

Chapter-II Performance Audit

This Chapter presents the performance audits of 'Working of Juvenile Homes' and 'Working of Rajasthan Technical University'.

Department of Child Rights & Social Justice and Empowerment

2.1 Working of Juvenile Homes¹

Executive Summary

State Government established Juvenile Homes (children homes and observation homes) in every district, for children in need of care and protection and juveniles in conflict with law. These Homes are being maintained either by the Government itself or in association with voluntary nongovernmental organisations.

State Government failed to identify children in need of care and protection. Further adults in the age group of 18 to 27 years were found admitted in Observation (Juvenile) Homes. Separate Homes for children in need of care and protection and children in conflict with law as required under JJ Act were not established. Except at Divisional Headquarters, separate Homes for Boys and Girls were also not established.

Adequate infrastructure facilities for stay and recreation (dormitories, Bathrooms, dining hall, library rooms, first aid rooms and recreations room) were either not provided or provided inadequately in both Government and NGO Homes.

In test checked Homes nutritional diet viz. *ghee, paneer*, milk, *dahi* and fruits were either not provided or provided inadequately. Clothing items, including school material, were also distributed in less quantity. Regular health check-up of Juveniles and Children were not being conducted in eight Government and two NGO Homes.

Status of providing school education in NGOs Homes was better than Government Homes. Eight Government Homes were providing education to less than 64 *per cent* children and three NGO Homes were providing it to 87 to 94 *per cent* children. School education was not being provided in two Government Homes. No vocational training was provided in any of the test checked Government Homes. 'After Care Organisations' to facilitate children

¹ Juvenile homes include Observation Homes, Children Homes and Shelter Homes.

in their transition from institution-based life to mainstream society for social re-integration, were not established.

Supervisory staff like Superintendents, Counsellor etc. posted in Government Homes was generally not adequate which adversely affected the functioning of Government Homes. Post of Nurse, Housekeeper and Physical Training Instructors were vacant in all test checked Homes.

In 2010-11, State Government incurred ₹ 7.47 crore from its own budget, as funds were not allotted under 'Institutional Care of Integrated Child Protection Scheme' by Government of India (GoI). On the other hand, State Government could not utilize GoI grant of ₹ 47.45 lakh under 'Care, Support and Rehabilitation Services'. Government could not construct four new buildings (Homes) due to non-availability of land/land dispute.

As per scheme guidelines, inspection of Homes needs to be conducted. For this purpose, norms were not fixed for State, Division and District level authorities and only a few inspections were conducted by these authorities. District level inspection committees were either not constituted or constituted but no inspections were conducted.

2.1.1 Introduction

Under the provisions of Juvenile Justice (Care and Protection of Children) Act, 2000 (JJ Act) and Rajasthan Juvenile Justice (Care and Protection of Children) Rules 2011 (JJ Rules), State Government may establish and maintain either by itself or in association with voluntary organisations, children homes and observation homes in every district, for reception of children in need of care and protection², and juveniles³ in conflict with law.

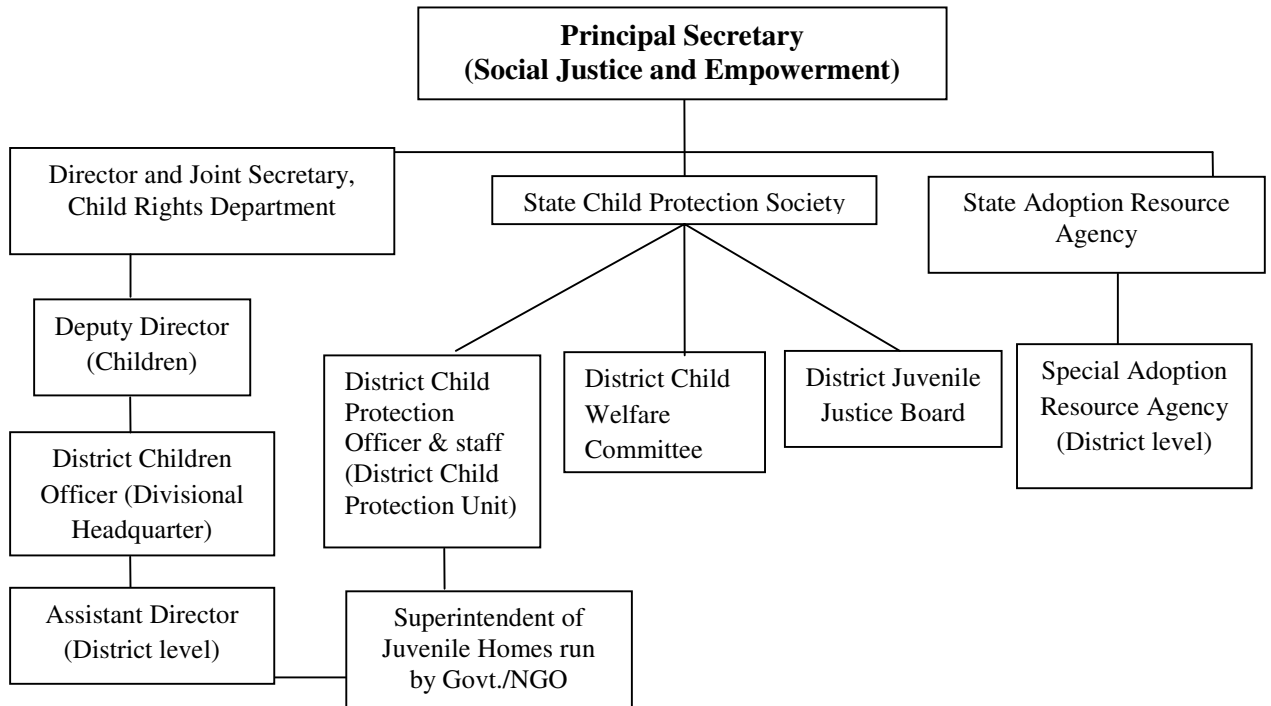
Integrated Child Protection Scheme (ICPS) was launched in 2009 by Government of India (GoI) with the objective of contributing to the improvement in well being of children in difficult circumstances, as well as to reduce their vulnerabilities to situations and actions that lead to abuse, neglect, exploitation, abandonment and separation of children. The scheme provides grants to new institutions (Observation Homes, Children Homes and Shelter Homes) and maintenance of existing institutions.

2.1.2 Organisational Set up

The organisational structure for running homes for juveniles (Children Homes and Observation Homes) is represented in the following organogram:

² As per section 2(d) of JJ Act, child in need of care and protection means a child who is found without any home or settled place; who is found begging or who is a street child; who is mentally challenged, does not have a parent, victim of natural calamity or has a reasonable threat to be killed/injured etc.

³ As per section 2(k) of JJ Act, Juvenile means a person who has not completed 18 years of age.



2.1.3 Audit Objectives

Performance audit on working of Juvenile Homes was conducted to ascertain:

- whether there exist proper methods for identifying children in need of care and protection and for their admission in Juvenile Homes;
- whether Juvenile Homes are being run with proper infrastructure and provide proper physical care and adequate facilities for mental development of children;
- whether any aftercare programme is in existence after releasing the children from Juvenile Homes either by adoption or on attaining the age of 18 years;
- whether funds were provided timely, adequately, and utilized properly and
- whether proper supervision and monitoring system is in existence in Juvenile Homes.

2.1.4 Sources of Audit criteria

Audit criteria was derived from:

- The Juvenile Justice (Care and Protection of Children) Act, 2000 as amended;
- Rajasthan Juvenile Justice (Care and Protection of Children) Rules, 2011;

- Guidelines of Integrated Child Protection Scheme (ICPS) 2009 and ICPS 2014 and
- Orders and circulars issued by the department.

2.1.5 Audit Scope and methodology

Nine districts⁴ (out of 33) with 13 Homes run by Government⁵ and 5 Children Homes⁶, 3 Shelter Homes⁷ and one Adoption Agency⁸ run by NGOs, along with District Child Protection Unit (DCPUs) were test checked on random basis, covering 25 per cent of total expenditure incurred (₹ 74.98 crore). Field study for performance audit was conducted covering the period from 2010-11 to 2014-15. An entry conference was held on 1 May 2015 with audited entity wherein objectives, scope and coverage of performance audit were discussed. The findings of audit were discussed with the Department in an exit conference held on 8 January 2016.

