and Warangal

⁵⁰ **Andhra:** Prakasam, Srikakulam, Vizianagaram, **Telangana:** Medak, Nizamabad, Ranga Reddy and **Rayalaseema:** Kurnool

⁵¹ Guntur, Srikakulam, Vizianagaram Hyderabad, Nizamabad, Ranga Reddy and Kurnool

⁵² Details with regard to two junior colleges were not made available to Audit

⁵³ **Medak:** GJC, Kulcharam and **Kurnool:** GJC (G), Kurnool

functioning in ZPH School and GDC respectively on shift basis whereas one private aided college⁵⁴ was functioning from rented premises. In six⁵⁵ sampled colleges, classes were being conducted in semi-pucca buildings.

Out of the 12 vocational colleges in the State, only five were functioning from separate buildings/work sheds whereas the remaining seven⁵⁶ were functioning from junior college buildings. Vocational colleges in Mahabubnagar and Kakinada were accommodated in temporary sheds.

Government replied (December 2014) that construction of new buildings in 24 Junior Colleges, six additional blocks in four junior colleges and strengthening of 99 Junior Colleges was taken up under NABARD Rural Infrastructure Development Fund (RIDF) assistance. Also proposals were submitted to Government for construction of additional classrooms in the vocational college, Mahabubnagar.

5.4.4 Classrooms

In 23⁵⁷ out of 33 sampled junior colleges, there was a shortage of 171 classrooms against the requirement of 422 classrooms. Scrutiny revealed the following:

- (i) The shortage was very high in junior colleges, Srungavarapukota (75 per cent), Kurnool (Girls) (75 per cent) and Srikakulam (Boys) (65 per cent). Classes were being conducted under the trees in junior college (Girls), Kurnool (Photograph alongside) whereas classroom doubled up as laboratory in junior college, Srungavarapukota.



Classes being conducted under trees in GJC (Girls), Kurnool

Commissioner's response was that, in Ranga Reddy and Medak districts, construction of additional classrooms was taken up in four junior colleges whereas proposals have been submitted to Government in respect of one junior college.

- (ii) Major repairs were required to be undertaken with regard to 69 classrooms in 14⁵⁸ junior colleges. In junior college, Bodhan which was functioning in a fifty years old building, 12 out of 22 rooms were in dilapidated condition with leaking roof and damaged flooring. Although construction of additional classrooms (cost: ₹28 lakh) was taken up, the same was abandoned (June 2013) after incurring ₹8.45 lakh due to non-release of Rural Infrastructure Development Funds (RIDF).

⁵⁴ National Private Aided College, Nandyal, Kurnool district

⁵⁵ **Medak:** GJC, Mulugu, GJC (G), Sangareddy and Wesley Co-education PAJC, Medak, **Nizamabad:** GJC, Nizamabad, GJC(G), Nizamabad and GJC, Dichpalli

⁵⁶ GVJCs, Hyderabad, Visakhapatnam, Chittoor, Kuppam, Kurnool, Nalgonda and Hanmakonda

⁵⁷ **Srikakulam:** GJC(B), Srikakulam, GJC, Amudalavalasa, GJC, Tekkali and GJC, Palasa, **Vizianagaram:** GJC, Parvatipuram, GJC, Srungavarapukota and GJC, Saluru, **Prakasam:** GJC(G), Chirala, GJC, Darsi, GJC, Yerragondapalam and GJC, Pedda Dornala, **Ranga Reddy:** GJC, Tandur, GJC, Ramachandrapuram and GJC, Marpalli, **Medak:** GJC, Mulugu and GJC (G), Sangareddy, **Kurnool:** GJC(B), Yemmiganuru, GJC, Pattikonda, GJC(G), Kurnool, and GJC, Aluru, **Nizamabad:** GJC(G), Nizamabad, GJC, Bodhan and GJC, Dichpalli

⁵⁸ **Prakasam:** GJC(G), Chirala, **Kurnool:** GJC(B), Yemmiganuru, GJC, Pattikonda and GJC, Aluru, **Nizamabad:** GJC(G), Nizamabad, GJC, Bodhan and GJC, Dichpalli, **Ranga Reddy:** GJC, Tandur, and GJC, Marpalli, **Vizianagaram:** GJC, Parvatipuram, and GJC, Saluru, **Srikakulam:** GJC(B), Srikakulam, GJC, Tekkali and GJC, Palasa

Concerned Commissioner replied that, in junior colleges, Bodhan and Dichpalli, repair works were in progress and in respect of junior college, Nizamabad (Girls) proposals have been submitted to Government.

- (iii) In nine out of 12 vocational colleges (except Anantapuram, Hanmakonda and Nalgonda) in the State, there was a shortage of 119 classrooms (52 per cent) against the requirement of 230. The shortage was high in Hyderabad (83 per cent) and Visakhapatnam (71 per cent) where the students were accommodated in regular junior colleges.

Concerned Commissioner replied that the works were taken up under Lab Upgradation scheme in vocational college, Hyderabad.

- (iv) Due to shortage of classrooms in vocational colleges, theory classes were being conducted in *laboratories* (Kurnool, Kuppam, Chittoor, Hyderabad and Guntur), *verandas* (Chittoor and Kakinada), *open-air auditorium* (Guntur - Photograph alongside) and *open ground* (Madakasira). In Visakhapatnam, classrooms allotted to regular junior college were being utilised by vocational college and due to shortage of classrooms, two classes were being held in a single room at a time.



Classes being conducted in open-air auditorium in GVJC, Guntur

5.4.5 Furniture

As per Rule 6 (13) (a) of the APEI (ERA&CIHE) Rules, sufficient number of desks or chairs with side-writing planks or tables and chairs for the use of the students shall be provided.

In 26⁵⁹ (Government: 25 and private aided: 1) out of 33 sampled colleges, there was a shortage of 2,560 desks (43 per cent) against the requirement of 5,975. The shortage was high in junior colleges, Bodhan (94 per cent), Pattikonda (86 per cent) and Srungavarapukota (72 per cent).

Government replied (December 2014) that permission had been accorded for new colleges⁶⁰ to utilise the accumulated special fee of the colleges for procurement of furniture. In the junior colleges in Ranga Reddy, Medak and Nizamabad districts, procurement of furniture/strengthening of infrastructure was under process.

In eight out of 12 (except Kurnool, Anantapuram, Kuppam and Hanmakonda) vocational colleges in the State, although seating arrangements (dual desks) were available, there was either shortage or accommodation was being shared with existing junior colleges. There was a shortage of 892 (48 per cent) dual desks against the requirement of 1,847 in these eight vocational colleges. In vocational college, Chittoor, due to non-availability of

⁵⁹ **Srikakulam:** GJC(B), Srikakulam, GJC, Amudalavalasa, GJC, Tekkali and GJC, Palasa, **Vizianagaram:** GJC, Parvatipuram, GJC, Srungavarapukota and GJC, Saluru, **Prakasam:** GJC(G), Chirala, GJC, Darsi, GJC, Yerragondapalam and GJC, Pedda Dornala, **Ranga Reddy:** GJC, Tandur, GJC, Ramachandrapuram and GJC, Marpalli, **Medak:** GJC, Kulcharam, GJC, Nangunur, GJC (G), Sangareddy and Wesley Co-education PAJC, Medak, **Kurnool:** GJC(B), Yemmiganuru, GJC, Pattikonda, GJC(G), Kurnool and GJC, Aluru **Nizamabad:** GJC, Nizamabad, GJC(G), Nizamabad, GJC, Bodhan and GJC, Dichpalli

⁶⁰ new Government Junior Colleges established from 2008-09 onwards

dual desks, students were forced to sit on the floor. In vocational college, Visakhapatnam, five to six students were sharing a dual desk due to insufficient number of dual desks and on account of sharing of classrooms allotted to regular junior college.

5.4.6 Laboratories

5.4.6.1 Laboratories in Junior Colleges

As per Rule 6 (13) (b) of the APEI (ERA&CIHE) Rules, there shall be separate laboratory for conducting experiments/practicals in Chemistry, Physics, Botany, Zoology, etc. Science equipment required for conducting experiments/practicals shall be provided adequately. Laboratories are to be equipped with sufficient number of tables for keeping equipments and stools for sitting arrangement for students.

Scrutiny revealed the following:

- (i) In 11⁶¹ out of 33 sampled colleges, there was a shortage of 18 laboratories. In all the sampled colleges, there was shortage of laboratory equipment and furniture for placing the equipment and seating for students.

Concerned Commissioner replied that provision of laboratory facility was in progress in the junior colleges in Ranga Reddy, Medak and Nizamabad districts.

- (ii) Although an amount of ₹1 crore was allocated during 2009-13 for tele-lessons through Mana-TV programmes for facilitating curriculum based lessons in junior colleges, Government released only ₹57.32 lakh (57 per cent) and of this, only ₹20 lakh was utilised. As of March 2014, tele-lessons through Mana-TV programmes were provided only in 593 (including 12⁶² sampled colleges) out of 827 junior colleges.

Therefore, 28 per cent of junior colleges (234) in the State were deprived of the tele-lessons facility through TV programmes even after the lapse of seven years from the commencement of the programme (since Academic Year 2007-08).

Commissioner attributed non-utilisation of funds under this programme to freezing of funds imposed by Government at the end of financial year. It was further stated that no funds were allocated during 2013-14 under this scheme.

- (iii) Although the paramedical courses were to be closed within two months from Academic Year 2013-14, Government released (February 2013) ₹92.47 lakh to 55 junior colleges towards purchase of lab equipment, furniture, etc. for paramedical courses. Scrutiny revealed that in five sampled junior colleges (Bodhan, Pattikonda, Parvatipuram, Saluru and Srungavarapukota), lab equipment intended for paramedical courses was procured during February – December 2013 by the colleges and therefore the lab equipment was lying idle.

⁶¹ **Prakasam:** GJC, Darsi GJC, Pedda Dornala and AKVK PAJC, Ongole, **Ranga Reddy:** GJC, Tandur and KVR PAJC, Vanasthalipuram, **Medak:** GJC, Kulcharam, GJC, Mulugu and GJC, Chinnakoduru, **Kurnool:** GJC(B), Yemmiganuru, **Nizamabad:** GJC(G), Nizamabad, and GJC, Dichpalli

⁶² **Vizianagaram:** GJC, Srungavarapukota, **Prakasam:** GJC, Darsi and GJC, Yerragondapalam, **Medak:** GJC, Chinnakoduru, GJC, Nangunur and GJC (G), Sangareddy, **Kurnool:** GJC(B), Yemmiganuru, GJC, Pattikonda, GJC(G), Kurnool, and GJC, Aluru, **Nizamabad:** GJC, Nizamabad and GJC(G), Nizamabad

5.4.6.2 Laboratories in Vocational Junior Colleges

As per Rule 6 (13) (b) of the APEI (ERA&CIHE) Rules, when vocational courses are proposed to be introduced, separate laboratory with adequate equipment relevant to the courses offered shall be provided for conducting practical classes/experiments.

In 11 out of 12 vocational colleges (except Kurnool) in the State, there was a shortage of 66 laboratories (57 per cent) against the requirement of 115 laboratories. In vocational college, Madakasira, not a single laboratory was provided against the requirement of 10.

During physical verification, it was observed that due to non-availability of sufficient laboratories, practical classes were being conducted in **classrooms** (Anantapuram, Madakasira, Kuppam, Chittoor and Hyderabad) and **multiple labs** were accommodated in a single room (Visakhapatnam and Guntur). There were no permanent buildings for laboratories where these were available. In vocational college, Chittoor, students were standing during the practical classes due to inadequate seating arrangements.

Although **computer education** was introduced as a subject in all the vocational courses⁶³ as per the revised curriculum (2012-13), adequate number of computers were not available to the students during the academic year 2013-14.

With regard to vocational college at Hyderabad, concerned Commissioner replied that necessary proposals had been submitted to Government for sanction of funds.

5.4.6.3 Upgradation of Laboratories

'Upgradation of Laboratories' programme was implemented from the academic year 2012-13 to upgrade the quality of laboratory infrastructure in junior colleges and vocational colleges. Audit scrutiny revealed the following:

- (i) Government released only 44 per cent (₹9.61 crore) of budgeted funds (₹21.90 crore) for **upgradation of laboratories** during 2012-14. Due to non-release of allocated funds in full, laboratories in 130 junior colleges could not be upgraded as of March 2014. Out of ₹19.41 crore released by Government (₹9.61 crore) and Board of Intermediate Education (₹9.80 crore) for upgradation activities during 2011-14, Utilisation Certificates for ₹17.48 crore were not obtained from the colleges by the Commissionerate.
- (ii) For **upgradation of Vocational Laboratories**, Government released (during October 2012 and May 2013) ₹2.41 crore against the sanctioned amount of ₹3.14 crore and of this, the colleges incurred ₹2.74 crore (including the expenditure incurred from special fee). Due to delay in finalisation of tenders for civil works and lab equipment, funds amounting to ₹36.90 lakh⁶⁴ were not released to vocational colleges, Chittoor, Madakasira and the released funds (₹2.90 lakh) were not utilised in Anantapuram. In vocational college, Chittoor, funds amounting to ₹18.57 lakh sanctioned for lab equipment could not be utilised since these were erroneously released (February 2012) to the regular junior college by the department. UCs for

⁶³ Except courses in Dairying, Sericulture, Medical Lab Technician and Multipurpose Health Worker (Female)

⁶⁴ Chittoor: ₹17 lakh and Madakasira: ₹19.90 lakh

₹70.05 lakh released (during October 2012 and May 2013) for upgradation of vocational laboratories were not furnished by five vocational colleges⁶⁵ in support of utilisation of funds.

