# 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 2014[1]) 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 districts[2] were selected for scrutiny on the basis of highest number of monuments. Joint physical verification of 92[3] monuments (out of 267 in the sampled districts) and six[4] 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.

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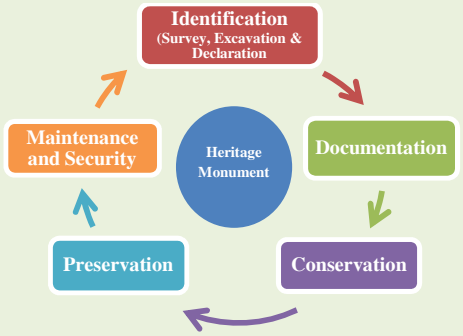
[1] The findings are updated up to September 2014 duly obtaining the information/data from the Directorate
[2] Anantapuram: 46, Guntur: 36, Hyderabad: 27, Krishna: 12, Kurnool: 30, Mahabubnagar: 59 and Nalgonda 57
[3] Anantapuram: 16, Guntur: 11, Hyderabad: 9, Krishna: 4, Kurnool: 11, Mahabubnagar: 21 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 sites [5] 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 funds[6]).

**(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 GoI[7]) 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 paintings[8] belonging to 11$^{th}$ 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.

[8] discovered during excavations in Alla Durgh Village (Medak district) belonging to Chalakya 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 expert[9], 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.

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[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 Preservation[12]

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 CCLA[13] 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 14[15] (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.

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[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. Scribblings 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 scribblings 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 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.

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

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) **CCTV**s 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

Minorities[16] constitute 11 *per cent* (82.74 lakh) of the total population of the State (762.10 lakh as per Census 2001[17]). 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 three[18] institutions under the control of the department and District Minorities Welfare Offices (DMWOs) in six districts[19] (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 (BPL[20]), 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 crore[21] 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.

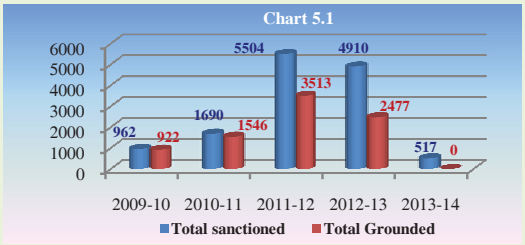
### *5.2.4.2 Bank linked income generated scheme*

**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 8,458[22] 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 MPDO[23], MCRDO[24], 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 proposals[25] 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 proposals[26] received during 2010-14, only five proposals[27] were sanctioned, and of these, funds were released (March 2014) in respect of only three proposals. The remaining 24 proposals were pending[28] 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 scheme[29], 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 districts[30] 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 ₹1.35crore[31] 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 (122[32] 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 lakh[33], 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 saturation[34] 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 hostels[35] 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 76[36] applications received, 46[37] 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 nine[38] 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 EAMCET[39] 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 2009-13[40].

**(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 2008-12[41], 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 APSCMFC, 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

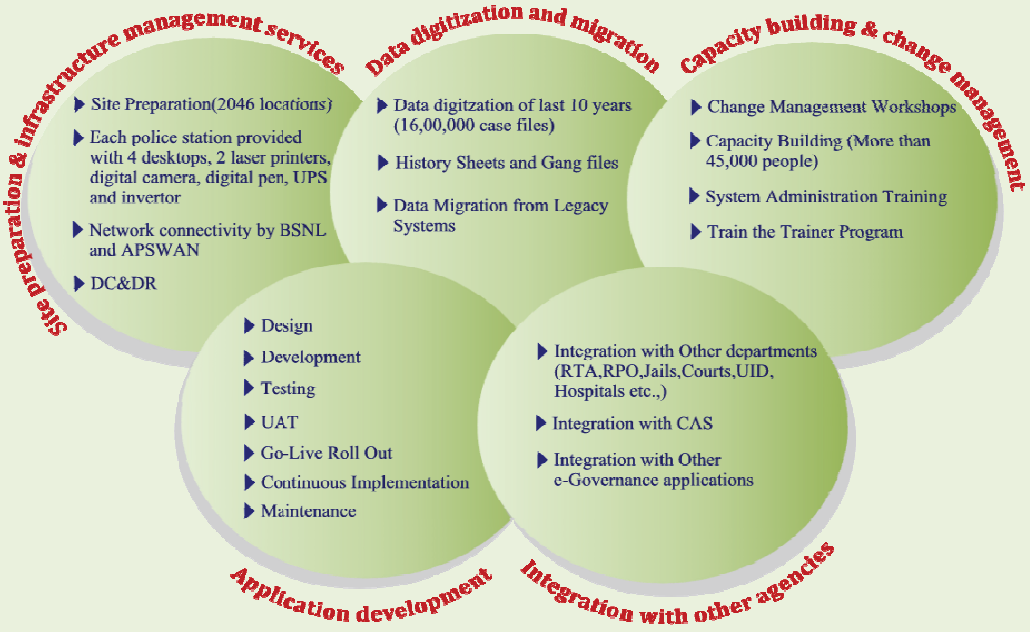
# 5.3 Implementation of Crime and Criminal Tracking Network and Systems (CCTNS)