Audit findings

Audit findings on performance of juvenile homes are discussed in following paragraphs:

2.1.6 Identification and admission of children

Children in need of care and protection (Children) are referred to the Child Welfare Committee (CWC) of the District by any individual/ society/NGO/ DCPU. CWC orders for admission of these children to Children Homes. Similarly, children in conflict with law are presented to Juvenile Justice Board (JJ Board) of the District by concerned designated officer of police department and JJ Board orders for admission of such children to Observation Homes. Street children and run away children, who are in need of urgent care and protection are also admitted in Shelter Homes run by NGOs with financial assistance from Government.

⁴ Baran; Bikaner; Jaipur; Jhunjhunu; Pali; Sawai Madhopur; Sikar; Tonk and Udaipur.

⁵ Govt. Observation and Children Home, Baran; Govt. Observation and Children Home (Boys), Bikaner; Govt. Apchari Balika Home, Bikaner; Govt. Observation and Children Home, Sethi Colony (Boys) Jaipur; Govt. Observation and Children Home (Girls) Jaipur; Govt. Shishu Grah, Jaipur; Govt. Observation and Children Home, Jhunjhunu; Govt. Observation and Children Home, Pali; Govt. Observation and Children Home, Sawai Madhopur; Govt. Observation and Children Home, Sikar; Govt. Observation and Children Home, Tonk; Govt. Observation and Children Home (Boys), Udaipur; Govt. Observation and Children Home (Girls), Udaipur.

⁶ Swami Shree Krishna Balgrah Kanyadeh, Baran; RAISE Asha Ki Kiran, Children Home, Jaipur; Kasturba Sewa Sansthan, Children Home, Sikar; Nirashrit Balgrah, Children Home, Tonk; Bhagwan Mahaveer Nirashrit Balgrah, Children Home, Udaipur.

⁷ I-India Shelter Home (Boys), Jaipur; I-India Shelter Home (Girls), Jaipur; AASRA Vikas Sansthan, Shelter Home, Udaipur.

⁸ Mahesh Ashram, Shishu Grah, Adoption Agency, Udaipur.

Following points were noticed during Performance Audit:

2.1.6.1 Lack of identification of children in need of care and protection

Para IV.1.1 (iii) and (iv) of ICPS, 2009 guidelines and para III.2.1(iii) and (iv) of ICPS, 2014 guidelines stipulate that DCPU have to identify families at risk and children in need of care and protection through effective networking and linkages with ICDS functionaries viz. *Anganwadi* Workers from Integrated Child Development Schemes and other agencies (Auxiliary Nursing Midwife (ANMs) from Medical Department and local bodies), assess the number of children in difficult circumstances and create district specific data base to monitor patterns of children in difficult circumstances.

Scrutiny of nine test checked districts revealed that identification of children in need of care and protection through surveys was not done in six⁹ districts. Other three districts did not furnish any information. No data base was available with all these nine district authorities.

2.1.6.2 Less admission of children in Government Homes

As per sanction, each Home has the capacity to accommodate 30/50 children. However, it was noticed that most of the homes were housing less children. The occupancy was less than 50 *per cent* in seven Homes run by Government (Baran; Bikaner (Boys); Jhunjhunu; Pali; Sawai Madhopur; Sikar; and Tonk). Had the identification of children in need of care and protection been done, the optimum capacity of Government Homes could have been utilised. Two Girl Homes (Jaipur and Udaipur) however were over crowded due to admission of runaway girls.

State Government did not offer any comment on this issue (January 2016).

2.1.6.3 Excess admission of children in NGO Homes

Capacity of children is sanctioned at the time of registration of NGO Homes. It was observed that out of eight test checked NGO Homes, in two Homes¹⁰, CWCs offered five to 20 children in excess of their sanctioned capacity. In another case Swami Shree Krishna Balgrah Kanyadeh, Baran, capacity of the Home was not mentioned in the sanction order but 49 to 56 children were residing in the Home. This might adversely affect the standards of care and protection provided to children.

Government did not offer any comment (January 2016) for variation between sanctioned capacity and numbers of children residing in various homes. However, on being pointed out by audit, Government amended (October 2015) registration certificate of Swami Shree Krishna Balgrah Kanyadeh, Baran.

⁹ Baran, Bikaner, Jhunjhunu, Pali, Tonk and Udaipur.

¹⁰ I-India Shelter Home (Boys) Jaipur (5 to 20) and RAISE Asha ki Kiran Children Home, Jaipur (14 to 20).

2.1.6.4 Admission of adults in children Homes

Section 2 (l) of JJ Act defines ‘a juvenile in conflict with law’ as a juvenile who is alleged to have committed an offence and has not completed 18 year of age as on the date of commission of such offence. Such juvenile is fit for temporary reception in Observation Home established under section 8 of the Act.

It was noticed that in test checked districts, 121 adults in the age group of 18 to 27 years and two adults of 35 (Jaipur Boys) and 40 years (Sikar), in conflict with law, were admitted in 8 Observation Homes¹¹. Concerned Superintendents replied (May to July 2015) that juveniles were admitted in Observation Homes as per orders of the concerned JJ Board.

State Government replied (January 2016) that no report was received from JJ Board under section 16(2) of the JJ Act. However, action taken by Government for removal of irregularity was not intimated.

2.1.6.5 Reception units not working

Section 8(4) of JJ Act, stipulates that every juvenile who is not placed under the charge of parent or guardian and is sent to an Observation Home shall be initially kept in a reception unit of the Observation Home for preliminary enquiries, care and classification for juveniles according to his age group. Test check by audit revealed that no Reception Unit was found in six¹² test checked Observation Homes. Six¹³ test checked Observation Homes did not provide the information.

Government accepted (January 2016) that reception units were not functioning in Observation Homes but the work of these units was being done by concerned superintendent at the time of admission. Reply is not acceptable as requirement of the act was not being fulfilled.

2.1.6.6 Non-separating children by category, gender and age

Rule 29 of JJ Rules, 2011 prescribes separate Homes for children in need of care and protection (Children Home) and for children in conflict of law (Observation Home). Rule 16 of JJ Rules, 2011 stipulates that separate Children Homes and Observation Homes shall be set up for boys and girls also. They shall be further segregated into three age groups *i.e.* upto 12 years, 13 to 15 years and 16 to 18 years in Observation Homes. Segregation shall be done upto 10 years, 10 to 15 years and 15 to 18 years in Children Homes.

Scrutiny revealed that there were no separate Children Homes and Observation Homes in any of the districts in Rajasthan and both the Homes

¹¹ **Govt. Observation and Children Home**, Baran: 9; Boys Bikaner: 12, Girls Bikaner: 2, Boys Jaipur: 75, Jhunjhunu: 3, Pali: 8, Sawai Madhopur: 8, Sikar: 4.

¹² **Govt. Children and Observation Homes**: Bikaner (Boys), Bikaner (Girls), Jaipur (Boys), Tonk, Udaipur (Boys) and Udaipur (Girls).

¹³ **Govt. Children and Observation Homes**: Baran, Jaipur (Girls), Jhunjhunu, Pali, Sawai Madhopur and Sikar.

were housed in the same premises. Out of nine selected districts, in six (Baran, Sawai Madhopur, Pali, Sikar, Tonk and Jhunjhunu) districts, Children Homes and Observation Homes were not set up separately for boys and girls and there was no separate living facility for children as per their age group. In Bikaner, Jaipur and Udaipur districts although separate Children Homes and Observation Homes for boys and girls were established, there was no age wise separation.

This indicated that Department has failed in keeping the children in need of care and protection separately from children in conflict with law. Besides, Department also did not provide separate living facility for children on the basis of gender and age.

Government stated (January 2016) that both type of children are being kept in one premise in such a manner that they cannot contact each other. However, a State Level Home Upgradation Committee has been constituted (August 2015) for improvement of conditions/separation in Government/NGO Homes, which has decided (August 2015) that after getting proposals from DCPUs for separate homes, the same would be submitted to GoI under ICPS.

Reply is not in conformity with the provisions of JJ Act as the children of both types were required to be kept in separate premises. Moreover, concerned Homes (except Boys Jaipur) intimated to audit that there was no separation of children in need of care and protection and children in conflict with law. Reply on issue of sex-wise and age-wise separation was not furnished.

This issue was also commented in para 2.2.7.1 of Audit Report 2008-09. PAC in 167th Report of 2012-13 recommended (No. 12) for separate Children Homes and Observation Homes but no progress has been made in this matter.

2.1.6.7 Keeping children in Shelter Homes for more than one year

As per rule 30 of JJ Rules for children in need of care and protection, such as street children and run-away children, the State Government shall support creation of requisite number of Shelter Homes through voluntary organizations. Children can stay for a maximum period of one year in Shelter Homes. It was observed that I-India Shelter Home, Jaipur were caring for 45 children (Boys: 22 and Girls: 23) for more than one year against the provisions of the JJ Rules.