5.4.7 Library

*As per Rule 6 (13) (c) of the APEI (ERA&CIHE) Rules, the educational institution shall be provided with **library** with adequate number of text books prescribed for the courses offered in that institution, reference books, books on recent developments in various fields, books of great literary importance, autobiographies of great personalities, etc.*

Among the sampled colleges, library facility was available in 23 (Government: 19 and private aided: 4) colleges. Shortcomings noticed in respect of colleges that have library facility are detailed below:

- (i) In four⁶⁶ junior colleges and in Wesley co-education private aided college, Medak, **adequate number of books/journals were not available.**
- (ii) In 10⁶⁷ junior colleges and in Wesley co-education private aided college, Medak, **reading room was not available** in the library.
- (iii) In four⁶⁸ junior colleges and in Wesley co-education private aided college, Medak, **furniture was not available** in the library whereas in seven⁶⁹ junior colleges furniture was insufficient to cater to the needs of the students.
- (iv) None of the 12 vocational colleges in the State was provided with library facility although an amount of ₹47.24 lakh was collected during 2009-14 towards library fee and deposit from the students.

Commissioner replied that the concerned principals/correspondents of the colleges had been instructed to provide library facility with sufficient books and furniture.

5.4.7.1 Supply of text books to ST students

Government released 50 per cent (₹1.15 crore) of the budgeted funds (₹2.30 crore) during 2013-14 for implementation of the scheme '**Supply of text books free of cost to ST students**' studying intermediate in 827 junior colleges. Audit scrutiny revealed that the department could not utilise even the released funds for payment to the agencies for supply of text books and the entire amount was surrendered by the department.

Concerned Commissioner attributed non-utilisation of funds to non-submission of bills in time by the supplying agencies during 1st quarter and freezing of budget by Government during 2nd quarter.

⁶⁵ Madakasira, Visakhapatnam, Hyderabad, Mahabubnagar and Hanmakonda

⁶⁶ **Kurnool:** GJC (Boys), Yemmiganuru and GJC, Pattikonda, **Medak:** GJC (Girls), Sangareddy and GJC, Nangunur

⁶⁷ **Ranga Reddy:** GJC, Tandur, **Medak:** GJC, Mulugu, GJC, Chinnakoduru, GJC, Nangunur and GJC (G), Sangareddy, **Kurnool:** GJC, Kurnool, **Nizamabad:** GJC, Nizamabad, GJC(G), Nizamabad, GJC, Bodhan and GJC, Dichpalli

⁶⁸ **Medak:** GJC, Mulugu, GJC, Nangunur, GJC (Girls) Sangareddy, **Kurnool:** GJC (Boys), Yemmiganuru

⁶⁹ **Srikakulam:** GJC, Tekkali and GJC, Palasa, **Vizianagaram:** GJC, Parvatipuram, and GJC, Saluru, **Ranga Reddy:** GJC, Tandur, **Kurnool:** GJC, Kurnool, **Nizamabad:** GJC, Nizamabad

Although text books to ST students were intended to be distributed at the beginning of the Academic Year 2013-14 by June 2013, there was a delay of **nine months** (February/March 2014) in respect of first year students and a delay of **two months** (August 2013) in respect of second year students. It was noticed in the sampled colleges that there were short/non-supply of text books to the colleges/students. Further, English language text books were supplied to none of the colleges by English and Foreign Languages University (EFLU) during 2013-14. In seven⁷⁰ out of 12 vocational colleges text books were not supplied whereas in five⁷¹ vocational colleges although text books were supplied, these were not distributed to ST students.

Concerned Commissioner, attributed the delay in supply of text books to late receipt of information relating to students from the respective colleges.

5.4.8 Toilets

As per Rule 6 (8) of the APEI (ERA&CIHE) Rules, there shall be adequate toilets separately for staff, boys and girls in the educational institution.

5.4.8.1 Toilets for students

In three⁷² out of 33 sampled junior colleges, toilet facility was not arranged for. In 10⁷³ junior colleges, only one or two toilets were provided for the entire college. Therefore, provision of separate toilet facility for boys and girls was not ensured.

In three (Chittoor, Visakhapatnam and Hyderabad) out of 12 vocational colleges, toilet facilities were not provided for both boys and girls. Although toilet facilities were available in the remaining nine colleges, separate toilets were not provided for girl students in Nalgonda and for boys in Madakasira and Kakinada whereas the toilets were in unhygienic condition in Guntur and Hanmakonda.

5.4.8.2 Toilets for staff

In 9⁷⁴ out of 33 sampled colleges, toilet facility was not provided for the teaching staff. Although toilet facility was provided in 24 (Government: 19 and private aided: 5) colleges, female teaching staff have no toilet facility in junior college, Parvatipuram whereas male teaching staff had no toilet facility in seven⁷⁵ junior colleges. In junior college, Marpalli and KVR private aided college, Vanasthalipuram (Ranga Reddy), common toilet was provided for male and female teaching staff.

⁷⁰ Hyderabad and Madakasira (first year); and Hanmakonda, Guntur, Visakhapatnam, Chittoor and Kurnool (second year)

⁷¹ Nalgonda, Visakhapatnam, Kuppam and Hanmakonda (first year) and Madakasira (second year)

⁷² **Kurnool:** GJC(B), Yemmiganuru and GJC(G), Kurnool, **Ranga Reddy:** GJC, Marpalli

⁷³ **Srikakulam:** GJC(B), Srikakulam, GJC, Tekkali and GJC, Palasa, **Vizianagaram:** GJC, Parvatipuram and GJC, Srungavarapukota, **Prakasam:** GJC, Yerragondapalam and GJC, Pedda Dornala, **Kurnool:** GJC, Pattikonda and GJC, Aluru, **Medak:** Wesley Co-education PAJC, Medak

⁷⁴ **Srikakulam:** GJC(B), Srikakulam, GJC, Tekkali and GJC, Palasa, **Vizianagaram:** GJC, Srungavarapukota **Prakasam:** GJC, Pedda Dornala, **Ranga Reddy:** GJC, Tandur, **Medak:** GJC, Chinnakoduru and GJC (G), Sangareddy, **Kurnool:** GJC, Aluru

⁷⁵ **Prakasam:** GJC(G), Chirala and GJC, Yerragondapalam **Medak:** GJC, Nangunur, **Kurnool:** GJC(B), Yemmiganuru, GJC, Pattikonda and GJC(G), Kurnool, **Nizamabad:** GJC, Dichpalli

In seven out of 12 vocational colleges, toilets provided to regular junior colleges were commonly used by the teaching staff.

Commissioner replied that in the junior colleges in Ranga Reddy, Nizamabad and Medak districts, creation of toilet facility was in progress.

5.4.9 Hygiene and Safety

As per Rule 14 (12) of the APEI (ERA&CIHE) Rules, the premises of the institution shall be sufficiently healthy, well lighted and well ventilated with due provision for the safety of the pupils.

- (i) In four⁷⁶ out of 33 sampled colleges, **drinking water** was not provided to the students. In 13 junior colleges borewell water was being used for drinking purpose whereas the remaining 16 colleges were using Municipal/Gram Panchayat water.
- (ii) In two vocational colleges (Kurnool and Hyderabad), drinking water facility was not provided to students whereas in five colleges (Anantapuram, Chittoor, Visakhapatnam, Guntur and Mahabubnagar), borewell water was utilised for drinking purpose.

Commissioner replied that necessary action to provide safe drinking water through RO plant was in progress in junior college, Marapalli whereas proposals had been submitted to Government in respect of junior college, Mulugu and vocational college, Nampally, Hyderabad.

- (iii) **Barrier free access** (through ramps) to disabled students was provided in 11⁷⁷ out of 33 sampled colleges. In the remaining 22 colleges, they were not provided this facility. In vocational college, Kuppam, ramps were not provided for needy students.
- (iv) **Compound wall** is essential for safety of students, besides security/protection of land belonging to the educational institution. In 14⁷⁸ junior colleges out of 33 sampled colleges, compound wall was not provided/partially provided. Out of 12 vocational colleges, compound wall was not provided in Kurnool.

Concerned Commissioner replied that proposals were being submitted to Government for construction of compound wall in nine junior colleges in Medak, Ranga Reddy and Nizamabad districts.

- (v) Although, the Board of Intermediate Education (BIE) has discontinued affiliation from Academic Year 2006-07 to KVR private aided college, Vanasthalipuram (Ranga Reddy district) due to non-fulfilling **fire safety norms**, the college was admitting students every year. Despite discontinuing affiliation, Government released grant-in-aid (₹5.81 crore) to the college during 2006-14.

⁷⁶ **Srikakulam:** GJC, Amudalavalasa and GJC, Palasa, **Prakasam:** GJC, Yerragondapalam, **Ranga Reddy:** GJC, Marpalli

⁷⁷ **Srikakulam:** GJC, Amudalavalasa, **Vizianagaram:** GJC, Parvatipuram and Shreeram PAJC, Garividi, **Prakasam:** GJC, Darsi, GJC, Yerragondapalam, GJC, Pedda Dornala and AKVK PAJC, Ongole, **Medak:** GJC, Kulcharam, **Kurnool:** GJC, Pattikonda and National PAJC, Nandyal, **Nizamabad:** GJC, Bodhan

⁷⁸ **Kurnool:** GJC, Aluru, **Medak:** GJC, Mulugu and GJC, Nangunur, **Nizamabad:** GJC, Nizamabad, GJC(G), Nizamabad (Partial) GJC, Bodhan and GJC, Dichpalli (Partial) **Ranga Reddy:** GJC, Marpalli, GJC, Ramachandrapuram and GJC, Tandur (Partial), **Vizianagaram:** GJC, Srungavarapukota (Partial), **Srikakulam:** GJC, Tekkali (Partial) **Prakasam:** GJC, Pedda Dornala (Partial) and GJC, Yerragondapalam, (Partial)

5.4.10 Development of infrastructure by utilising special fee fund

As per existing orders⁷⁹, special fee collected from students in an academic year should be utilised for the purpose for which it was collected. The accumulated amount should either be utilised for the development of infrastructure, etc. with the concurrence of the competent authority or transferred to the corpus fund of the college for creation of assets.

In 31 sampled junior colleges and 12 vocational colleges, an amount of ₹3.05 crore of special fee fund accumulated as of March 2014. While these funds were required to be utilised for improvement of infrastructure facilities, an amount of ₹1.05 crore was parked in bank accounts in 12 junior colleges. Further, an amount of ₹78.11 lakh incurred by 29 junior colleges (Government: 26 and private aided: 3) and 12 vocational colleges during 2009-14 out of special fee funds towards expenditure on telephone, electricity charges, office stationery, travelling allowance bills, etc., was not yet recouped (July 2014).

Principals attributed the non-recoupment of diverted amount to insufficient funds to meet contingent expenditure. Concerned Commissioner replied that necessary permissions/instructions would be given to the Principals for utilisation of the accumulated special fee amount.

5.4.11 Conclusion

As brought out above, students studying in the 33 sampled junior colleges and 12 vocational colleges were not provided with the minimum required infrastructure and basic amenities as per norms.

Government replied (December 2014) that infrastructure facilities were being provided to Government Junior Colleges with NABARD RIDF assistance and that the necessary steps were being taken to provide infrastructure and amenities in Government junior colleges in a phased manner.

Health, Medical and Family Welfare Department

5.5 Implementation of Food Safety and Standards Act

Government of India (GoI) enacted Food Safety and Standards Act (FSSA) 2006 (Act) to ensure wholesome food, regulate manufacture, storage, distribution or sale of any article of food and prohibit misbranding of food stuff. Although the Act was passed in August 2006, Food Safety and Standards Rules came into force only with effect from August 2011. Director, Institute of Preventive Medicine (IPM) - a division of Commissioner, Health and Family Welfare is responsible for implementation of the Act in the State.

Audit scrutinised the records of Directorate, State Food Laboratory and Gazetted Food Inspectors offices in six districts⁸⁰ during April – May 2013 and in February and July 2014 covering the period 2009-14 with the objective of assessing whether the Act

⁷⁹ Circular Rc. No. Acad.I-4/270/2006 of Commissioner of Intermediate Education, Andhra Pradesh, dated 7 February 2006 and Proceeding Rc. No. Acad-I-1/905/2009 of the Director of Intermediate Education, Andhra Pradesh, dated 16 February 2010

⁸⁰ Chittoor, Hyderabad, Kurnool, Prakasam, Visakhapatnam and Warangal

was implemented effectively and provisions relating to survey, licensing system, lifting of samples, inspection of food business establishments, etc. were complied with.