## 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.

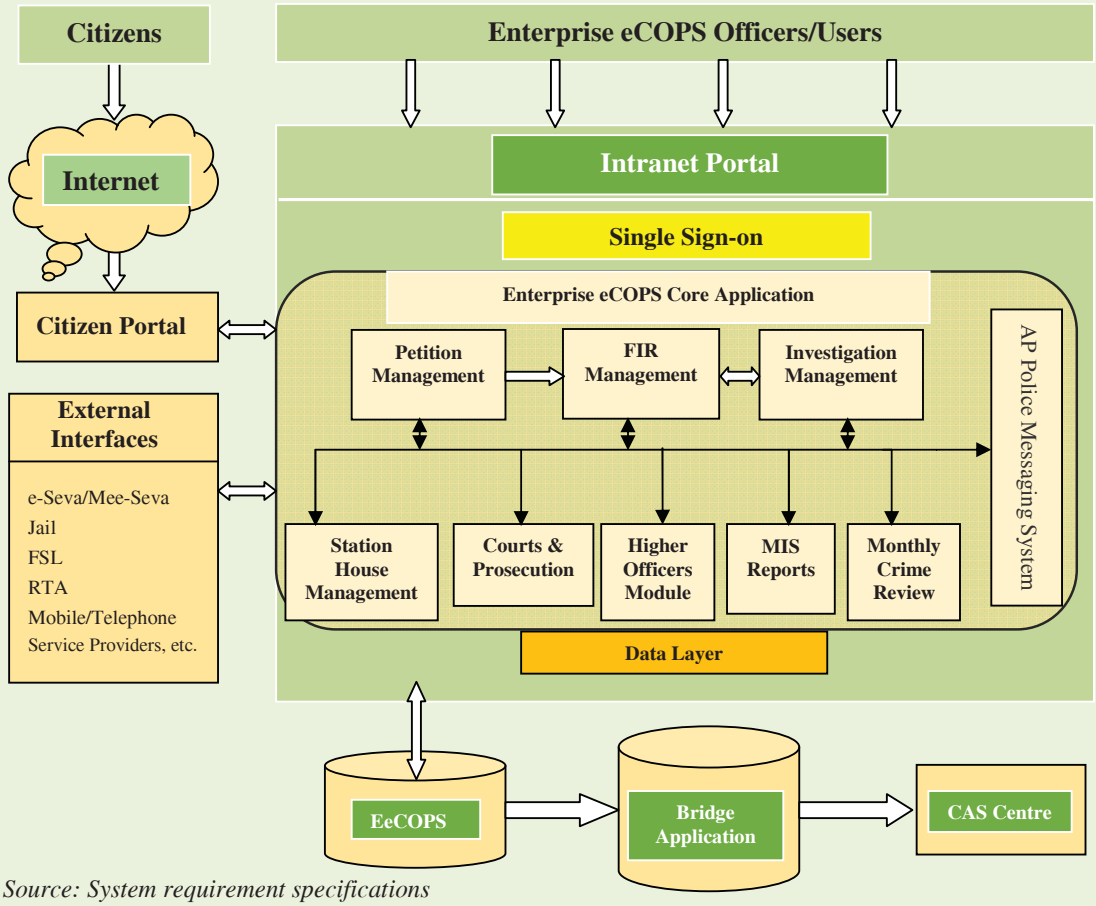



*Source: Master services agreement between APeCOPS and service provider*

## 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 States[42] 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 regions[43] 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 | 20th September 2013 | 27th July 2014 |
| Capacity Building and Change Management Services | 20th September 2013 | 31st July 2014 |
| EeCOPS Development, Testing and Roll out | 20th September 2013 | 11th April 2014 |
| Disaster Recovery Centre - Commissioning | 20th September 2013 | 30th 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 (VPNoBB), 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.<br>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<br>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 districts[45].

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) stipulate[46] 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. Further[47], the competent authority (Board of Intermediate Education) shall grant permanent recognition/affiliation to Government and private institutions[48]

[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, three[49] out of four Regional Joint Directorates covering 33 colleges (Government: 28 and private aided: 5) in seven[50] districts covering Andhra, Telangana and Rayalaseema regions and seven[51] 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 825[52] 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 colleges[53] 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 college[54] was functioning from rented premises. In six[55] 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 seven[56] 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 23[57] 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 14[58] 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).