Government stated (January 2016) that as rehabilitation of children takes lot of time therefore they overstayed. Reply is not acceptable as shelter homes are created for temporary shelter for a maximum period of one year and not for longer stay of more than one year.

2.1.6.8 Children escaping from Homes

Rule 18(2) of the JJ Rules 2011 stipulates that in the event of an escape of a Juvenile or a child, the officer- in- charge of the Home shall immediately send the guards to places where the juvenile is likely to go. The parents or guardians of the juvenile are also to be informed immediately after such

escape along with a report to the area police station and a copy to the JJ Board and the authorities concerned after holding an enquiry.

Scrutiny of records revealed that 134¹⁴ children escaped during the period 2010-15 from 10 Government Homes in eight test checked districts. Of these, only 75 children were brought back and the remaining 59 children from eight Homes¹⁵ were still missing. It was also observed that in three NGO Homes¹⁶, 6 children escaped during 2012-15 but only one was brought back. Report regarding FIR and efforts made to trace missing children were not made available to audit.

Government stated (January 2016) that concerned Observation Homes/JJ Board intimate concerned police stations about escape of children and thereafter the process of searching the children is started. However, action taken to prevent children from escaping was not intimated.

This issue was also raised in paragraph 2.2.7.8 of Audit Report 2008-09 and PAC in 167th Report 2012-13 and 240th Report 2013-14, recommended to taking action against responsible officers. However, children continue to escape both from Government Homes and NGO Homes and no action was taken against responsible officers.

2.1.7 Standards of care for Institutions

The State Government has established Observation Homes and Children Homes for providing facilities for their care and facilities for recreation and rehabilitation of children. Deficiencies in standards of care are discussed below:

2.1.7.1 Physical Infrastructure for Homes

As per rule 40(3) of JJ Rules 2011, the norms¹⁷ for building of Homes were fixed for a Home of 50 children.

(i) Scrutiny of 13 test checked Government Homes revealed that the space for dormitories and bathrooms available was less than prescribed norms. Further, space for dining hall, recreation room, workshop and library was either not provided or were less than prescribed norms. Playground was available only in six¹⁸ out of 13 Government Homes.

¹⁴ Baran-6, Boys Bikaner-4, Girls Jaipur-5, Boys Jaipur-78, Jhunjhunu-5, Pali-4, Sawai Madhopur-19, Sikar-10, Girls Udaipur-2, Boys Udaipur-1.

¹⁵ Baran (3), Boys Bikaner (4), Girls Jaipur (1), Boys Jaipur (36), Jhunjhunu (2), Pali (2), Sawai Madhopur (6), Sikar (5).

¹⁶ I-India Shelter Home (Boys) Jaipur-4, I-India Shelter Home (Girls) Jaipur-1, AASRA Vikas Sansthan Shelter Home, Udaipur-1 (Brought back).

¹⁷ (i) 2 Dormitories (1000 sqft. Each= 2000 sqft. (40 sqft. for each child)) (ii) 5 Bathrooms (25 sqft. each = 125 sqft.) (iii) 8 Toilets/latrines (25 sqft. each = 200 sqft.) (iv) 1 Dining Hall (800 sqft.) (v) 1 Recreation Room (300 sqft.) (vi) 1 Workshop (1125 sqft.) (vii) 1 Library (500 sqft.) (viii) Play ground (Sufficient area according to total number).

¹⁸ (i) Boys Bikaner (ii) Girls Jaipur (iii) Boys Jaipur (iv) Shishu Grah Jaipur (v) Tonk (vi) Boys Udaipur.

In Government Homes, Sikar and Jhunjhunu, though a new building was constructed in 2014, the dining hall and recreation rooms were not as per prescribed norms. Space for workshop and library was being utilised for office work. No provision was made for playground.

(ii) Scrutiny of Homes run by NGOs revealed that except Kasturba Sewa Sansthan, Sikar, in remaining 7 Homes, space for dormitories were less than prescribed norms and except Bhagwan Mahaveer Nirashrit Balgrah, Udaipur, area of bathrooms was less than norms. In 4 Homes¹⁹ workshops were not available whereas in 3 Homes²⁰, space available for workshops was less than the norms. In two Homes (RAISE Asha Ki Kiran Children Home, Jaipur and Bhagwan Mahaveer Nirashrit Balgrah Children Home, Udaipur) there was no playground.

Thus, standards/norms prescribed under JJ Act for physical infrastructure were not followed.

Government stated (January 2016) that efforts were being made for providing adequate building facilities for homes by introducing 'Protsahan Yojana'. However, no comments were offered on reasons for not following the prescribed norms of physical infrastructure.

2.1.7.2 Physical Infrastructure for offices

As per Rule 40(3) of JJ Rules 2011, the norms for building²¹ were fixed for offices and other services for Homes. Further, as per Rule 40(4) the Superintendent shall stay within the institution and shall be provided a quarter. The position of availability of building in Homes is discussed below:-

(i) Out of 13 Homes test checked, first aid room was not available in 9 Homes and in other four Homes²² the area was less than the prescribed norms. The area of kitchen and stores was also less than the prescribed norms in nine²³ and five²⁴ Homes. Counseling Room was available only in one Home (Jaipur (Boys) Home).

(ii) Residence of Superintendent was available only in 3 Homes (Girls Bikaner, Jhunjhunu and Sikar). However, Superintendent was actually residing only in one (Jhunjhunu) of these three Homes. In remaining two Homes, residence was being used for office work. Area for office was available as per norms only in 4 Homes (Boys Bikaner, Shishu Grah Jaipur,

¹⁹ (i) Baran (ii) RAISE Asha Ki Kiran, Jaipur (iii) Sikar (iv) AASRA Vikas Sansthan, Udaipur.

²⁰ (i) I-India Shelter Home, Girls, Jaipur (ii) Tonk (iii) Bhagwan Mahaveer Nirashrit Balgrah, Udaipur.

²¹ 1. Kitchen (250 sqft.) 2. Store (250 sqft.) 3.(i) Office (300 sqft.) (ii) Superintendent Room (200 sqft.) 4. Counselling and guidance room (120 sqft.) 5. First Aid Room (750 sqft.) 6. JJ Board Room (300 sqft.) 7. CWC Room (300 sqft.) 8. Superintendent Residence (375 sqft.).

²² (i) Girls Jaipur (ii) Boys Jaipur (iii) Shishu Grah Jaipur (iv) Jhunjhunu.

²³ Baran, Boys Bikaner, Girls Bikaner, Girls Jaipur, Boys Jaipur, Shishu Grah Jaipur, Pali, Sawai Madhopur and Boys Udaipur.

²⁴ Baran, Boys Bikaner, Shishu Grah Jaipur, Girls Udaipur and Boys Udaipur.

Sawai Madhopur and Tonk) whereas office room for Superintendent was not available in any of the 13 Homes.

The issue of non-residing/non-availability of residence of Superintendent was commented in para no. 2.2.7.7 of Audit Report 2008-09. PAC in its 167th Report 2012-13 advised the department to make available residence facilities in Homes. However, the department failed to comply with the advise.

(iii) First aid room was available only in four²⁵ Homes which was less than prescribed norms. Counselling room were available only in three Homes (Baran, I-India Shelter Home for Girls and Boys Jaipur). Rooms for office were available in all Homes, but room for Superintendent was available only in Swami Shree Krishna Balgrah, Kanyadeh, Baran. Space for kitchen and store was less than the norms in four Homes (RAISE Asha Ki Kiran, Jaipur, AASRA Vikas Sansthan, Udaipur, I-India Shelter Home Boys and Girls Jaipur). Further, superintendent was not residing in any of the NGO Homes.

This indicated that the Department was indifferent towards meeting the needs for overall/proper care of the children due to which they were being deprived of proper facilities.

Government stated (January 2016) that all these facilities are available in newly constructed Homes and necessary instructions for adhering to the norms have been issued to NGO homes.

2.1.7.3 Nutritional diet

As per Rule 44 and Schedule 2 of JJ Rules, 2011, norms have been prescribed for nutrition and food (diet), wherein ghee (20 gm), milk (250 ml), dahi/chhachh (250 ml), sugar (40gm), fruits (125 gm) everyday and paneer (100 gm) every week for each child have been prescribed.

Scrutiny of records of distribution of nutritional diet in test checked Government Homes and NGO Homes for the selected months June 2013 and December 2014, revealed following deficiencies:

(i) In three Government Homes (Bikaner Girls, Jhunjhunu and Sawai Madhopur) ghee was never provided to children. In other nine Homes, except Shishu Grah, Jaipur, ghee was provided in lesser quantity than prescribed norms. Sugar was provided by all the Homes in the prescribed quantity. Six Homes²⁶ did not distribute fruits. Seven Homes²⁷ did not provide paneer. Further, three Homes²⁸ did not provide Dahi.