Audit findings

5.5.1 Survey of food establishments

- (a) *As per Section 30 of the Act, the Department shall carry out a survey of industrial units engaged in the manufacture or processing of food in the State to find out compliance by such units of the standards notified by the Food Authority for various articles of food.*
- (b) *As per Food Safety and Standards Rules⁸¹, Food Safety Officer (FSO) shall maintain database of all food businesses within the areas assigned to him.*

Audit scrutiny revealed that survey of units engaged in manufacture or processing of food in the State was not conducted by the department. Further, FSOs did not maintain any database of food businesses. Thus, a majority of food establishments in the State have been functioning without any surveillance. Considering this situation, the possibility of existence of unauthorised food manufacturing/processing units cannot be ruled out. This eventuality would seriously compromise the health of citizens.

Government in its reply (November 2014) accepted that the implementation of the Act was still at initial stages and attributed the slow progress in the survey of manufacturing/food processing units to lack of sufficient number of FSOs in the districts and lack of mobility of these officers to visit remote places for conducting the survey, and assured corrective action in this regard.

5.5.2 Licensing System

- (a) *As per Section 31⁸²(1) of the Act, no person shall commence or carry on any food business except under a licence.*
- (b) *As per Section 31 (2) of the Act, petty manufacturer who himself manufactures or sells any article of food or a petty retailer, hawker, itinerant vendor or a temporary stall holder or small scale or cottage or such other industries relating to food business or tiny food business operator shall register themselves with such authority and in such manner as may be specified by regulations.*

As per Food Safety and Standards (Licensing and Registration of Food Businesses) Regulations, petty food manufacturers come under the purview of registration and all other food business operators are under the purview of licensing. It was estimated by National Institute for Smart Government (NISG)⁸³ that there were 1.10 lakh food establishments, of which 65,000 food establishments fell under the purview of licensing and 45,000 establishments under the purview of registrations.

⁸¹ Rule 2.1.3 (4) (iii) (f)

⁸² This section is enforceable from July 2010. Food Safety Standards Authority of India, Ministry of Health and Family Welfare, GoI, extended timeline up to 4 August 2014 for Food Business Operators (FBOs) seeking conversion/renewal of their existing licences and also for FBOs who have not obtained licences/registrations under the new Act

⁸³ a not-for-profit company incorporated in 2002 by the Government of India

Audit scrutiny revealed that as of February 2014, only 15,466 (24 per cent) food establishment units were licenced and 24,357 (54 per cent) units were registered. Although licences were issued for one to five years as requested for by food business operators, these were to be renewed wherever required. There was **no system of monitoring of renewals** and necessary follow-up in the Directorate. Thus, 76 per cent unlicensed units and 46 per cent unregistered units were operating in food sector.

Government accepted the slow progress in issuing licences and stated that corrective measures would be initiated immediately.

5.5.3 Inspection of Food Business Establishments

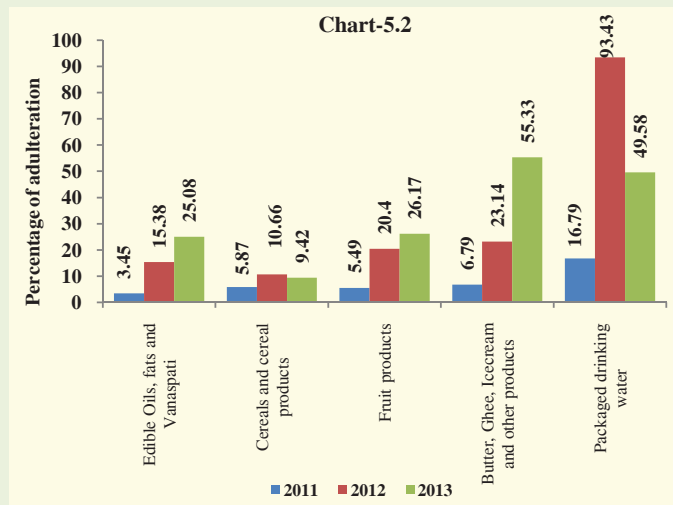
As per Food Safety and Standards Rules 2011⁸⁴ FSO should carry out food safety surveillance to identify and address the safety hazards and to inspect all food establishments within the area assigned to him.

Audit scrutiny revealed that out of estimated 1.10 lakh food establishments in the State, only a meagre 1,241 food establishments⁸⁵ (1 per cent) were inspected during 2012 and 2013 by FSOs. In reply, Commissioner attributed (September 2014) the poor performance of the inspections of the food establishments to lack of sufficient number of FSOs and lack of mobility in respect of the existing FSOs.

5.5.4 Lifting of samples

Under Section 38 of the Act, FSO may take a sample of any food, or any substance, which appears to him to be intended for sale, or to have been sold for human consumption; or, of any article of food or substance which is found by him on or in any such premises.

Audit scrutiny revealed that **no criteria were fixed** by the department for lifting of samples for analysis of various categories of food items. **No priority was given** to items of mass consumption. From analysis reports of State Food laboratory, it was observed



that, when compared to 2011, the percentage of adulteration of mass consumption items like packaged mineral water, tea, coffee, cocoa, chicory, edible oils, fats and vanaspati, cereal products, fruit products, milk and milk products categories was high in the year 2012. Among these, the percentage of adulteration was high in packaged mineral water as shown alongside. The increasing

trend in adulteration was evident during 2013 also, except in case of cereals and cereal products and packaged drinking water.

⁸⁴ Rule 2.1.3 (4) (iii) - (l) and (a)

⁸⁵ in 2012: 473; in 2013: 768

5.5.4.1 Shortage of FSOs

As per norms laid down by Central Council of Health and Family Welfare in 1995, there should be one whole time Food Inspector (now called Food Safety Officer - FSO) per 50,000 population for urban areas and one Food Inspector per one lakh population for rural areas. Thus, there was a requirement of 1,127 Food Inspectors in Urban (564) and Rural (563) areas as per 2011 Census.

The analysis revealed that against the sanctioned strength of 106 FSOs in the State, 43 (41 *per cent*) posts were vacant. Only five full time FSOs were deployed per one crore population in the State. In the sampled districts only one FSO each was available in Visakhapatnam, Prakasam and Chittoor districts and two FSOs each in Kurnool and Warangal districts. In Hyderabad district, against the 30 sanctioned, only four FSOs were positioned.

It is pertinent to note that after 1984, no additional posts were sanctioned by State Government (except one post of Joint Food Controller and Deputy Food Controller each) despite the increase in population of the State and number of Food Business Establishments as well. Commissioner stated (September 2014) that, proposals for sanctioning eight FSOs per district were pending with the Government.

It was further observed that no funds were provided by the Government under NRHM⁸⁶ for food safety programme although proposals were submitted (August 2012) by Director, IPM for release of ₹5.57 crore⁸⁷ from NRHM funds in terms of directions of Chairperson, Food Safety and Standards Authority (GoI), towards various strengthening activities like procurement of additional hardware, sanction of manpower in district offices, training to food regulators, awareness programmes to street food vendors, etc. Due to non-allocation of funds, gaps in terms of lack of mobility to field staff for enforcement of the Act, establishment of e-food laboratory, civil works, equipment for laboratories, etc. continue to exist.

Government in its reply (November 2014) stated that criteria for fixing targets for lifting of samples would be given due consideration. With regard to funding under NRHM, Government replied that funding would depend upon the approval of the programme by GoI and its inclusion in the Record of Proceedings. Audit verification however, revealed that the proposals were not included in the NRHM programme implementation plan of 2013-14.

5.5.4.2 Non-compliance with GoI directions

As per directions (March 1999) of Director General, Health Services, GoI, Food Inspectors should collect uniformly 12 samples per month.

Analysis of year-wise and month-wise details of samples lifted revealed that, against uniform monthly target of 12 samples to be lifted per FSO per month, on an average

⁸⁶ National Rural Health Mission

⁸⁷ for establishment of Food Safety and Standards Enforcement Wing: ₹2.37 crore; for strengthening of State Food Laboratory, Hyderabad: ₹1.48 crore; and for strengthening of Water Quality Monitoring, Surveillance and Laboratories: ₹1.72 crore

about five samples only were lifted per month. During the five year period 2009-13⁸⁸, against 84,072⁸⁹ samples, only 35,949 samples were lifted. Further, it was observed that the number of samples lifted has been declining year on year (except in 2013).

In the sampled districts, against 16,972 samples required to be lifted, only 8,238 samples were lifted leaving shortfall of about 51 per cent. The performance was very low in Hyderabad (shortfall being 71 per cent) followed by Prakasam (65 per cent) and Visakhapatnam (53 per cent) districts. In Hyderabad, no samples were lifted during the years 2011 and 2012. Thus, there was no effective surveillance of risk of adulterated food being supplied to consumers.

Government in its reply (November 2014) stated that apart from inadequacy of regular manpower in critical positions, the function is interdependent and involves close coordination with other departments like Panchayats, Municipalities, etc. and that the matter would be addressed to attain the targets in a phased manner.

5.5.4.3 Lifting of samples from Food Corporation of India and Civil Supplies Corporation godowns

The Act empowers FSOs to conduct inspection of and lift samples for analysis from any establishment engaged in 'food business'⁹⁰ which inter alia include godowns of Food Corporation of India (FCI), Civil Supplies Corporation (CSC) and Fair Price Shops (FPSs).

Scrutiny however, revealed that no samples were lifted from FPSs and godowns of CSC for analysis. In respect of FCI although 150 godowns existed in the State, only a meagre 20 and 22 samples were received during the years 2012 and 2013 respectively in the State Food Laboratory for analysis (inspection reports were not made available by the department though specifically called for in Audit).

Thus, there was **no assurance** about quality of ration and provisions being supplied to consumers by CSC through FPSs.

Government attributed the shortfall in lifting of samples to shortage of manpower, and stated that this area would be focused for improvement.

5.5.5 Food Safety Audit

Under Section 44 of the Act, the Food Authority may recognise any organisation or agency for the purposes of food safety audit and checking compliance with food safety management systems required under the Act or the rules and regulations made thereunder.

Audit scrutiny revealed that although agencies were identified (October 2011) by GoI for conducting food safety audit of FBOs, no such audit was conducted in the State as of April 2014. Therefore, there was no assurance with regard to compliance of food safety norms by FBOs.

⁸⁸ reports were being maintained on calendar year basis

⁸⁹ worked out based on number of FSOs in a year X 12 samples X 12 months

⁹⁰ As defined under 3 (1) (n) of Food Safety and Standards Act, 2006

Government replied (November 2014) that follow-up action would be taken based on the guidelines issued by GoI.

5.5.6 Follow-up action

5.5.6.1 Imposition of Penalties

Sections 48 to 58 of the Act provide for imposition of penalties for violation of provisions of the Act.

Adjudicating Officer imposed penalties of ₹45.34 lakh⁹¹ during the years 2012 and 2013 for violation of various provisions of the Act. It was however, observed that **recovery particulars were not maintained** in the Directorate. In the absence of details, the amount collected and balance yet to be collected was not susceptible for verification. Joint Food Controller replied (March 2014) that details of penalties remitted into treasury by FBOs would be obtained from the unit offices.

Government assured that a foolproof mechanism would be instituted for watching recoveries and remittance of the amounts into Government Account.

5.5.6.2 Notification of Food poisoning

As per Section 35 of the Act, the Food Authority may, by notification, require registered medical practitioners carrying on their profession in any local area specified in the notification, to report all occurrences of food poisoning coming to their notice to such officer as may be specified.

Scrutiny however, revealed that the department was **yet to issue requisite notification** for reporting food poisoning cases by registered medical practitioners (March 2014). Joint Food Controller replied (March 2014) that appropriate steps would be initiated to notify registered medical practitioners.

Government replied (November 2014) that the matter is under process and it would be expedited keeping in view the provisions of the Act.

5.5.7 Establishment of Food Safety Appellate Tribunal

- (a) *As per Section 70 of the Act, the Central Government or as the case may be, the State Government may, by notification, establish one or more Tribunals to be known as the Food Safety Appellate Tribunal to hear appeals from the decisions of the Adjudicating Officer under Section 68.*
- (b) *As per Section 74 of the Act, the Central Government or the State Government in their respective jurisdictions may, by notification in the Official Gazette, constitute Special Courts for the purpose of trial of offences relating to grievous injury or death of consumer for which punishment of imprisonment for more than three years has been prescribed under the Act.*

⁹¹ in 2012 : ₹18.67 lakh; in 2013: ₹26.67 lakh

Audit scrutiny revealed that, although Director submitted (January 2011 and October 2011) proposals to Government for establishment of Food Safety Appellate Tribunals and establishment of Special Courts at Vijayawada and Hyderabad, **no sanction was received from Government** as of April 2014.