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[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 26[59] (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 colleges[60] 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 11[61] 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 12[62] 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.

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[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 courses[63] 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 lakh[64] 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 colleges[65] 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 four[66] junior colleges and in Wesley co-education private aided college, Medak, ***adequate number of books/journals were not available.***

**(ii)** In 10[67] junior colleges and in Wesley co-education private aided college, Medak, ***reading room was not available*** in the library.

**(iii)** In four[68] junior colleges and in Wesley co-education private aided college, Medak, ***furniture was not available*** in the library whereas in seven[69] 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.

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[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 seven[70] out of 12 vocational colleges text books were not supplied whereas in five[71] 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 three[72] out of 33 sampled junior colleges, toilet facility was not arranged for. In 10[73] 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 9[74] 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 seven[75] junior colleges. In junior college, Marpalli and KVR private aided college, Vanasthalipuram (Ranga Reddy), common toilet was provided for male and female teaching staff.

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[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 four[76] 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 11[77] 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 14[78] 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.

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[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 orders[79], 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 districts[80] 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 Rules*[81]*, 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 31*[82]*(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

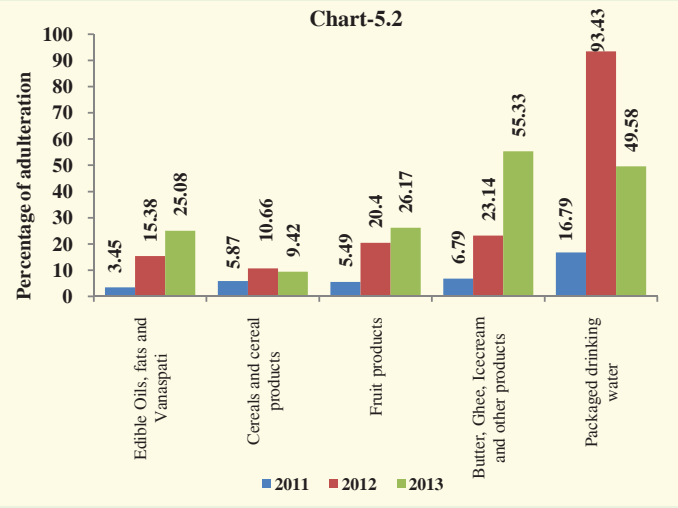
*As per Food Safety and Standards Rules 2011*[84] *FSO should carry out food safety surveillance to identify and address the safety hazards and to inspect all food establishments within the area assigned to him.*

Audit scrutiny revealed that out of estimated 1.10 lakh food establishments in the State, only a meagre 1,241 food establishments[85] (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 NRHM[86] for food safety programme although proposals were submitted (August 2012) by Director, IPM for release of ₹5.57 crore[87] 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 2009-13[88], against 84,072[89] 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 lakh[91] 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 NIST[92] 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 required[93]. 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 imparted[94] 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 laboratories[95] in the State and for up-gradation 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 increase[96] 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

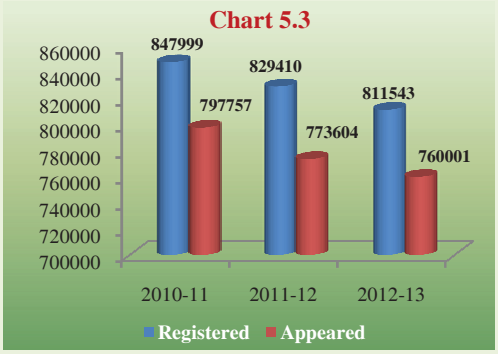
The Andhra Pradesh State Council of Higher Education (Council) was set up in April 1988 through an Act of Legislature to advise the Government on matters relating to higher education. Among the academic activities mandated to the Council was conducting entrance examinations for admission to higher educational institutions.

The Council conducts eight[97] 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 ₹59.83[98] crore received by the Council during the period 2010-13, it had advanced an amount of ₹42.50[99] 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), LAWCET (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 guidelines[100], 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 ₹28.91[101] 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 providers[102]. 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 amounts[103] 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 ₹19.87[104] 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, LAWCET 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 LAWCET 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 AFRC[105] and CCE[106], 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 activities[107] 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, utilised[108] 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 10.45[109] *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 crore[110].

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 campuses [111] offering a six year [112] 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 furniture[113] 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 equipment[114] 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)** Equipment[115] 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 crore[116] 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.***

**(VANI SRIRAM)**
**Principal Accountant General (G&SSA)**
**Andhra Pradesh & Telangana**

**Hyderabad**
**The**

**Countersigned**

**(SHASHI KANT SHARMA)**
**Comptroller and Auditor General of India**

**New Delhi**
**The**