(ii) NGO Homes at Baran (Swami Shree Krishan Balgrah Kanyadeh) and Sikar (Kasturba Sewa Sansthan) and Shelter Home at Udaipur (AASRA Vikas Sansthan) did not provide ghee. Paneer which was to be provided

²⁵ Girls Jaipur, Boys Jaipur, Shishu Grah Jaipur and Jhunjhunu.

²⁶ (i) Girls Bikaner (ii) Boys Jaipur (iii) Jhunjhunu (iv) Pali (v) Sawai Madhopur (vi) Tonk.

²⁷ (i) Baran (ii) Girls Jaipur (iii) Jhunjhunu (iv) Sawai Madhopur (v) Tonk (vi) Boys Udaipur (vii) Girls Udaipur.

²⁸ (i) Baran (ii) Jhunjhunu (6/2013) (iii) Sawai Madhopur (6/2013 & 12/2014).

weekly was not distributed by NGO Homes at Baran (Swami Shree Krishan Balgrah Kanyadeh) and Tonk (Nirashrit Bal Grah) and by both the NGOs at Udaipur. I-India (NGO shelter home) Jaipur provided Dahi and fruits in lesser quantity than prescribed. NGO Home at Baran (Swami Shree Krishan Balgrah Kanyadeh) and Shelter Home at Udaipur (AASRA Vikas Sansthan) did not distribute dahi and fruits in both the months, whereas NGO Home at Sikar (Kasturba Sewa Sansthan) did not distribute dahi and fruits in June 2013.

Though normal diet was being provided regularly to children, however, the necessary nutritional diet were not adequately being provided in some Homes.

Government stated (January 2016) that orders of ₹ 2000 per child per month have already been issued for providing proper nutritional facilities in Government/NGO Homes as per ICPS norms. Action for non-providing facilities during period in question in Government Homes is being proposed. In case of NGO Homes, respective District Officers are being directed to remove deficiencies. However, reasons for not following prescribed norms were not furnished to audit.

2.1.7.4 Clothing articles

Schedule-I under Rule 41 of JJ Rules, 2011 provides norms for clothing material and other materials to be issued per child per year for girls: wearing topper/lower (5 sets), banian/bra (6), panties (6), sanitary pads (12), dupatta (2), slipper (1 pair) shoes (1 Pair), handkerchief (6) woollen shawl (1), woollen sweater (1) and for boys: shirts and pants (5 sets), vests and underwear (4 sets) jersey (1), scarf (1 pair), slipper (1 pair), shoes (1 Pair) and handkerchief (6) and for school going boys and girls: school uniform, bags, shoes, books and stationery etc.

(a) Scrutiny of records of material distributed in selected Homes for the years 2013-14 and 2014-15 revealed that in most of the cases clothing items were distributed in less quantity as detailed in **Appendix 2.1**. Government Home Baran and Jhunjhunu (except 4 numbers of shirts in 2014-15) did not provide any clothing to any children during 2013-14 and 2014-15.

(b) Similarly, school material was also distributed in these Government Homes/NGO Homes in lesser quantity against norms as detailed in **Appendix 2.1**. One Shelter Home AASRA Vikas Sansthan, Udaipur did not distribute school material to its children during both the years 2013-14 and 2014-15. Thus, clothing material was not being distributed/provided as per prescribed norms to the children by Government/NGO Homes.

Government stated (January 2016) that action for non-providing facilities during period in question in Government Homes is being proposed. In case of NGO Homes, respective District Officers are being directed to remove deficiencies. However, reasons for not following prescribed norms were not furnished to audit.

2.1.7.5 Recreation facilities

As per Rule 49 of JJ Rules 2011, a provision of guided recreation shall be made available to all juveniles or children which include indoor and outdoor games, music, television, picnics and outings, cultural programmes and library.

Scrutiny revealed that library room was available only in four Government Homes²⁹, whereas books were not available in one (Boys, Bikaner) Home. Besides, library room was being utilized for office work in Jhunjhunu. Library rooms were not available in four NGO Homes³⁰. Only newspapers and magazines were available in remaining four Homes.

Earmarked recreation room was not available in five Government Homes³¹ and one NGO Home (RAISE Asha Ki Kiran Children Home, Jaipur). However, T.V. carom board etc. were available in these five Homes. Playground was not available in seven Government Homes³² and two NGO Homes (RAISE Asha Ki Kiran Children Home, Jaipur and Bhagwan Mahaveer Nirashrit Balgrah, Udaipur).

Government stated (January 2016) that from time to time necessary instructions are being issued to NGO Homes to provide facilities to the children as per norms. No comments were offered in case of Government Homes.

Non-availability of playground was also commented in para no. 2.2.7.4 of Audit Report 2008-09. PAC in its 167th Report of 2012-13 enquired about the entertainment facilities being provided in Homes. However, entertainment facilities like playground etc. are still lacking in many Homes.

2.1.7.6 Medical care facilities

As per Rule 45 of JJ Rules 2011, every institution shall maintain a medical record of each juvenile or child on the basis of monthly medical checkup and provide necessary medical facilities, including a doctor on call available on all working days for regular medical checkups and treatment of juveniles or children and have sufficient medical equipment to handle minor health problems including first aid kit with stock of emergency medicines and consumables.

It was seen that facility of patient room was available only in four Government Homes (Shishu Grah Jaipur, Boys Jaipur, Girls Jaipur and Jhunjhunu). Regular health checkups of juvenile and children were not being conducted in

²⁹ (i) Boys Bikaner (ii) Boys Jaipur (iii) Jhunjhunu (iv) Sikar.

³⁰ (i) Swami Shree Krishna Balgrah, Baran (ii) I-India Shelter Home Girls, Jaipur (iii) RAISE Asha Ki Kiran, Jaipur (iv) AASRA Vikas Sansthan Shelter Home, Udaipur.

³¹ (i) Baran (ii) Pali (iii) Sikar (iv) Tonk (v) Girls Udaipur.

³² (i) Baran (ii) Girls Bikaner (iii) Jhunjhunu (iv) Pali (v) Sawai Madhopur (vi) Sikar (vii) Girls Udaipur.

eight Government Homes³³ except taking them to the nearest hospital/dispensary when they fell ill. Similarly, facility of patient room was not available in four NGO Homes³⁴. Regular health checkup of children was also not being conducted in two NGO Homes³⁵, except taking them to nearest hospital/dispensary whenever required.

Government stated (January 2016) that directions have been issued (September 2015) for preparing a panel of doctors/nurses at district level to utilize their part time/full time services.

The issue was commented in para no. 2.2.7.5 of Audit Report 2008-09. PAC in its 167th Report of 2012-13 directed to keep the health record of children after monthly medical check-up but no progress has been made in this direction.

2.1.7.7 School education

As per Rule 47 of JJ Rules, 2011, every institution shall provide education to all juveniles or children according to the age and ability, both inside or outside their institution, as per requirement through mainstream schools, bridge schools, open schools, non-formal education and learning and input from special educators where needed.

It was seen that except for Shishu Grah, Jaipur, where the children are in the age group of 0 to 6 years, in eight test checked Government Homes³⁶, less than 64 per cent eligible children (age 6-18 years) were provided school education during the period 2010-15. Government Homes at Baran and Jhunjhunu did not provide education to any child whereas Government Homes at Sikar and Boys Udaipur provided school education to all eligible school going children.

In case of NGO Homes, only Swami Shree Krishna Balgrah, Kanyadeh Baran and Nirashrit Balgrah, Tonk provided school education to all children. AASRA Vikas Sansthan, Udaipur, I-India Boys & Girls, Jaipur Shelter Homes were also providing education to all enrolled children. In case of the remaining three NGO Homes, education is being provided to only 87 to 94 per cent³⁷ children. Thus, Government Homes were lagging behind in providing school education to children.

Government stated (January 2016) that action for non providing facilities during period in question in Government Homes is being proposed. In case of

³³ (i) Baran (ii) Bikaner Boys (iii) Shishu Grah Jaipur (iv) Boys Jaipur (v) Girls Jaipur (vi) Jhunjhunu (vii) Pali (viii) Sawai Madhopur.

³⁴ (i) RAISE Asha Ki Kiran, Children Home, Jaipur (ii) Kasturba Sewa Sansthan, Children Home, Sikar (iii) Nirashrit Balgrah, Tonk (iv) AASRA Vikas Sansthan, Shelter Home, Udaipur.