Department had also requested (January 2013) the Government to designate and notify all district session courts as Food Safety Appellate Tribunals as an immediate measure since establishment of Food Safety Appellate Tribunals was a time consuming process. However, district session courts were not yet designated and notified by the Government as Safety Appellate Tribunals as of April 2014.

Government replied (November 2014) that the matter would be pursued with the High Court.

5.5.8 Supply of equipment to State Food Laboratory

As per Section 21 of the Act, no article of food shall contain insecticides or pesticides residues, veterinary drugs residues, antibiotic residues, solvent residues, pharmacological active substances and micro-biological counts in excess of such tolerance limits as may be specified by regulations.

State Food laboratory, Hyderabad is the lone statutory laboratory in the State to analyse samples received from FSOs. This laboratory has received accreditation of National Accreditation Board for Laboratories (NABL) for chemical testing in April 2012.

Audit scrutiny revealed that State Food Laboratory was not equipped with NIST⁹² traceable standards for analysis of insecticides, pesticides, veterinary drugs residues, antibiotic residues, solvent residues, pharmacological active substances, etc. in food samples lifted by FSOs.

Further, to expand scope of accreditation by NABL, Chief Public Analyst, State Food Laboratory submitted proposals (July 2012) to Director for supply of equipment required⁹³. It was however, observed that the **equipment was not supplied** as of April 2014 to the laboratory.

Thus, there was no assurance of quality of food being supplied to consumers as envisaged in the Act. It was also observed that there were vacancies in key posts of Junior Scientific Officer (six against 11 sanctioned), Technical Assistant (two against three sanctioned) and Laboratory Technician (five against 11 sanctioned) in the laboratory.

Government replied (November 2014) that out of 15 items required, three were procured and the remaining would be procured soon. Government however, did not offer specific remarks with regard to the vacancies in key posts.

⁹² National Institute of Standards and Technology

⁹³ Digital Hot Air Oven: 5; Decimal Digital Balance: 2; Thermostatically controlled Water Bath: 5; Thermostatically controlled Hot Plate: 1; Cold water Circulating Cooler: 2; Binocular Microscopes: 5; Refrigerator 320 litres: 2; UC Chamber: 1; Thermometers (0°C to 50°C): 4; Thermometers (0°C to 350°C): 2; Multimeter with clamp meter: 1

5.5.9 Training

As per Section 30 of the Act, Commissioner of Food Safety shall conduct or organise training programmes for the personnel of the office of the Commissioner of Food Safety and, on a wider scale, for different segments of food chain for generating awareness on food safety. Further, under NABL Rules, conducting trainings to personnel is mandatory both for newly joined and refreshing trainings to existing technical staff on chemical and microbial analysis.

Audit scrutiny however, revealed that during the period 2009-14, only one training programme was imparted⁹⁴ on NABL accreditation (in 2009) and **no trainings were conducted** for facilitating understanding about different segments of food chain.

5.5.10 IEC activities

As per Section 29 of the Act, the Food Safety authorities shall maintain a system of control and other activities as appropriate to circumstances, including public communication on food safety and risk, food safety surveillance, etc.

Audit scrutiny revealed that no Information, Education and Communication (IEC) activities were taken up by the department during the period 2009-14 statedly due to non-provision of budget for this purpose.

Government in its reply (November 2014) assured that separate IEC programmes would be designed and implemented.

5.5.11 Establishment of referral/cluster laboratories

- (a) *As per Section 43(1) of the Act, Food Authority may notify food laboratories and research institutions accredited by National Accreditation Board for Testing and Calibration Laboratories or any other accreditation agency for the purposes of carrying out analysis of samples by the Food Analysts under the Act.*
- (b) *As per Section 43 (2) of the Act, the Food Authority shall establish or recognise by notification, one or more referral food laboratory or laboratories to carry out the functions entrusted to the referral food laboratory by the Act or any rules and regulations made thereunder.*

Audit scrutiny revealed that although proposals were submitted in April 2012 by Chief Public Analyst for establishment of six cluster laboratories⁹⁵ in the State and for upgradation of State Food Laboratory, Hyderabad as a referral laboratory, sanction for establishment as well as upgradation of State Food Laboratory **was not yet received** as of April 2014.

⁹⁴ to Public Analysts (four), Junior Scientific Officers (seven), Junior Analysts (15) and Lab Technicians (nine)

⁹⁵ **Visakhapatnam** (for Srikakulam, Vizianagaram and Visakhapatnam districts); **Eluru** (for East Godavari, West Godavari and Krishna districts); **Krishnapatnam** (for Guntur, Prakasam and SPS Nellore and Chittoor districts); **Kurnool** (for YSR Kadapa, Kurnool and Anantapuram districts); **Karimnagar** (for Warangal, Karimnagar, Khammam, Adilabad and Nizamabad districts); **Hyderabad** (for Ranga Reddy, Mahabubnagar, Nalgonda, Medak and Hyderabad districts)

Government replied (November 2014) that the matter would be considered denovo to establish laboratories based on the need and scientific study.

5.5.12 Establishment of Food Laboratory at Krishnapatnam Port

- (a) *Under Section 25 of the Act, no person shall import into India any article of food in contravention of provisions of the Act or rules and regulations made thereunder.*
- (b) *As per Section 47 of the Act, in case of imported articles of food, the authorised officer of the Food Authority shall take its sample and send to the Food Analyst of notified laboratory for analysis.*

Considering the increase⁹⁶ in cargo handling at Krishnapatnam Port in SPS Nellore district, Director, IPM submitted (September 2012) proposals to the Government to issue administrative sanction to establish Regional Public Health Laboratory at Krishnapatnam Port, stating that there were only two places (Hyderabad and Visakhapatnam) where testing of imported food items was permitted by GoI which was causing delay in testing of food items imported at this Port. However, Government is **yet to issue orders** in this regard as of April 2014.

Government replied (November 2014) that the issue was under its consideration.

5.5.13 Conclusion

As brought out above, Food Safety and Standards Act, 2006 was not being implemented in true letter and spirit in the State. Survey of food business establishments was not carried out and database of food business establishments was not maintained. Adequate samples were not lifted from food establishments, indicating poor surveillance on food business operators and lack of assurance about compliance with food safety norms by various food establishments. Non-compliance with key provisions of the Act endangers the quality of food and poses serious health hazard to general public.

Government attributed (November 2014) ineffective implementation of the provisions of the Act to administrative reasons, inadequate staffing, lack of mobility of field staff, absence of equipment, etc. and assured that the issues would be addressed appropriately and suitable remedial measures would be taken to resolve the issues.

⁹⁶ from 8.18 million metric tonne (MMT) to 13.6 MMT during the period 2008-11

Higher Education Department (Andhra Pradesh State Council of Higher Education)

5.6 Mismanagement of Examination Funds

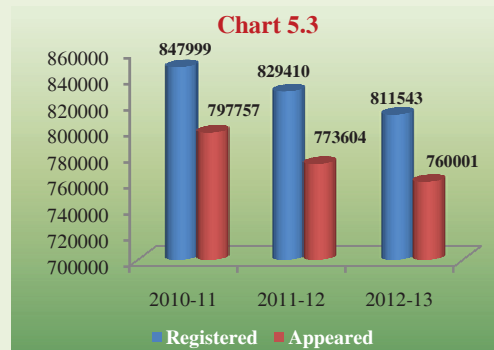
The Andhra Pradesh State Council of Higher Education (Council) was set up in April 1988 through an Act of Legislature to advise the Government on matters relating to higher education. Among the academic activities mandated to the Council was conducting entrance examinations for admission to higher educational institutions.

The Council conducts eight⁹⁷ Common Entrance Tests (CETs) every year in the State for admission of students to under graduate courses in engineering, medical and allied subjects. For each of these CETs, the Council identifies a specific University and one of its campus colleges (Convenor) for conducting the exam.

Audit scrutinised (September - December 2013) the books of accounts of the Council relating to CETs conducted during the period 2010-11 to 2012-13 and records of Convenors of these CETs to assess compliance with codal provisions and Government Orders with regard to conduct of these exams. Audit findings are discussed below.

5.6.1 Cost of examinations

Details relating to the number of applications received and number of candidates that appeared (for all eight CETs) during the three year period ending March 2013 is given alongside. As can be seen from the chart, there has been a progressive reduction in the number of applicants as well as candidates for the exams during the audit review period. Reasons for this reduction in numbers were, however, not forthcoming from the records of the Council.



Source: Data furnished by Council

Convenors collect fees from applicants and remit to Council. The latter advances funds to the Convenors from out of this application money for conducting the exams. Out of ₹59.83⁹⁸ crore received by the Council during the period 2010-13, it had advanced an amount of ₹42.50⁹⁹ crore to Convenors and of this, an expenditure of ₹41.48 crore was incurred by the Convenors. The unspent amount of ₹18.35 crore was lying with the Council in various bank accounts and as Fixed Deposits as of July 2014.

⁹⁷ EAMCET (Engineering, Agricultural and Medical CET), ECET (Engineering CET), EdCET (Education CET), ICET (Integrated CET for admission into MBA/MCA courses), LAW CET (Law CET), PECET (Physical Education CET), PGECET (Post Graduate Engineering CET) and PGLCET (Post Graduate Law CET)

⁹⁸ including the refunds (₹1.02 crore) made by the Convenors; 2010-11 - ₹20.04 crore; 2011-12 - ₹20.70 crore; 2012-13 - ₹19.09 crore

⁹⁹ 2010-11 - ₹13.12 crore; 2011-12 - ₹14.13 crore; 2012-13 - ₹15.25 crore

5.6.2 Non-furnishing of vouchers for Audit

The Convenors did not make available to Audit the vouchers for expenditure of ₹10.34 crore (out of total expenditure of ₹41.48 crore) despite specific request, quoting confidentiality on matters of setting of question papers and their printing. But, Audit has asked only for the details relating to breakup of expenses on exam paper setting and printing and not for the details relating to question setters and printers. Therefore, Audit cannot vouch for the expenditure of ₹10.34 crore stated to have been incurred by the Convenors of CETs during the last three years, on items of 'confidential' nature.

5.6.3 Mismanagement of funds by Convenors of CETs

5.6.3.1 Expenditure by Convenors

Apart from receipt of funds from Council for conduct of CETs, Convenors collect amounts towards cost of applications, late fee, revaluation fee, etc. directly from applicants. As per CET guidelines¹⁰⁰, these receipts are to be remitted to Council account, although no time limit has been prescribed. Further, as per CET guidelines, the money advanced by the Council is to be utilised by the Convenors only for the purposes connected with the conduct of examinations and the unspent funds are to be remitted to the Council along with the detailed accounts, on completion of examinations.

Expenditure by Convenors in contravention of CET guidelines

Audit scrutiny revealed that contrary to CET guidelines, Convenors have not been remitting the amounts collected by them (towards late fee, etc.) to the Council account and utilising these receipts (along with the amounts advanced by Council) towards conduct of examinations. During the period 2010-13 the Convenors had utilised an amount of ₹16.89 lakh from out of such receipts (₹31.90 lakh) towards conduct of examinations.

Further, Convenors (EAMCET 2010-12; ECET 2010-12; PGECET 2010 and ICET 2012) had utilised an amount of ₹20.01 lakh of the examination funds for unrelated items like purchase of cars (for use of Council officials despite Government banning such purchase of new vehicles), I-Pads, mobile phones, catering charges and gifts, etc. which amounted to misutilisation of examination funds.

Non-refund of unspent balances

Contrary to the guidelines, Convenors of CETs for the year 2010-11 retained unspent balances amounting to ₹28.91¹⁰¹ lakh with them as of July 2014. Further, they refunded an amount of ₹99.74 lakh to the Council with a delay ranging from one to four years.

5.6.3.2 Remittance of sale proceeds by Service Providers

Convenors of CETs 2010-2012 had entrusted the job of sale of application forms with instruction booklets to six service providers¹⁰². The latter were to remit all revenues realised at the agreed time schedule to specified bank accounts of CETs maintained by Council along with statements of sale proceeds.

¹⁰⁰ issued separately for each CET

¹⁰¹ LAWCET 2010: ₹22.06 lakh; PGLCET 2010: ₹4.27 lakh; PECET 2011: ₹2.58 lakh

¹⁰² AP Online, Post Offices, e-Seva centres, designated Andhra bank, Axis Bank and ICICI branches

Delayed/non-remittance of funds by service providers

As per MoU with service providers, the service providers should remit the amounts¹⁰³ collected by them towards sale of applications for CETs, etc. However, no penalty clause was incorporated in the MoUs for the delays in remittance of the amount (collected by them) by service providers.

Audit scrutiny revealed that service providers remitted an amount of ₹19.87¹⁰⁴ crore collected by them (in connection with sale proceeds of applications for CETs conducted during 2010-2012) with a delay ranging up to five months. Further, an amount of ₹2.87 crore relating to EAMCET 2012 has not been remitted as of March 2014 even after the lapse of two years.