³⁵ (i) Swami Shree Krishna Balgrah, Baran (ii) AASRA Vikas Sansthan Shelter Home, Udaipur.

³⁶ (i) Boys, Bikaner-20 (ii) Girls, Bikaner-10 (iii) Girls, Jaipur-2 (iv) Boys, Jaipur-49 (v) Pali-1 (vi) Sawai Madhopur-5 (vii) Tonk-23 and (viii) Udaipur-64

³⁷ (i) RAISE Asha ki Kiran, Jaipur-94 (ii) Kasturba Sewa Sansthan, Sikar-87 and (iii) Bhagwan Mahaveer Nirashrit Balgrah, Udaipur-92

NGO Homes, respective District Officers are being directed to remove deficiencies. However, reasons for not following prescribed norms were not furnished to audit.

2.1.7.8 Vocational training

As per Rule 48 of JJ Rules, 2011, every institution shall provide gainful vocational training to Juvenile or children to get employment after release from Homes.

It was observed in all test checked Government Homes that vocational training was not provided to any Juvenile or Child. In NGO Homes, 3 NGOs (Swami Shree Krishna Balgrah, Baran; RAISE Asha Ki Kiran, Jaipur and Nirashrit Balgrah, Tonk) did not provide vocational training to children.

Government stated (January 2016) that 'Chief Minister Skill Development Scheme' has been introduced for imparting vocational training for children completing age of 18 years, to make them self dependent after release from Homes. However, fact remains that no training was imparted to children in any of the test checked Government Homes and three NGO Homes.

2.1.8 After Care of Children/Juveniles

Section 44 of the Act provides for establishment or recognition of 'after care' organisation Rule 38 of the JJ Rules provides that the State Government shall set up an 'After Care Programme' for care of juveniles or children after they leave special Homes and children Homes with the objective to facilitate their transition from institution-based life to mainstream society for social re-integration.

It was observed that there was no organisation registered under section 44 of the Act and all the nine selected districts have informed (May to July 2015) that they do not have any 'after care' organisation.

Government stated (January 2016) that under 'Chief Minister Skill Development Scheme' children upto the age of 21 year will get vocational/technical training for two years or for two programmes. However, opening of 'After Care Organizations' under provisions of JJ Act was not addressed. This issue was also commented in paragraph 2.2.8.3 of Audit Report ending March 2009 but no progress was noticed.

2.1.9 Manpower Management and capacity building

2.1.9.1 Shortage of manpower in Government Homes

As per Annexure IV of ICPS 2009 and Annexure X of ICPS 2014, each Home with a capacity of 50 children, should have 14 staff members³⁸.

³⁸ Superintendent-One, Counselor – One, Probationary officer- One, House Mother/Father – Two, Para Medical staff (Nurse) – One, Storekeeper cum Accountant- One, Cook-One, Helper – One, Housekeeper- One, Educator-One, MBBS Doctor- One, Art & Craft cum Music Teacher – One, PT instructor – One.

Scrutiny of staff positions in 13 test checked Government Homes revealed following shortcomings in posting of staff during 2010-15:

(i) It was seen that out of 13 test checked Government Homes, Superintendents were not posted in eight homes in any of the years. During 2010-11, Superintendents were posted in five Government Homes (Boys Bikaner, Boys Jaipur, Girls Jaipur, Boys Udaipur and Shishu Grah, Jaipur), whereas the position deteriorated in 2014-15, where Superintendents were posted in only two Government Homes (Boys Home Jaipur and Shishu Grah, Jaipur).

(ii) Out of 13 tests checked Government Homes counsellors were not posted in 12 Homes³⁹ during the period 2010-12. During 2012-15, counsellors were not posted in ten Government Homes⁴⁰. In absence of counsellors, no counselling services were provided to needy children.

(iii) Probation Officers (PO), required to assess the activities of juveniles, were not posted in 11 Government Homes⁴¹ during 2010-12, in 7 Homes⁴² during 2012-13 and in 5 Homes⁴³ during 2013-15.

(iv) The post of Educator was not filled in any of the Homes, except in Sawai Madhopur during 2010-12, resultantly educational and moral education classes which were to be a part of daily routine, were not conducted.

(v) The post of Nurse, housekeeper and PT instructors remained vacant in all Homes during the period 2010-15.

(vi) Other posts viz. House Father/Mother, Storekeeper cum Accountant, Cook, Helper and Art & Craft Teacher etc. remained vacant intermittently (filled for 1 to 3 years) in selected Homes.

Thus, non-filling of key posts adversely affected functioning of Homes.

Government in its reply (January 2016) stated that directions have been issued (September 2015) for preparing panel of doctors/nurses at district level to utilize their services and action related to filling up of other posts is under process.

The issue was also commented in paragraph 2.2.7.9 of Audit Report 2008-09 and PAC in Action Taken Report 2012-13 directed to take action but no action was found taken.

³⁹ (i) Baran (ii) Boys Bikaner (iii) Girls Bikaner (iv) Boys Jaipur (v) Girls Jaipur (vi) Jhunjhunu (vii) Pali (viii) Sawai Madhopur (ix) Sikar (x) Tonk (xi) Girls Udaipur and (xii) Boys Udaipur.

⁴⁰ (i) Baran (ii) Boys Bikaner (iii) Girls Bikaner (iv) Boys Jaipur (v) Girls Jaipur (vi) Pali (vii) Sawai Madhopur (viii) Tonk (ix) Girls Udaipur and (x) Boys Udaipur.

⁴¹ (i) Baran (ii) Boys Bikaner (iii) Girls Bikaner (iv) Girls Jaipur (v) Jhunjhunu (vi) Pali (vii) Sawai Madhopur (viii) Sikar (ix) Tonk (x) Girls Udaipur and (xi) Boys Udaipur.

⁴² (i) Girls Bikaner (ii) Boys Jaipur (iii) Girls Jaipur (iv) Pali (v) Tonk (vi) Girls Udaipur (vii) Boys Udaipur.

⁴³ (i) Girls Bikaner (ii) Boys Jaipur (iii) Girls Jaipur (iv) Pali (v) Girls Udaipur.

2.1.9.2 Training to staff members

As per rule 90 of JJ Rules, 2011, the State Government or the officer incharge shall provide training to personnel of each category of staff in keeping with their statutory responsibilities and specific job requirements.

Training was imparted to all staff members in two test checked NGO Homes (I-India Open Shelter Boys and I-India Open Shelter Girls, Jaipur) and one Government Home (Boys Udaipur). Further, two members (out of 8) were imparted training in one NGO Home (AASRA Vikas Sansthan, Udaipur) while 154 members in 17 Homes (12 Government Homes except Boys Udaipur and 5 NGOs⁴⁴) were not imparted any training.

Government stated (January 2016) that staff members of Homes were being nominated for trainings, organized by National Institute of Public Cooperation and Child Development or by regional centres. Fact remains that not all the staff members of the test checked Homes were imparted training.

2.1.9.3 Training to members of JJ Board and CWC

As per Rule 5(5) and Rule 20(4) of JJ Rules, the State Government shall provide for such training and orientation in child psychology, child welfare, child rights, national and international standards for juvenile justice to all members of the JJ Board and CWC as it considered necessary.

(i) In six test checked districts (Bikaner, Jhunjhunu, Pali, Sawai Madhopur, Tonk and Udaipur), no training was provided to any member of JJ Board while in Baran only one member was imparted training.

(ii) In four test checked districts (Bikaner, Jaipur, Jhunjhunu and Pali) no training was provided to any member of CWC and in three districts (Sikar, Tonk and Udaipur) only 20 to 80 *per cent* members were imparted training. In remaining two districts (Baran and Sawai Madhopur) all members were imparted training.

Thus, most of the staff of Homes and members of JJ Board and CWC were not trained in child psychology and child welfare/rights for implementing Act and Rules properly.

Government stated (January 2016) that training for members of CWC and JJ Board was organized in four Divisional HQs (Ajmer and Udaipur: December 2014 and Jodhpur and Bharatpur: January 2015). However, reasons for providing less trainings at district level was not furnished.

The issue was also raised in paragraph No. 2.2.9.3 of Audit Report ending March 2009 but no progress was noticed.

⁴⁴ (i) Swami Shree Ksishna Balgrah Kanyadeh, Baran (ii) RAISE Asha Ki Kiran, Children Home, Jaipur (iii) Kasturba Sewa Sansthan, Sikar (iv) Nirashrit Balgrah, Tonk (v) Bhagwan Mahaveer Nirashrit Balgrah, Udaipur.

2.1.10 Pendency of cases in Juvenile Justice Boards (JJB)

As per Rule 9(3) of JJ Rules 2011, and section 6 (i) of JJ Act, Board will meet on all working days of a week unless the cases pending are less in a particular district and concerned authority (State Government) issues order in this regard. JJ Board will deal with all proceedings under JJ Act relating to Juvenile in conflict with law.

In test checked districts it was noticed that full bench of JJ Boards met only once or twice in a week instead of on all working days of a week despite huge pendency of criminal cases against the children in Observation Homes. Out of 3,741 pending cases (2010-15) of all nine test checked districts, 998 cases were pending for more than one year in seven⁴⁵ districts. Information in respect of other two districts was not made available. Thus, juveniles are forced to stay in Observation Homes till pendency of their cases.

Government replied (January 2016) that meetings of JJB are being held as per circular (December 2004) issued by Registrar High Court. Reply is not acceptable as the said circular was issued under the provisions of JJ Rules 2002 where as under revised JJ Rules 2011, enacted *w.e.f.* May 2011. JJ Board will meet on all working days of a week.

Paragraph No. 2.2.6.2 of Audit Report 2008-09 had also raised this issue. Though the department intimated PAC that in compliance to recommendation of PAC (167th Report 2012-13) necessary instructions have been issued in this regard but no progress was found to have been made.

2.1.11 Advisory Boards not constituted

As per section 62(3) of the JJ Act read with Rule 93 of JJ Rules, the State Government shall constitute Advisory Boards at State, District and City level consisting of representatives of State Government, members of the competent authority, academic institutions, locally respectable citizens and representatives of NGOs, for inspection of various institutional or non-institutional services in their respective jurisdiction and to make recommendation to the State Government. These Boards shall also function as inspection committees under section 35 of the Act.

Though State Level Advisory Board was constituted, no District or City Level Advisory Boards were constituted in any of the nine test checked districts. This has deprived the Homes from any inspection and recommendation for development/improvement of Homes.

Government stated (January 2016) that as per order of 5 June 2015, District Inspection Committee constituted in February 2012, will also work as Advisory Board at District level. This confirms that Advisory Boards were constituted only in June 2015.

⁴⁵ Baran 275, Bikaner 59, Jhunjhunu 185, Pali 237, Sawai Madhopur 172, Sikar 38 and Tonk 32.

2.1.12 Financial Management

Grant allotted under ICPS and expenditure incurred during the period 2010-11 to 2014-15 for Government Homes, NGO Children Homes and Shelter Homes was as under:

(₹ in crore)					
S.No.	Year	Allotment	Expenditure	Saving	Percentage
1	2010-11	10.74	7.47	3.27	30.44
2	2011-12*	9.92	6.70	3.22	32.46
3	2012-13*	13.59	12.62	0.97	7.12
4	2013-14	18.98	18.97	0.01	0.05
5	2014-15	36.16	29.22	6.94	19.19

Source: (i) 2010-11 State Budget Head 2035 (ii) 2011-12 to 2014-15 provided by Directorate Child Rights, Jaipur

* During 2011-12 and 2012-13 expenditure on running of Homes was met from State Budget and reimbursed through submitting Statement of Expenditure (SOE) to GoI under ICPS.

Observations on financial management are discussed below:

2.1.12.1 Non-allotment of funds under Institutional Care Head of ICPS

As per annexure IV of guidelines of ICPS 2009, recurring expenditure grant for running of Homes was ₹ 20.29 lakh per Home per year, including ₹ 10.92 lakh for salary of staff under the head institutional care.

Scrutiny of sanction revealed that GoI commented on the proposal submitted by State Government for 2010-11, that the State would need to rationalize the Homes and revert to the Plan Approval Board for approval. It was noticed that State Government did not submit rationalization of Homes and therefore GoI did not sanction any grant under the head institutional care. As such the State Government incurred expenditure of ₹ 7.47 crore from its own budget for 2010-11.

Government replied (January 2016) that although it had submitted revised proposals (January and March 2011) but the same were not accepted by GoI. The reply is not acceptable as the State Government did not submit rationalization of Homes along with revised proposals as asked for by GoI.

2.1.12.2 Non-utilisation of grant for Shelter Homes

GoI sanctioned (February 2011) ₹ 47.45 lakh Central Assistance for running of Shelter Homes under the Head 'Care, Support and Rehabilitation Services' for 2010-11. State Government could not utilize the grant and it was adjusted by GoI from the next year's (2011-12) grant. Thus, State Government was deprived of the central assistance. Reasons for non-utilising the central share were not intimated.

2.1.12.3 Funds to NGOs not disbursed

It was noticed that the DCPUs were not disbursing full amount to NGOs, as sanctioned by State Child Protection Society (SCPS), resulting in accumulation of huge balance at DCPUs. In eight out of nine test checked districts the amount accumulated is ₹ 10.40 crore for 36 NGOs during 2012-15 as detailed in table below:

(₹ in crore)

S. No.	Name of District	No. of NGOs	Allotment	Disbursement	Balance
1	Baran	2	1.30	0.41	0.89
2	Jaipur	14	4.84	1.15	3.69
3	Jhunjhunu	1	0.08	-	0.08
4	Pali	1	0.15	-	0.15
5	Sawai Madhopur	1	0.07	-	0.07
6	Sikar	2	0.90	0.28	0.62
7	Tonk	3	0.66	0.33	0.33
8	Udaipur	12	6.68	2.11	4.57
	Total	36	14.68	4.28	10.40

Source: Provided by DCPUs

It was interesting to note that in Pali, Sawai Madhopur and Jhunjhunu districts though NGOs were not functioning but concerned DCPUs were getting funds for them.

The amount so disbursed to DCPUs is shown as expenditure in SOE submitted by SCPS to GoI without its actual utilisation.

Government did not offer any comment on accumulation of funds in DCPUs.

2.1.12.4 Non-utilisation of grant for construction

GoI approved construction of new buildings for 23 Government Homes. Of these 20 Government Homes⁴⁶ were approved in 2012-13 at a cost of ₹ 10.49 crore (₹ 7.87 crore central share and ₹ 2.62 crore state share). GoI released its share (₹ 5.51 crore: 17 October 2012 and ₹ 2.36 crore: 12 March 2013). Remaining 3 Government Homes⁴⁷ were approved in 2013-14 at a cost of ₹ 1.25 crore (₹ 0.94 crore central share and ₹ 0.31 crore State share). GoI released its share on 26 November 2013.

It was observed that construction of only 15 buildings were completed upto July 2015 whereas construction of other four (Bharatpur, Sriganganagar, Jalore and Nagaur) buildings was in progress (August 2015). The construction of four buildings⁴⁸ was not started due to non-availability of land/land dispute. Thus, children of these eight districts were deprived from their own building.

Government did not offer any comment on this observation.

2.1.12.5 Utilisation of non-recurring grant

In 11⁴⁹ (out of 13) test checked Government Homes, non-recurring grant for development (computer, furniture and upgradation of facilities/

⁴⁶ Bhilwara, Churu, Jhunjhunu, Jaisalmer, Sirohi, Baran, Bundi, Jhalawar, Banswara, Rajsamand, Dausa, Chittorgarh, Pratapgarh, Hanumangarh, Sikar, Bharatpur, Dungarpur, Dholpur, Barmer and Karauli.

⁴⁷ Sriganganagar, Jalore and Nagaur.

⁴⁸ Baran, Dholpur, Barmer, Karauli.

⁴⁹ Govt. Observation and Children Home (Boys), Bikaner; Govt. Apchari Balika Home, Bikaner; Govt. Observation and Children Home, Sethi Colony, Jaipur; Govt. Observation and Children Home (Girls) Jaipur; Govt. Observation and Children Home, Jhunjhunu; Govt. Observation and Children Home, Pali; Govt. Observation and Children Home, Sawai Madhopur; Govt. Observation and Children Home, Sikar; Govt. Observation and Children Home, Tonk; Govt. Observation and Children Home (Boys), Udaipur; Govt. Observation and Children Home (Girls), Udaipur.

accommodation etc. in offices), amounting to ₹ 36.90 lakh received during 2012-13 to 2014-15 under ICPS could not be utilized fully. Of this only ₹ 5.87 lakh could be utilized (upto March 2015) and an amount of ₹ 31.03 lakh was lying unspent in concerned DCPUs resulting in non-upgradation of facilities in these Homes. This includes entire allotted amount of ₹ 28.70 lakh of 4 Homes (Boys Jaipur: ₹ 21 lakh; Sikar: ₹ 0.45 lakh; Pali: ₹ 1 lakh and Tonk: ₹ 6.25 lakh). Non-recurring grant was not allotted to Shishu Grah, Jaipur while information in respect of Government Observation and Children Home, Baran was not provided to audit.