Absence of penalty clause for delays in remittance in the MoU with service providers coupled with lack of pursuance by the Council towards remittance of receipts resulted in delayed remittances.

Non-furnishing statements of sale proceeds

Audit observed that barring Postal Department, none of the service providers had furnished the statements of sale proceeds and the Council had not pursued this with the service providers. In the absence of these statements, correctness of remittances of sale proceeds could not be verified in Audit.

5.6.3.3 Irregular transfer of exam funds

Convenor, LAW CET 2010 deposited (April 2011) unspent fund of ₹15.19 lakh in an unrelated dormant account (with Andhra Bank) instead of refunding to the Council. It was only after being pointed out by Audit that the amount of ₹16.85 lakh (inclusive of interest) was transferred to LAW CET account and subsequently to Council account. The Convenor did not furnish any specific reason for such transfer of unspent funds to an unrelated account.

5.6.3.4 Disbursements for unconnected items

During the period 2010-13, the Council disbursed an amount of ₹7.75 crore by way of financial assistance to Universities/higher educational institutions and to Secretariat departments for various purposes like conducting National/International seminars and conferences, advances towards salaries and establishment of AFRC¹⁰⁵ and CCE¹⁰⁶, vehicle hire charges, wages, etc. Out of this, an amount of ₹3.65 crore was not related to its direct line of operations.

¹⁰³ within the stipulated period of next one week

¹⁰⁴ Postal Department: ₹12.58 crore, AP Online: ₹2.14 crore, e-Seva: ₹3.19 crore and Banks: ₹1.96 crore

¹⁰⁵ Admission and Fee Regulation Committee

¹⁰⁶ Commissioner of Collegiate Education

5.6.4 Deficient internal controls

Audit scrutiny revealed inadequate internal controls in maintenance of cash book, register of valuables, stock register, etc. relating to CET funds as detailed below.

5.6.4.1 *As per AP Treasury rules, every Drawing Officer has to maintain Cash Book in APTC Form 5 and it should be closed regularly showing the balance available including that in all subsidiary Cash Books.*

Scrutiny of cash book of the Council revealed that entries were not recorded in chronological order, not attested by the competent authority and balances were not reconciled with bank statements at any time, providing scope for fudging accounts.

5.6.4.2 *As per para 3.39 of Handbook of instructions on Financial Accountability issued (August 2008) by Government, moneys received in the form of demand drafts (DDs), etc. are to be posted in the Register of Valuables immediately on their receipt and sent to bank for realisation without any delay.*

Council had not maintained the 'Register of Valuables' to account for the DDs received from service providers. Convenors have also not maintained such a Register to account for the DDs received from applicants/service providers. As of July 2014, DDs worth ₹2.05 lakh were lying with Convenors since October 2010 instead of remitting into bank. Convenors were also not reconciling their receipts with bank statements. Thus, there was no assurance of all the DDs received being duly accounted for in the CETs accounts.

5.6.4.3 *As per section 3.36 of Handbook on Financial Accountability, every Head of Office should maintain a suitable stock account for the stores purchased by him and held in his custody with a view to prevent losses. Separate stock registers should be maintained for expendable stores and non-expendable stores.*

Convenors had not maintained Stock Register for recording the details of articles/equipment procured for conducting CETs.

5.6.5 Conclusion

Inadequate monitoring and control by Council with regard to amounts available and spent by Convenors of CET led to several lacunae in financial management by the Convenors and blocked availability of funds with the Council. CET guidelines were not complied with and delays in refunding unspent balances by Convenors, parking of CET funds outside Convenor accounts, non-maintenance of key control registers like cash book, register of valuables, etc. were fraught with risks of misutilisation of examination funds.

The matter was reported to Government in July 2014; reply has not been received (December 2014).

School Education Department

5.7 AP Text Book Press

Government established Text Book Press at Hyderabad (Press) in 1958 with the objective of printing and supplying nationalised text books to students pursuing State syllabus from Class I to X.

Audit of records in the office of Director, Andhra Pradesh Government Text Book Press, Hyderabad was carried out during August 2013 to January 2014 covering the functioning of Press during the period 2010-14. Significant observations are given below.

5.7.1 Modernisation of Printing Press

This Press is equipped with 31 printing machines which were procured and installed during 1958-1990 with an installed Annual Printing Capacity (APC) of 4,604 MT. APC of Press for printing the books in single colour has decreased gradually from 1,400 MT (2010-11) to 1,000 MT (2013-14) while the requirement of printing has increased from 16,558 MT to about 21,076 MT during the corresponding period. Since the installed capacity was inadequate, printing activity was outsourced from the academic year 1974-75 onwards.

Audit observed that, though the working capacity of the Press was not fully utilised due to frequent breakdowns and non-availability of spares, Government has not procured any new machines to augment the printing capacity nor modernised this Press to cater to its current requirements.

Year-wise details of text books printed at Government Press and at private press during 2010-11 to 2013-14 were as follows.

Table-5.6

Year	Number of text books (in MT)			Cost of printing (₹ per MT)		
	Total printed	Printed at Govt. Press (Percentage)	Printed at private Press (Percentage)	Cost of printing in Press	Rate paid to private printers	Difference in cost
2010-11	16558	1020 (6)	15538 (94)	4005	8923	4918
2011-12	18089	770 (4)	17319 (96)	5552	8875	3323
2012-13	23845	338* (1)	23507 (99)	4831	5944	1113
2013-14	21076	550* (3)	20526 (97)	4345	5645	1300

*Apart from these books, Press printed 592 MT of books for Adult Education department during 2012-13 and 64 MT of books for Rajiv Vidya Mission during 2013-14.

As against budget provision/release of ₹358.80 crore to the Press during the period 2010-11 to 2012-13, ₹330.70 crore was expended. Only about 13 per cent of the budget released was utilised for core printing activities¹⁰⁷ and the remaining amounts were spent on items such as salaries, other contractual services, Other Office Establishment (OOE), etc.

¹⁰⁷ under Minor Head 160 - Publications: 2010-11: ₹10.50 crore; 2011-12: ₹10.42 crore and 2012-13: ₹21.78 crore

At the request of Director (August 2010), Government released ₹3.29 crore in December 2011 for modernisation of Press which were however, utilised¹⁰⁸ for payment of pending paper bills in March 2013 and no funds were utilised for its modernisation. Though Government initiated the purchase process for modernisation of the Press in January 2012 the same was stopped after opening of bids (August 2012) as it wanted a cost benefit analysis of printing in the Press as compared to outsourcing. As a follow-up to this, Director reported to Government in December 2012 that the investment on modernisation would be recouped within a year and would enable supply of books on time to schools apart from being able to cater to the printing needs of other sister departments. On a subsequent request for funds by the Director in February 2014, Government sanctioned (August 2014) ₹6.57 crore for modernisation of Press. However, the requisite administrative sanction has not been issued and the modernisation process has not commenced as of September 2014.

5.7.2 Non-inclusion of wastage/scrap allowance in contracts

During the four year period 2010-11 to 2013-14, out of 79,568 MT of material, 2,678 MT was printed in the Press and the balance 76,890 MT was got printed through private printers. Cost of printing at private press was ₹68.87 crore (₹17.22 crore per year on an average). Though, printing was outsourced, paper used for printing was supplied by Government Press.

Audit scrutiny of the expenditure revealed that in respect of printing jobs undertaken by the Press on its own, a standard allowance of 10.45¹⁰⁹ per cent was being allowed for scrap. However, in the case of outsourced printing, Press did not include suitable clause relating to remittance (by private printer) of amount to Government on account of scrap allowance. As a result, the amount realised on sale of scrap paper was retained by private printers instead of remitting to Government account. Considering the value of scrap at 10.45 per cent realisable for material printed in private press, loss sustained by Government on this account during the period 2010-14 would amount to ₹14.65 crore¹¹⁰.

On the lapse being pointed out in Audit, Director stated that the clause relating to remittance of amount relating to sale of scrap would be incorporated in future tenders. Government did not offer specific remarks on the issue while endorsing the reply of the Director.

Thus, Government by not giving adequate attention to modernisation of Text Book Press was forced to incur additional expenditure on printing text books in private press which resulted in increased dependence on private printers without furthering the printing capabilities of the Press.

¹⁰⁸ on the orders of Government

¹⁰⁹ Trimming scrap per machine: 8.45 per cent and wastage allowance: 2 per cent (Total 10.45 per cent)

¹¹⁰ 2010-11: 1,624 MT (10.45 per cent of material printed in private presses) at ₹14,850 per MT; 2011-12: 1,810 MT at ₹18,500; 2012-13: 2,456 MT at ₹18,800 and 2013-14: 2,145MT at ₹19,850

Higher Education (Technical Education) Department (Rajiv Gandhi University of Knowledge Technologies)

5.8 Idle/Unfruitful expenditure on equipment

Equipment procured by RGUKT at a cost of ₹3.18 crore without immediate requirement, remained idle for over one to five years rendering the expenditure idle/unfruitful. Besides, equipment procured at the cost of ₹16.70 crore were lying idle due to non-completion of civil works/non-appointment of skilled operators

Government of Andhra Pradesh established Rajiv Gandhi University of Knowledge Technologies (RGUKT) in April 2008 with headquarters office in Hyderabad and three constituent residential campuses¹¹¹ offering a six year¹¹² integrated course after 10th standard leading to award of Bachelors degree.

For the first year i.e. 2008-09, procurement of equipment was entrusted to Andhra Pradesh Medical Services Infrastructure Development Corporation (APMSIDC), the agency designated by Government for facilitating procurement of equipment, construction of buildings, etc. for the Health, Medical and Family Welfare Department. During the period 2008-14, RGUKT headquarters procured equipment and furniture¹¹³ worth ₹196.23 crore for distribution to its headquarters and campuses. Audit scrutiny in this regard revealed the following.

5.8.1 Mechanised washing facilities

APMSIDC suggested (December 2009) procurement of a laundry equipment (Star White Laundry Equipment) for providing mechanised washing facilities to students of the three campuses at a contract rate of ₹48.21 lakh per unit. RGUKT, however, issued purchase order (December 2009) on a local firm for supply of three machines other than the make suggested by APMSIDC, at a cost of ₹1.66 crore on the ground of dire necessity/ immediate requirement. Scrutiny further revealed that although the machines were supplied by the firm between April and June 2010, the machines could not be installed due to non-completion of the construction of buildings and were lying idle in the three campuses as of January 2015.

On the matter being pointed out in Audit, Government confirmed (February 2015) that the machines could not be installed due to non-completion of the construction of buildings. Scrutiny of records in this regard revealed that although the building works entrusted in March/August 2008 were to be completed by August 2010, these were not completed as per schedule. Procurement of equipment without immediate requirement thus resulted in the equipment lying idle leaving scope for it to become obsolete. Warranty period of three years for these machines has also lapsed by 2013.

¹¹¹ Basara (Adilabad), RK Valley (Idupulapaya -YSR Kadapa) and Nuzivid (Krishna)

¹¹² two-year Pre University Course followed by a four-year Engineering Course

¹¹³ Laptops, Steam Kitchen, Uniforms, Lab equipments, Shoes & socks, Modular Kitchen equipment, Furniture, IT Infrastructure, Desktops, Steel cots, Dining tables & chairs

5.8.2 Kitchen equipment

RGUKT procured kitchen equipment at a cost of ₹17.63 crore during August 2008 to March 2013 and supplied to its three campuses. Out of these, Audit scrutiny revealed that equipment¹¹⁴ valuing ₹1.52 crore were lying idle. It was further observed that:

- (i) Equipment worth ₹1.08 crore (out of ₹1.52 crore) were not feasible for the kitchens in the campuses of RGUKT as confirmed by the Directors of the campuses.
- (ii) Equipment valuing ₹64.57 lakh were procured (2008-09: ₹24.51 lakh and 2009-10: ₹40.06 lakh) even without receiving indents from the campuses which were lying unutilised as of January 2015. Equipment of similar nature worth ₹44.19 lakh were procured again during 2009-10 (₹4.10 lakh), 2010-11 (₹4.08 lakh) and 2011-12 (₹36.01 lakh) without ascertaining the status of utilisation of the equipment procured and supplied earlier to the campuses. These were also lying unutilised as of January 2015.
- (iii) Equipment¹¹⁵ worth ₹42.86 lakh were procured although these were not required for the campuses. These were meant for items like ice cream, meat, etc. which were not in the menu of canteen.

An item 'Conveyor type dish wash unit' (to be supplied to RK valley campus) was procured (August 2011) at a cost of ₹13.34 lakh and the amount was paid to the supplier firm, although the equipment was not supplied by the firm as of February 2014.

Government replied (February 2015) that report was called for from the Director of RK Valley campus in this regard.

Thus, the expenditure of ₹1.52 crore incurred on the kitchen equipment was rendered wasteful.