State Government replied (January 2016) that concerned DCPUs were being instructed to utilize the amount.

2.1.12.6 Utilisation of maintenance grant

As per Annexure IV of ICPS, 2009 guidelines, recurring expenditure per month for maintenance of children was ₹ 750/- per child per month (food, clothing, medicine, soap, oil etc.) which was revised to ₹ 2000/- per child per month from 2014-15 (annexure X of ICPS, 2014 guidelines).

(i) In Government Home, Jhunjhunu expenditure of ₹ 0.16 lakh only was incurred against required expenditure of ₹ 0.92 lakh on 10 children (average) during 2010-11 and 2011-12. During 2012-13 and 2013-14, no expenditure was incurred against requirement of ₹ 1.17 lakh for 13 children. Similarly, only ₹ 0.48 lakh was incurred against required expenditure of ₹ 1.44 lakh for 6 (average) children during 2014-15. Scrutiny of stock register revealed that food material was shown as issued on issue side of the register but no entry was found on the receipt side. In view of this, it could not be ascertained that children were being provided items as required from maintenance grant.

(ii) Expenditure was incurred less than required by 2 NGO Shelter Homes (I-India Boys and Girls) ranging between ₹ 0.17 lakh and ₹ 5.41 lakh in 2013-14 and 2014-15 and by other four NGO Homes⁵⁰ between ₹ 0.68 lakh and ₹ 2.41 lakh in 2014-15.

(iii) In seven Children/Shelter Homes run by NGOs, DCPU have disbursed less amount against required norms ranging between ₹ 0.18 lakh and ₹ 7.31 lakh during 2013-14 and 2014-15, against which utilization certificates were received from NGOs. However, DCPU has disbursed ₹ 13.99 lakh (2013-14) in excess of norms in case of three NGO Homes namely, Bhagwan Mahaveer Nirashrit Balgrah, Udaipur (₹ 12.10 lakh) RAISE Asha Ki Kiran Balgrah, Jaipur (₹ 0.99 lakh), AASRA Vikas Sansthan, Udaipur (₹ 0.9 lakh).

⁵⁰ Kasturba Sewa Sansthan, Sikar (₹ 0.68 lakh) (ii) Nirashrit Balgrah, Tonk (₹ 0.99 lakh) (iii) Bhagwan Mahaveer Nirashrit Balgrah, Udaipur (0.85 lakh) (iv) AASRA Vikas Sansthan, Shelter Home, Udaipur (₹ 2.41 lakh).

This indicated that maintenance grant was being disbursed by SCPS/DCPUs, without considering average occupancy in Homes.

Government stated (January 2016) that necessary instructions for proper accounting are being issued and information related to under/over utilisation is being called for from units.

2.1.13 Monitoring and Supervision

2.1.13.1 Inspection by State level authorities

As per Para 2.1(ii) of ICPS, 2009 and Para 4.1.10 (ii) of ICPS, 2014 at State level, SCPS has to implement, supervise and monitor ICPS and other child protection scheme/programmes and agencies/institutions providing facilities to children in State.

In 13 test checked Government Observation and Children Home, State level inspections were conducted as under:

S. No.	Name of District	No. of Inspections conducted					Total
		2010-11	2011-12	2012-13	2013-14	2014-15	
1	Baran	0	0	0	0	0	0
2	Bikaner (Boys)	0	1	0	0	1	2
3	Bikaner (Girls)	0	3	0	3	1	7
4	Jaipur (Shishu Grah)	0	0	0	0	1	1
5	Jaipur (Boys)	0	0	0	1	0	1
6	Jaipur (Girls)	0	0	0	0	0	0
7	Jhunjhunu	0	0	0	0	0	0
8	Pali	0	0	0	0	1	1
9	Sawai Madhopur	0	0	1	3	0	4
10	Sikar	0	0	0	0	0	0
11	Tonk	0	0	0	0	0	0
12	Udaipur (Boys)	0	0	0	0	1	1
13	Udaipur (Girls)	0	0	0	0	1	1
	TOTAL	0	4	1	7	6	18

Source: Information from concerned Homes

The table shows that no inspection was carried out during 2010-11 and five Homes have never been inspected. Remaining eight Homes were inspected only one to seven times during the period 2011-15. No Inspection Reports were issued to Homes. Out of eight children Homes and Shelter Homes run by NGOs, only six Homes (3 shelter Homes and 3 children Homes) were inspected once during the period 2010-15. No Inspection Reports were issued. Thus, required numbers of inspections were not conducted by State authorities as norms of inspection at State level were not fixed.

Government stated (January 2016) that state level authorities are carrying inspections of Government/NGO Homes from time to time. Reply is not acceptable as no supporting documents were furnished in this regard.

2.1.13.2 Inspection by District Child Officer (DCO)

There are six DCOs at all Divisions of the State (Bharatpur Division included in Jaipur) who have to inspect all Government Homes and NGO Homes. It was observed that in three test checked Divisions (Bikaner, Jaipur and

Udaipur), no regular DCO was posted and no inspection of Government Homes was conducted during the period 2010-11 to 2014-15. Out of nine NGOs, only two NGOs (I-India Jaipur (Boys) and Bhagwan Mahaveer Nirashrit Balgrah Udaipur) were inspected in 2011-12 and other seven NGOs were never inspected.

Government stated (January 2016) that district authorities i.e. DCPU, CWC and District Legal authorities are carrying supervision/inspections of Government/NGO Homes from time to time. Reply is not acceptable as no supporting documents were furnished in this regard.

2.1.13.3 Inspection by District level authorities

As per Para 4.1.1(xv) of ICPS, 2009 and Para 3.2.1(xv) of ICPS, 2014, DCPUs have to supervise and monitor all institution/agencies providing residential facilities to children in district.

Out of 13 test checked Government Homes, seven Homes were never inspected by DCPUs/District authorities during the period 2010-15. Other six Homes⁵¹ where inspections were carried out, only Shishu Grah Jaipur was inspected during all these years (14 inspections). In other five Homes only 1 to 5 inspections were conducted during 2010-15 which is far less than the target fixed under Rule 63(5) of JJ Rules.

In Children Homes run by NGOs number of inspections conducted by DCPU/District authorities was as under:

S. No.	Name of Home	Inspections conducted by district level authorities					Total
		2010-11	2011-12	2012-13	2013-14	2014-15	
1	Swami Shree Krishna Balgrah Kanyadeh, Baran	4	2	3	1	3	13
2	I-India (Boys) Jaipur	0	3	2	1	2	8
3	I-India (Girls) Jaipur	0	0	1	3	1	5
4	RAISE Asha ki Kiran, Jaipur	0	0	0	1	4	5
5	Kasturba Seva Sansthan, Sikar	0	0	0	3	5	8
6	Nirashrit Balgrah, Tonk	0	5	0	1	0	6
7	Bhagwan Mahaveer Nirashrit Balgrah, Udaipur	0	0	0	0	1	1
8	AASRA Vikas Sansthan, Udaipur	0	0	1	0	3	4
9	Mahesh Ashram, Udaipur	0	0	1	0	0	1

It reveals that only Swami Shree Krishna Balgrah Kanyadeh, Baran was inspected in all five years (13 inspections) and all other Homes were inspected one to eight times during 2010-15 which were far less than that required.

Government did not offer any comment in the matter.

2.1.13.4 Inspection committees at district level

Rule 63 of JJ Rules, 2011 stipulates that the State Government shall constitute State, District or City level Inspection Committee (minimum 5 members) on

⁵¹ (i) Boys, Bikaner: 2014-15=3 (ii) Girls, Bikaner: 2013-14 & 2014-15= 2 (iii) Shishu Grah, Jaipur: 2010-11 to 2014-15 =14 (iv) Tonk: 2013-14= 1 (v) Boys, Udaipur: 2014-15=2 (vi) Girls, Udaipur: 2010-12, 2013-14 & 2014-15 = 5

the recommendation of the Selection Committee constituted under rule 91 of these rules. The Committee has to inspect each Home quarterly.

It was noticed that district level inspection committees were not constituted in two test checked districts (Baran and Jhunjhunu). In Sikar, Tonk, Sawai Madhopur, Bikaner, Pali and Udaipur although committees were constituted but no inspection was carried out during 2010-15, except in Udaipur where 11 inspections were carried out.