5.8.3 Air conditioning plants

RGUKT had installed central Air Conditioning Plants in the three campuses at a total cost of ₹15.68 crore¹¹⁶ during July 2011 to April 2013. Scrutiny revealed that:

- In Nuzivid campus, AC plant was not being used due to non-availability of skilled operators.
- In RK Valley the plant was rarely being utilised. When the reasons were called for it was replied that (December 2014) the relevant records were not maintained and the plant had been operated for about 30 hours only from September 2013 to December 2014 to avoid mechanical problems of motors and valves.
- At Basara, the AC plants were lying idle as of January 2015 due to non-completion of civil works.

¹¹⁴ Conveyor type dish wash unit, chapatti maker, milk/tea boiler, bulk cooker (frying/tilting type), ice cream unit, hot food cabinet, conveyor toaster, etc.

¹¹⁵ Ice cream parlour, hot food cabinet, meat mincer, exhaust hood, conveyor toaster, etc.

¹¹⁶ Basara: ₹4.14 crore, Nuzivid: ₹6.52 crore and RK Valley: ₹5.02 crore

5.8.4 Lifts

RGUKT procured lifts at a cost of ₹1.02 crore which were installed in the three campuses during April 2011 and July 2012. Audit scrutiny however revealed that the lifts were not put to use in the campuses as of January 2015 due to non-completion of civil works (Basara and RK Valley) and non-appointment of lift operators (Nuzivid).

In its reply (February 2015) Government stated that on completion of all the construction activities the equipment would be installed.

Thus, equipment procured by RGUKT at a cost of ₹3.18 crore without immediate requirement, remained idle for over one to five years rendering the expenditure idle/unfruitful. Besides, equipment procured at the cost of ₹16.70 crore were lying idle due to non-completion of civil works/non-appointment of skilled operators.

Hyderabad
The



(VANI SRIRAM)
Principal Accountant General (G&SSA)
Andhra Pradesh & Telangana

Countersigned



New Delhi
The

(SHASHI KANT SHARMA)
Comptroller and Auditor General of India

Appendices

Appendix-1.1
(Reference to paragraph 1.6 page 3)

Department-wise break-up of outstanding Inspection Reports and Paragraphs

Department	Number of IRs/Paragraphs pending as of 30 September 2014	
	IRs	Paragraphs
Backward Classes Welfare	47	478
Consumer Affairs, Food and Civil Supplies	197	608
Finance	11	58
General Administration	104	373
Health, Medical and Family Welfare	760	5705
Higher Education	1311	6707
Home	304	1503
Housing	11	104
Labour, Employment, Training and Factories	288	1116
Law	248	801
Minorities Welfare	22	166
Municipal Administration and Urban Development	267	4798
Panchayat Raj and Rural Development	755	5430
Planning	57	297
Revenue	152	1052
School Education	343	3092
Social Welfare	66	888
Tribal Welfare	105	1489
Women, Children, Disabled and Senior Citizens	232	1056
Youth Advancement, Tourism and Culture	180	1005
Total	5460	36726

Appendix-1.2
(Reference to paragraph 1.6 page 4)

Position of Pending Explanatory Notes as of January 2015

Department	2005-06	2006-07	2008-09	2009-10	2010-11	2011-12 (G&SSA)	2012-13 (G&SSA)	Total
Backward Classes Welfare	-	-	-	-	-	1	-	1
Consumer Affairs, Food and Civil Supplies	-	-	-	-	-	-	1	1
Finance	-	-	-	1*	-	1	1	3
Health, Medical and Family Welfare	-	-	-	-	-	-	1	1
Higher Education	-	-	-	-	-	2	-	2
Home	-	1*	-	-	-	1	1	3
Housing	-	-	-	-	-	-	3	3
Minorities Welfare	-	-	-	-	-	1	-	1
Municipal Administration and Urban Development (Municipal Administration Wing)	-	-	-	-	-	1	-	1
Panchayat Raj [§]	-	-	-	-	-	-	1	1
Rural Development [§]	-	-	-	-	-	-	1	1
Revenue	-	-	-	-	-	-	2	2
Rural Water Supply and Sanitation [§]	-	-	-	-	-	1	-	1
School Education	-	-	-	-	-	-	2	2
Social Welfare	-	-	-	-	-	1	-	1
Tribal Welfare	-	-	-	-	1	1	-	2
Youth Advancement, Tourism and Culture	1	1	2	1	1	-	-	6
Total	1	2	2	2	2	10	13	32

*in respect of Audit Report on 'Revenue Receipts'

[§]under one Secretariat department 'Panchayat Raj and Rural Development'

Appendix-2.1

(Reference to paragraph 2.2.3.1 page 13)

Number of units selected for detailed audit scrutiny

a) Number of test checked Sub-centres (SCs), Primary Health Centres (PHCs), Community Health Centres (CHCs), Area Hospitals (AHs) and District Hospitals (DHs) in Sampled districts

Sl. No.	District	Number of units test checked				
		SCs	PHCs	CHCs	AHs	DHs
1	East Godavari	52	26	4	1	1
2	Visakhapatnam	40	20	3	1	--
3	Kurnool	36	18	3	1	1
4	Chittoor	46	23	3	1	1
5	Warangal	34	17	4	1	--
6	Mahabubnagar	40	20	1	1	1
7	Hyderabad	--	10	--	1	1
	Total	248	134	18	7	5

b) Number of test checked Medical Colleges and Teaching Hospitals in Sampled districts

Sl. No.	District	Number of test checked units	
		Medical Colleges	Teaching Hospitals
1	East Godavari	1	1
2	Visakhapatnam	1	1
3	Kurnool	1	1
4	Chittoor	1	1
5	Warangal	1	1
6	Mahabubnagar	--	--
7	Hyderabad	2	2
	Total	7	7

Appendix-2.2
(Reference to paragraph 2.3.3 page 15)

(a) Shortage of equipment in test checked medical colleges

Sl. No.	Department	Name of the Equipment	Number of Colleges not having equipment
1	Anatomy	Drill Machine	6
		Plastic Tanks for Storage for storing soft and dissection parts	4
2	Physiology	Electric Time Makers	6
3	Bio-chem	Autoclave	7
4	Pathology	Freezing Microtome	3
		Autoclave Electric	4
5	Forensic	Distillation Plant	7
		Digital Spectrometer	7
		Digital PH Meter	7
6	Community Medicine	Barometer	6
		Autoclave	6
		Extraction Apparatus	7
		Electrical Steriliser	5
		Spirit Hydrometer	6

(b) Shortage of equipment in test checked teaching hospitals

Sl. No.	Department	Name of the Equipment	Number of hospitals not having equipment
1	Paediatrics	Multistix	3
		Biopsy Needles	4
2	General Surgery	Over Head Projector	2
		Incubators/Transport Incubators	7
3	Orthopaedics	Portable X-ray Machine	3
4	Radiotherapy	Related items	3
5	Anesthesiology	Manual Suction Machine	3

Appendix-2.3
(Reference to paragraph 2.4 page 16)

(a) Shortage of equipment in test checked Sub-centres

Sl. No.	Equipment	Number of SCs not having equipment
1	Examination Table	54
2	Stethoscope	37
3	Medicine Chest	154

(b) Shortage of equipment in test checked Primary Health Centres

Sl. No.	Equipment	PHCs not having equipment
1	Baby Cots	124
2	Equipment for Assisted Vacuum Delivery	114
3	Laryngoscope & Endotracheal Tubes	107
4	Manual Vacuum Aspiration	115
5	Radiant Warmers	94
6	Assisted Forceps Delivery	89
7	Suction Machine	79
8	Stretcher on Trolley	78
9	Microscope	62
10	Functioning of OT	69
11	Wheel Chair	50

(c) Shortage of equipment in test checked Community Health Centres

Sl. No.	Equipment	CHCs not having equipment in full
1	Standard Surgical Set –II	18
2	IUD Insertion Kit	18
3	Standard Surgical Set –III	18
4	Standard Surgical Set –IV	18
5	Standard Surgical Set –V	18
6	Standard Surgical Set –VI	18
7	Equipment for anaesthesia	18
8	Equipment for Neo-natal resuscitation	18

(d) Shortage of equipment in test checked Area Hospitals

Sl. No	Equipment	AHs not having equipment
Total number audited		7
Labour Ward and Neo-natal Equipment:		
1	Room Warmer	6
2	Cardio Tocograph (CTG) Monitor	7

Immunization Equipment:		
3	Room Heater/Cooler	6
ENT Equipment:		
4	Operating Microscope	6
5	Impedance Audiometer	7
6	Mastoid Set	7
7	Micro Ear Set Myringo plasty	7
8	Otoscope	6
Eye Equipment:		
9	Auto Refractometer	7
10	Flash Autoclave	6
Operation Theatre Equipment:		
11	Operating Table non-hydraulic field type	6
Lab Equipment:		
12	Distilled water plant	7
13	Cell Counter Electronic	6

(e) Shortage of equipment in test checked District Hospitals

Sl. No.	Equipment	DHs not having equipment
1	Cardiopulmonary Equipment - Cardiac Monitor	3
2	Labour ward/Neo-natal/SNCU - Cardio Toco Graphy Monitor	5
3	Immunization Equipment - 5 KVA Generator	4
ENT		
4	Impedance Audiometer	4
5	Laryngoscope fibreoptic ENT	4
6	Otoscope	4
Operation Theatre Equipment		
7	Operating Table non-hydraulic field type	4
8	Ultra violet lamp philips model 4 feet	5
Laboratory Equipment		
9	Distilled water plant	5
10	Cell Counter Electronic	4
11	Hot Plates	4
12	Floatation Bath	4
13	Automatic Blood Gas Analyser	4
14	Histopathology Equipment	4

Appendix-3.1
(Reference to paragraph 3.3 page 43)

Schemes implemented for the welfare of tribals

(a) Government of India Schemes

Sector	Scheme/ Programme	Year of commencement	Intended objective	Funding pattern
All round development	Tribal Sub-Plan (TSP)	1975	To protect tribals from exploitation and bridge the gap in development between tribal areas and plain areas	100 per cent by GoI
Education	Hostels for ST Boys and Girls	1977	Augment educational facilities to ST students and reduce drop-out rates at middle/higher level education	50:50 by GoI and State Government
	Ashram Schools	1974	Provide conducive environment for education of ST boys and girls through dedicated residential schools	50:50 by GoI and State Government
	Vocational Training	1970	Impart vocational training to ST youth to increase their employability	100 per cent by GoI
	Pre-Matric Scholarship for needy Scheduled Tribes children studying in classes IX and X	1970	Twin objectives - support parents of tribal students in classes IX and X to reduce drop outs, especially during transition from elementary to secondary and during secondary schooling stage, and to help ST students in classes IX and X of Pre-Matric stage, so that they perform well and have a better chance of progressing to Post-Matric stages of education	100 per cent by GoI
	Post-Matric Scholarship	1970	To promote higher education among ST students	100 per cent by GoI
Economic Support schemes	Development of Particularly Vulnerable Tribal Groups (PVTGs)	2007-08	Implementation of prioritised activities as per "Conservation-cum-Development (CCD) Plans for PVTGs"	100 per cent by GoI
	Special Area Programme of SCA to TSP	2006	Support initiatives of State Governments to provide income earning opportunities in tribal areas	100 per cent by GoI
Education, construction of roads, Minor irrigation projects and provision of infrastructure	Schemes under Article 275(1) of the Constitution of India	Funds were being provided based on requirement	Ensure effective delivery of public goods and services to tribal people through ITDAs/ITDPs/Micro-projects as well as capacity building institutions (TRIs)	100 per cent by GoI

Sector	Scheme/ Programme	Year of commencement	Intended objective	Funding pattern
NABARD	Construction of roads, high schools/ junior colleges and mini Hydel power projects in tribal areas	Works were taken up in different years/in different phases	For improved road connectivity, transportation, improved educational facilities and poverty alleviation	Loan from NABARD

(b) State Government Schemes

Apart from contributing 50 per cent share in construction and operation of hostels for ST students and Ashram schools, State Government has also been implementing two schemes for furthering the educational opportunities of tribal students as detailed below.

- (i) Reimbursement of Tuition Fees and Post-matric scholarships for ST students
- (ii) Construction of School complexes for providing infrastructure support to Ashram Schools

**Appendix-3.2
(Reference to paragraph 3.4.2.3 page 47)**

Diversion of Funds

District	From	To	Amount (₹in crore)
Warangal (ITDA, Eturunagaram)	ESS	Medaram Jathara	3.03
	MI & BT works		0.70
Adilabad (EE (TW), Utnoor)	CCDP	Various other schemes	0.15
Executive Engineer, TW (Srisailam)	Rural Water Supply (ARWS)	Mandal Skill Development Centres	0.23
	Kasturba Gandhi Balika Vidyalaya (KGBV)	Refund of deposits	0.43
		Re-imburement of VAT	0.52
		Gurukulam, CSS etc.	0.94
	MPLADS funds – provided for construction of Mandal Skill Development Centres	Unapproved ARWS works	0.22
	NABARD	NRDWP (ARWS – TSP)	0.15
Interest earned on KGBV funds	Hiring of vehicles	0.11	
Vizianagaram (PO, ITDA, Parvathipuram)	GVVK Grant	Computer Education	1.42
East Godavari (ITDA, Rampachodavaram)	SCA to TSP	NREGA	0.41
	ESS to Other Grants in Aid		0.20

Appendix-3.3
(Reference to paragraph 3.4.2.5 page 48)

**District/ITDA-wise 'National Scheduled Tribe Finance Development Corporation' loan
outstanding amount particulars**

(₹ in crore)

Sl. No.	District/ITDA	Loan disbursed	Loan recovered	Balance pending
1	Srikakulam	0.40	0.29	0.11
2	Vizianagaram	1.27	0.72	0.55
3	Visakhapatnam	1.60	0.89	0.71
4	East Godavari	1.55	0.03	1.52
5	West Godavari	0.72	0.29	0.43
6	Khammam	2.10	0.00	2.10
7	Warangal	2.06	0.08	1.98
8	Adilabad	3.01	0.29	2.72
9	Srisailam	0.90	0.23	0.67
10	SPS Nellore	0.44	0.18	0.26
	Total	14.05	3.00	11.05

Appendix-5.1
(Reference to paragraph 5.1.2 page 79)

List of selected monuments for joint physical verification

Sl.No.	Name of the Monument	Village	Mandal
Anantapuram district			
1	Sri Chennakesava Swamy temple	Patnam	Kadiri
2	Patigadda site	Sasani Kota	Parigi
3	Sri Chennakesava Swamy temple	Kodavakallu	Putlur
4	Sri Chennakesava Swamy temple	Komali	Tadipatri
5	Sri Kona Ranganadhaswamy temple	Allur Kona	
6	Sri Chenna Kesava Swamy temple	85 Nittoor	Yellanuru
7	Sri Lakshmi Narasimhaswamy Temple	Kadiri	Kadiri
8	Kundurpi fort	Kundurpi	Kundurpi
9	Sri Kodandarama Swamy temple	Kundurpi	
10	Hill fort (known as Pallikonda Kambam Narasimhawamy Konda), Rallagutta	Konakondla	Vajrakaruru
11	Kambhjam Narasimha Swamy konda	Konakondla	Vajrakaruru
12	Sri Anjaneya Swamy temple	Budagavi	Uravakonda
13	Sri Chennakesava Swamy temple	Pullalarevu	Raptadu
14	Sri Chennakesava Swamy temple	Kallumadi	Singanamala
15	Malle Obula Narisimha Swamy temple	Pampanuru	Atmakuru
16	Pasupathinadha Temple	Chadam Bondakal	Rayadurg
Kurnool district			
1	Ruins of Gopalaraja palace	Kurnool	Kurnool
2	Sri Panchaligeswara Swamy temple (known as Eswara Swamy)	Panchalingala	Kurnool
3	Chennakesava Swamy temple	Polikal	Guduru
4	Sri Basaveswara Swmay temple	Polikal	Guduru
5	Rock Painting (Pre-historic)	Ketavaram	Vorvakal
6	Mahanandeswara Swamy temple	Thimmapuram	Mahanandi
7	Sivanandiswara Swamy temple (Chalukyan period)	Kadamala Kalva	Bandi Atamkur
8	Sri Laxminarayana Swamy temple	Kolimi Gundla	Kolimi Gundla
9	Laxmi Narasimha Swamy temple	Eguva Ahobilam	Alagadda
10	Narasimha Swamy temple	Diguva Ahobilam	Alagadda
11	Ancient fort	Sanjamala	Nossam
Guntur district			
1	Sri Sakaleswara Swamy temple	Nandur	Ponnur
2	Rock cut cave	Sitanagaram	Tadepalli
3	Megalithic Burial	Motahdaka	Tadikonda
4	Sri Nageswara Swamy temple	Chebrolu	Chebrolu
5	Sri Parvathi Ammawari temple	Chebrolu	Chebrolu
6	Ruined fort	Chandole	Pittalavanipalem
7	Gramadevata (Bandlamma temple)	Chandole	Pittalavanipalem
8	Sri Gantala Ramalingeswara Swamy temple	Tangeda	Dachepalli
9	Siva temple	Tangeda	Dachepalli
10	Sri Janardhana Swamy temple	Madugula	Gurajala
11	Ancient temple (Veerula gudi)	Karempudi	Karempudi
Krishna district			
1	Hill fort and ruined palace	Kondapalli	Ibrahimpatnam
2	Mud fort (Powder Magazine)	Kanukollu	Mandavalli
3	Sri Venugopala Swamy temple	Movva	Movva
4	Boudharamam	Munjuluru	Bantumilli

Sl.No.	Name of the Monument	Village	Mandal
Hyderabad district			
1	Mushirabad mosque	Mushirabad	Mushirabad
2	Armanian cemetery	Uppuguda	Charminar
3	Mir Alam tank cairns	Miralam Tank	Rajendranagar
4	Sculptures at Tilak Road (Nandi image and Elephant carved in black granite stone)	Premises of Khadi Board	Nampalli
5	Gun Foundry	Gun Foundry	Nampalli
6	Toli masjid	Carwan	Golkonda
7	Shamsheerkota	Golconda	Golkonda
8	Taramati Baradari and Premamati,	Golkonda (Rahmath Nagar)	Golkonda
9	Darga Hazratha Saidani-Ma-Saheba	Boarts Club	Secunderabad
Mahabubnagar district			
1	Hindu temples and inscriptions	Ghanpur	Ghanpur (Quilla)
2	Muslim fort and Shah Ali darga	Alampur	Alampur
3	Old Hindu temple	Alampur	Alampur
4	Hindu temple and inscriptions	Lingal	Lingal
5	Hindu temple and sculptures	Mannanur	Amrabad
6	Dolmens	Kummaronipalli	Achampet
7	Old Hindu fortress	Gadwal	Gadwal
8	Hindu temples and inscriptions	Poodur	Gadwal
9	Jami masjid (Old mosque Muslim period)	Wanaparthy	Wanaparthy
10	Cairns (Megalithic burials)	Dindi project	Dindi
11	Cairns site	Dindi project	Dindi
12	Hindu temple	Raghupathipet	Kalvakurthy
13	Jami masjid (Muslim period)	Badepalli	Jedcharla
14	Cairns (locally known as Rakasi gullu)	Badepalli	Jedcharla
15	Stone circles and remains	Jedcharla	Jedcharla
16	Cairns	Nazrullabad	Jedcharla
17	Ancient monuments and remains (Buddhist)	Alvanpalli	Jedcharla
18	Old mosque (Muslim period)	Bijinepalli	Bijinepalli
19	Stone circle (Megalithic burials)	Balanagar	Balanagar
20	Sri Mallikarjuna Swamy temple	Makthal	Makthal
21	Megalithic burials	Ramachandrapur	Mahabubnagar
Nalgonda district			
1	Monolithic pillar	Nalgonda	Nalgonda
2	Old Dams Telegu and Parsian inscriptions (the tank was built in 1551 by Ibrahim Qutub Shahi)	Nalgonda	Nalgonda
3	Dolmens cairns venues	Phanigiri	Thirumalagiri
4	Stone circles	Itur	Thirumalagiri
5	Stone circles	Aravapalli	Aravapalli
6	Avenues (Megalithic burials)	Jankipur	Suryapet
7	Ugranasimha Swamy temple	Undragunda	Suryapet
8	Cairns and menhirs	Nakirekal	Nakirekal
9	Muslim mosque dargah and fort	Nagulapadu	Penphad
10	Cairns	Lingala	Penphad
11	Cairns	Huzurnagar	Huzurnagar
12	Sri Adivaraha Laxmi Narasimha and Venugopala Swamy temple	Burugadda	Huzurnagar
13	Sri Parvathi Bhimeswara Swamy temple	Huzurnagar	Huzurnagar
14	Sri Kanaka Durga Ammavari temple	Huzurnagar	Huzurnagar
15	Fortification	Raigir	Bhongir

Sl.No.	Name of the Monument	Village	Mandal
16	Inscriptions in fort (inscriptions in fort and town of Bhongir)	Bhongir	Bhongir
17	Dargah of Hazarat Zamal Bahar	Bhongir	Bhongir
18	Basavanna temple	Koravaram	Bhongir
19	Someswara and Veerananarayana temple and Jain temple	Kolanapaka	Aleru
20	Fort (Old Hindu fort)	Devarakonda	Devarakonda

Appendix-5.2
(Reference to paragraph 5.2.5.6 page 97)

Payment of financial assistance without verification

(figures in ₹)

Name of the District	No of Records	Amount	Administrative charges	Total amount
Srikakulam	10	75200	4800	80000
Vizianagaram	35	656400	37950	694350
Visakhapatnam	35	460500	21300	481800
East Godavari	138	2633250	110000	2743250
West Godavari	138	1656350	68800	1725150
Krishna	374	4296619	180100	4476719
Guntur	755	14365304	746950	15112254
Prakasam	345	7074253	327650	7401903
SPS Nellore	369	5199320	226350	5425670
Chittoor	1110	24187170	991300	25178470
YSR Kadapa	802	16756090	864750	17620840
Anantapuram	1326	20892490	983450	21875940
Kurnool	1779	40601930	1812880	42414810
Mahabubnagar	442	5839835	210700	6050535
Ranga Reddy	682	11791600	572000	12363600
Medak	926	16171935	734000	16905935
Nizamabad	857	14624084	717050	15341134
Adilabad	603	8566322	395550	8961872
Karimnagar	494	4635330	193850	4829180
Warangal	345	3528807	145850	3674657
Khammam	163	2337100	103650	2440750
Nalgonda	488	5769300	239150	6008450
Total	12216	212119189	9688080	221807269

Appendix-5.3
(Reference to paragraph 5.3.9 page 111)

Citizen Centric Services to be provided by CCTNS

1. Copy of Inquest/Panchanama
2. Copy of First Information Report
3. Copy of Post-Mortem Report
4. Copy of Charge Sheet
5. Report on Missing of Passport
6. Report on Missing of Cell Phone
7. Report on Missing of Certificate/Documents
8. Report on Missing of Registration Certificate/Driving License, etc.
9. Licences/Permissions
10. Permission for Barat /Processions
11. Shifting Vehicle from Andhra Pradesh to other States
12. Police Clearance Certificate (Visa/passport, etc.)
13. Cycle Stand (Vehicle Parking)
14. Visa up to 1 year
15. Visa up to 3 years
16. Penal Fee (After expiry of VISA due date)
17. Visa up to 5 years
18. Verification of Character and Antecedents (Non-Government Public Sector) per case
19. Verification of Character and Antecedents (Corporate – Private) per case
20. Hiring of Police Personnel
21. Inspector/Reserve Inspector (Day)
22. Inspector/Reserve Inspector (Night)
23. S.I./R.S.I.(Day)
24. S.I./R.S.I.(Night)
25. ASI/ARSI (Day)
26. ASI/ARSI (Night)
27. Head Constable (Day)
28. Head Constable (Night)
29. Police Constable (Day)
30. Police Constable (Night)
31. Deployment of PSO (per HC per Month)
32. Deployment of PSO (per PC per Month)
33. Licenses/Permissions (Initial/Renewal)
34. Category 1 (5 Star) (Initial)
35. Category 1 (5 Star) (Renewal)
36. Category 2 (3 Star) (Initial)
37. Category 2 (3 Star) (Renewal)
38. Category 3 (Ordinary) (Initial)
39. Category 3 (Ordinary) (Renewal)
40. Cyber Café (initial/renewal)
41. Ganesh/kali MaataPandal statue establishment
42. Restaurant (Initial)
43. Restaurant (Renewal)
44. Tea/Paan Stalls (Initial)
45. Tea/Paan Stalls (Renewal)
46. One Band Type Loud Speaker (Per Day)
47. Off Course Betting Centre (License)

48. Off Course Betting Centre (Renewal)
49. Hyderabad Race Club (Per day)
50. Hyderabad Race Club (Application Form)
51. Permission for Film/TV Shooting
52. Permission for Show/Benefits Show
53. Permission for religious festivals/jatras
54. Permission for temp fireworks/cracker shops (retail)
55. Permission for permanent fireworks/cracker shops (retail)
56. Band Music & Dance in Hotels/Restaurants, etc. (Per Annum for Fresh License)
57. Band Music & Dance in Hotels/Restaurants, etc. (Annual Renewal)
58. Exhibition, Cultural Programmes, Fashion Show, Personality Contest (Application Fee) (Commercial)
59. Exhibition, Cultural Programmes, Fashion Show, Personality Contest (Per Day) (Commercial)
60. Exhibition, Cultural Programmes, Fashion Show, Personality Contest (Application Fee) (Non-Commercial)
61. Exhibition, Cultural Programmes, Fashion Show, Personality Contest (Per Day) (Non-Commercial)
62. Blasting Permission (15 Days)
63. Blasting Permission (30 Days)
64. Arms Licenses – Initial/Renewal Fee payment by Individual/Dealers
65. M.L. Gun (Muzzle Loading Gun) (Initial)
66. M.L. Gun (Muzzle Loading Gun) (Renewal)
67. B.L. Guns (Initial)
68. B.L. Guns (Renewal)
69. .22 Rifle (Initial)
70. .22 Rifle (Renewal)
71. Revolver, Pistol, Rifle (Initial)
72. Revolver, Pistol, Rifle (Renewal)
73. Form VII: Journey License to carry single weapon
74. Form XI: License to Repair, Test, Sell or Transfer (Initial)
75. Form XI: License to Repair, Test, Sell or Transfer (Renewal)
76. Form XII: License to sell transfer or test (Initial)
77. Form XII: License to sell transfer or test (Renewal)
78. Form XIII: License to Sell transfer or test and keep for sale, transfer or test (Initial)
79. Form XIII: License to Sell transfer or test and
80. Keep for sale, transfer or test (Renewal)
81. Form XVI: Import License (For Single weapon)
82. Form XVI: Import (For More than one weapon & Ammunition)
83. Form XX: Transport License (For Single weapon)
84. Form XX: Transport License (For more than one weapon & Ammunition)
85. Providing of Escort for Cash transfer

Appendix-5.4
(Reference to paragraph 5.4.2 page 114)

**Sampled/physically verified Government/Private Aided Junior Colleges
and Vocational Junior Colleges**

Government Junior Colleges (28)

Srikakulam	GJC, Yerragondapalam	Kurnool
GJC(B), Srikakulam	GJC, Pedda Dornala	GJC(B), Yemmiganuru
GJC, Amudalavalasa	Ranga Reddy	GJC, Pattikonda
GJC, Tekkali	GJC, Tandur	GJC(G), Kurnool
GJC, Palasa	GJC, Ramachandrapuram (BHEL)	GJC, Kurnool
Vizianagaram	GJC, Marpalli	GJC, Aluru
GJC, Parvatipuram	Medak	Nizamabad
GJC, Srungavarapukota	GJC, Kulcharam	GJC, Nizamabad
GJC, Saluru	GJC, Mulugu	GJC(G), Nizamabad
Prakasam	GJC, Chinnakoduru	GJC, Bodhan
GJC(G), Chirala	GJC, Nangunur	GJC, Dichpalli
GJC, Darsi	GJC (G), Sangareddy	

Private Aided Junior Colleges (5)

Vizianagaram	Kurnool	Ranga Reddy	Medak	Prakasam
Shreeram PAJC, Garividi	National PAJC, Nandyal	KVR PAJC, Vanasthalipuram	Wesley Co-education PAJC, Medak	AKVK PAJC, Ongole

Government Vocational Junior Colleges (12)

Hyderabad	Anantapuram	Visakhapatnam
GVJC, Hyderabad	GVJC, Madakasira	GVJC, Visakhapatnam
Mahabubnagar	GVJC, Anantapuram	East Godavari
GVJC, Mahabubnagar	Chittoor	GVJC, Kakinada
Kurnool	GVJC, Chittoor	Guntur
GVJC, Kurnool	GVJC, Kuppam	GVJC, Guntur
Nalgonda	Warangal	
GVJC, Nalgonda	GVJC, Hanmakonda	

Glossary

AHCT	:	Aarogyasri Health Care Trust
AHs	:	Area Hospitals
AML	:	Additional Medicines List
ANM	:	Auxiliary Nurse Midwife
APAHMASR Act	:	Andhra Pradesh Ancient and Historical Monuments and Archaeological Sites and Remains Act
APeCOPS	:	Andhra Pradesh Society for electronic Computerisation of Police Services
APEI (ERA&CIHE) Rules	:	AP Educational Institutions (Establishment, Recognition, Administration and Control of Institutions of Higher Education) Rules
APFC	:	Andhra Pradesh Financial Code
APHSRP	:	Andhra Pradesh Health Sector Reform Programme
APIP	:	Annual Programme Implementation Plan
APMSIDC	:	Andhra Pradesh Medical Services Infrastructure Development Corporation
APSCMFC	:	Andhra Pradesh State Christian (Minorities) Finance Corporation
APSMFC	:	Andhra Pradesh State Minorities Finance Corporation
APSRTC	:	Andhra Pradesh State Road Transport Corporation
APSWAN	:	Andhra Pradesh State Wide Area Network
APTWREIS	:	AP Tribal Welfare Residential Educational Institutions Society
APTWRJC	:	Andhra Pradesh Tribal Welfare Residential Junior College
APVVP	:	Andhra Pradesh Vaidya Vidhana Parishad
ASHA	:	Accredited Social Health Activist
AV therapy	:	Auditory Verbal therapy
AVLT System	:	Automatic Vehicle Location Tracking System
AWCs	:	Anganwadi Centres
AYUSH System	:	Ayurveda, Yoga and Naturopathy, Unani, Siddha and Homoeopathy System
BIE	:	Board of Intermediate Education
BPL	:	Below Poverty Line
BSNL	:	Bharat Sanchar Nigam Limited
CABA	:	Central Advisory Board of Archaeology
CAS	:	Core Application Software
CCDP	:	Conservation-cum-Development Plan
CCL	:	Chemical Conservation Laboratory
CCLA	:	Chief Commissioner of Land Administration
CCTNS	:	Crime and Criminal Tracking Network and Systems

CCTV	:	Closed-circuit Television
CDCSO	:	Central Drug Control Standard Organisation
CDPO	:	Child Development Project Officer
CEDM	:	Centre for Educational Development of Minorities
CH&FW	:	Commissioner, Health & Family Welfare
CHCs	:	Community Health Centres
CHNC	:	Community Health and Nutrition Clusters
CMS	:	Central Medicine Stores
CSC	:	Civil Supplies Corporation
CTW	:	Commissioner, Tribal Welfare
DC & DR	:	Data Centre & Disaster Recovery
DCA	:	Drug Control Administration
DCLs	:	Drugs Control Laboratories
DFID	:	Department for International Development (Government of United Kingdom)
DGP	:	Director General of Police
DHs	:	District Hospitals
DIET	:	District Institute of Education and Training
DIT	:	Department of Information Technology
DM&HOs	:	District Medical and Health Officers
DME	:	Director of Medical Education
DMWOs	:	District Minorities Welfare Offices
DoH	:	Director of Health
DRC	:	Disaster Recovery Centre
DTWO	:	District Tribal Welfare Officer
EAMCET	:	Engineering, Agriculture and Medical Common Entrance Test
eCOPS	:	e - Computerised Operations of Police Services
EDs	:	Executive Directors
EeCOPS	:	Enterprise eCOPS
EML	:	Essential Medicines List
EMRI	:	Emergency Management and Research Institute
EMRJC	:	Ekalavya Model Residential Junior College
ESS	:	Economic Support Schemes
FBO	:	Food Business Operator
FCI	:	Food Corporation of India
FDHS	:	Fixed Day Health Services
FDs	:	Fixed Deposits
FIR	:	First Information Report
FMIS	:	Financial Management Information System

FPS	:	Fair Price Shop
FRUs	:	First Referral Units
FSL	:	Forensic Science Laboratory
FSO	:	Food Safety Officer
FSSA	:	Food Safety and Standards Act
GCC	:	Girijan Co-operative Corporation
GCPS	:	Girl Child Protection Scheme
GDC	:	Government Degree College
GHS	:	Government High Schools
GJC	:	Government Junior College
GRP	:	Government Railway Police
GVJC	:	Government Vocational Junior College
HAI	:	Health and Academic Identity
HCIs	:	Health Care Institutions
HDS	:	Hospital Development Societies
HM&FW	:	Health, Medical and Family Welfare
HMIS	:	Health Management Information System
HMRI	:	Health Management and Research Institute
HoD	:	Head of the Department
ICDS	:	Integrated Child Development Services
ICPS	:	Integrated Child Protection Scheme
IDEA tool	:	Interactive Data Extraction and Analysis tool
IEC	:	Information, Education and Communication
IFA tablets	:	Iron Folic Acid Tablets
INDIRAMMA	:	Integrated Novel Development in Rural Areas and Model Municipal Areas
IPHS	:	Indian Public Health Standards
IPM	:	Institute of Preventive Medicine
ISB	:	Industrial Small Business
ITDAs	:	Integrated Tribal Development Agencies
ITIs	:	Industrial Training Institutes
JW, CS & WSC	:	Juvenile Welfare, Correctional Services & Welfare of Street Children
KGBV	:	Kasturba Gandhi Balika Vidyalaya
KSY	:	Kishori Shakthi Yojana
LDAP	:	Light weight Directory Access Protocol
LIC of India	:	Life Insurance Corporation of India
LoC	:	Letter of Credit
MCH services	:	Maternity and Child Health services

MCI	:	Medical Council of India
MCRDO	:	Mandal Cooperative and Rural Development Officer
MEMIS	:	Medicines and Equipment Management Information System
MEPMA	:	Mission for Elimination of Poverty in Municipal Areas
MHA	:	Ministry of Home Affairs
MIS	:	Management Information System
MMS	:	Mandal Mahila Samakyas
MMUs	:	Mobile Medical Units
MoU	:	Memorandum of Understanding
MPDOs	:	Mandal Parishad Development Officers
MPHA	:	Multi-Purpose Health Assistant
MRO	:	Mandal Revenue Officer
MSA	:	Master Service Agreement
MsDP	:	Multi sectoral Development Programmes
MTB MLE	:	Mother Tongue Based Multilingual Education
MTF	:	Modified Therapeutic Food
NABARD	:	National Bank for Agriculture and Rural Development
NABL	:	National Accreditation Board for Testing and Calibration Laboratories
NCRB	:	National Crime Records Bureau
NDC	:	National Data Centre
NIC	:	National Informatics Centre
NISG	:	National Institute for Smart Government
NIST	:	National Institute of Standards and Technology
NMMA	:	National Mission on Monuments and Antiquities
NREGA	:	National Rural Employment Guarantee Act (2005)
NRHM	:	National Rural Health Mission
NSTFDC	:	National Scheduled Tribes Finance and Development Corporation
NWHs	:	Network Hospitals
OPEX	:	Operational Expenses
OS	:	Operating System
OSCDCL	:	Orissa State Cashew Development Corporation Limited
P2PLL	:	Point-to-Point Leased Line
PAJC	:	Private aided Junior College
PC&PNDT Act	:	Pre-Conception & Pre-Natal Diagnostic Techniques Act
PD Account	:	Personal Deposit Account
PFMS	:	Public Financial Management System
PHCs	:	Primary Health Centres

PIMR	:	Project Implementation and Monitoring Report
PO, ITDA	:	Project Officer, ITDA
POCSO Act	:	Protection of Child from Sexual Offences Act
PoP	:	point-of-presence
PSE	:	Pre-school education
PTGs		Particularly Vulnerable Tribal Groups (earlier called Primitive Tribal Groups)
RFP	:	Request for Proposal
RIAD	:	Remote and Interior Areas Development
RIDF	:	Rural Infrastructure Development Fund
RPO	:	Regional Passport Office
RRB	:	Railway Recruitment Board
RTA	:	Regional Transport Authority
RVM	:	Rajiv Vidya Mission
SABLA	:	Rajiv Gandhi Scheme for Empowerment of Adolescent Girls
SCA	:	Special Central Assistance
SCERT	:	State Council of Educational Research and Training
SCRB	:	State Crime Records Bureau
SCs (medical)	:	Sub-centres
SDC	:	State Data Centre
SERP	:	Society for Elimination of Rural Poverty
SETWIN	:	Society for Employment Promotion & Training in Twin Cities
SI	:	System Integrator
SIO	:	State Informatics Officer
SLA	:	Service Level Agreement
SNCU		Sick Newborn Care Unit
SNP	:	Supplementary Nutrition Programme
SPIU		Strategic Planning Innovation Unit
SPMU	:	State Project Management Unit
SRCW		State Resource Centre for Women
SSC	:	Staff Selection Commission
SSO	:	Single-Sign-On
STQC	:	Software Techniques Quality Control
STs	:	Scheduled Tribes
TCR&TI	:	Tribal Cultural Research and Training Institute
TCS	:	Tata Consultancy Services Ltd
TDRs	:	Term Deposit Receipts
TRICOR	:	AP Scheduled Tribe Co-operative Finance Corporation Limited
TSP	:	Tribal Sub-Plan

TWD	:	Tribal Welfare Department
UAT	:	User Acceptance Testing
UCs	:	Utilisation Certificates
UID (AI)	:	Unique Identification Authority of India
UIP	:	Universal Immunization Programme
UT	:	Union Territory
VHSCs	:	Village Health and Sanitation Committees
VO	:	Village Organisation
VPNoBB	:	Virtual Private Network over Broadband
VSAT	:	Very Small Aperture Terminal
WD&CW Dept	:	Women Development & Child Welfare Department
WiMax	:	Worldwide Interoperability for Microwave Access
ZPH School	:	Zilla Parishad High School