Government intimated (January 2016) that Inspection Committees have been constituted under the Government's order of 14 February 2012, in all districts. The reply is not factually correct as in two test checked districts (Jhunjhunu and Baran), audit noticed that Inspection Committees were not constituted.

This indicates that there was no proper and sufficient control mechanism. The issue was also raised in paragraph 2.2.9.1 of Audit Report 2009 but no progress was noticed.

2.1.14 Conclusion and Recommendations

Large gaps were noticed in the care of children in need of care and protection and for children in conflict with laws. Identification of children in need of care and protection was not done.

State Government may prepare a data base of children in need of care and protection by identifying children by conducting surveys through effective networking with ICDs functionaries.

No separate Children Homes and Observation Homes were established in any of the district to keep children in need of care and protection and children in conflict with law separately. Cases of adults in the age group of 18 to 27 years in conflict with law were found admitted in Observation Homes.

State Government should comply with the provisions of the JJ Act and Rules Separate Homes for children in need of care and protection and children in conflict with law should be established.

Physical infrastructure provided was less than the norms prescribed in Rules. Cases of less space for dormitories, bathrooms, recreation room, workshop, counselling rooms and library etc. were noticed. The area of kitchen, dining hall and stores was also less than the prescribed norms.

It was also seen by audit that nutritional diet and clothing items were not distributed or distributed in less quantity. Regular health checkups of juvenile and children were not being conducted. Vocational training was not being provided by any Government Home. NGO Homes provided school education to a higher proportion of children than Government Homes. 'After Care Organisations', to facilitate children in their transition from institution-based life to mainstream society for social reintegration, were not established.

State Government should maintain standards of care for children as per Act/Rules to allow children to live a dignified life.

The DCPUs were not disbursing full amount to NGOs, resulting in accumulation of huge balance.

Funds to the respective NGOs should be released as sanctioned by SCPS in accordance with the ICPS guidelines.

Inspections by State Level and District Level Committees were either lacking or not done according to the norms laid down in the Act, indicating that proper and sufficient control mechanism was not in place.

Monitoring/inspection should be conducted as per ICPS norms and deficiencies noticed in running of the Homes should be rectified on priority basis.

Technical Education Department

2.2 Working of Rajasthan Technical University

Executive summary

Rajasthan Technical University (RTU) was established (December 2005) under 'Rajasthan Technical University Act 2006' as an affiliating university with jurisdiction spread over the entire State. Government of Rajasthan notified (September 2006) the erstwhile Engineering College, Kota as constituent college of RTU and named it as 'University college of Engineering (UCE)', Kota. Presently there are 12 Government and 123 private engineering college affiliated to RTU.

Though the onus of maintaining the quality of technical education in the state lies on RTU, its irregular, faulty and unstructured affiliation process proved to be biggest hurdle in doing so. Affiliation rule have also not been framed by RTU. Affiliation orders were not issued to 131 out of 135 engineering colleges for the academic session 2014-15. Consistent deficiencies were existing in the test checked colleges and these deficiencies were neither being rectified nor being communicated to All India Council of Technical Education, the agency responsible for granting approval to Engineering Colleges.

Continuing enrolment of students, conducting of examination and distribution of degrees to the student in these colleges without granting affiliation, has rendered the process of affiliation meaningless. Provisional affiliation orders were issued despite the consistent existence of deficiencies. There was a large shortage of qualified faculty in test checked Engineering colleges.

RTU failed to curb the increasing trends of vacant seats in its affiliated colleges which could be attributed to its negligent approach towards the problem of shortage of faculty, poor research infrastructure and other deficiencies of its affiliated colleges. In case of RTU's constituent college i.e. UCE, Kota, new branches of Aeronautical, Petroleum and Petrochemical Engineering and Centre for Nano-Technology were opened without developing proper infrastructure. None of the under graduate courses and post graduate courses running in UCE were Accredited with National Board of Accreditation (NBA).

RTU irrationally diverted its huge annual savings to fixed deposits. These funds could have been used for developing proper infrastructure for quality technical education in the State. Annual accounts for the year 2013-14 and 2014-15 were neither prepared nor submitted to State legislature till date. Annual Reports were not prepared and submitted to State legislature, from 2010-11 to 2014-15 (except for 2013-14).

The internal control system of RTU is also not very effective. Only 10 Meetings (against 20) of Board of Management (BoM) were held during the period 2010-15. Also, RTU failed to nominate its representative in 94 out of

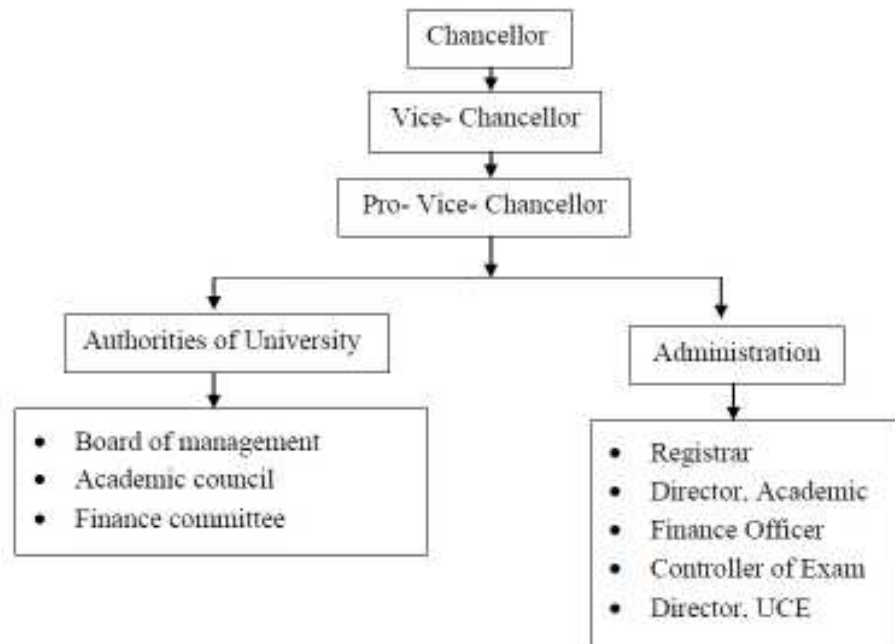
127 affiliated colleges in the year 2013-14 and thereafter no representative was nominated in any of the colleges.

2.2.1 Introduction

‘Rajasthan Technical University (RTU), Kota’ was established (December 2005) under ‘Rajasthan Technical University Act, 2006’ (Act) with the main objective of improving quality of technical education in the State; to meet the demand of technical education and research; to promote entrepreneurship among students; to extend its frontiers to rural, desert, tribal, backward areas and to weaker section of society by providing technical education at affordable cost and to monitor the quality and standard of teaching and evaluation in constituent and affiliated colleges. One of the main functions of RTU is to grant affiliation to the colleges and institutions to run technical courses⁵². ‘University College of Engineering (UCE)’, Kota is a constituent college of RTU. Presently there are 12 Government engineering colleges (including UCE, Kota) and 123 private engineering colleges, affiliated to RTU, having intake capacity of 64,830 students annually in 29 branches.

2.2.2 Organisational set-up

The organisational set up is depicted in following organogram:



All India Council of Technical Education (AICTE), an autonomous body under Department of Human Resource Development, Government of India, grants recognition to the technical institutions and approves number of seats in every branch, subject to fulfilment of its norms. Department of Technical

⁵² Doctor of Philosophy (Ph. D), Master of Technology (M. Tech.), Bachelor of Technology(B. Tech.), Master of Business Administration (MBA), Master of Computer Application (MCA), Bachelor of Architecture (B.Arch.), Bachelor of Hotel Management and Catering Techniques (BHMCT).

Education, Government of Rajasthan, monitors the administrative, financial and academic activities of RTU.

Colleges are related to RTU in mainly three ways:- (i) Affiliation to the engineering colleges are granted by RTU. (ii) Examinations for the students of affiliated engineering colleges are conducted and results thereof are declared by RTU, and (iii) Monitoring over affiliated engineering colleges is done through the nominee of RTU in Governing Body of these colleges.

2.2.3 Audit Objectives

Performance audit of RTU was conducted to assess:

- Whether a proper system of designing and maintaining academic standard in its affiliated colleges-government as well as private, existed in RTU.
- Whether a proper academic management system and infrastructure exists in RTU, its affiliated colleges and its constituent college i.e. UCE, Kota.
- Whether a prudent financial management and control system exists in RTU.

2.2.4 Audit Coverage

RTU Kota, UCE Kota, three (out of 11) Government engineering colleges and 14 (out of 123) private engineering colleges, all spread in 10 districts (*Appendix-2.2*), selected randomly were test checked. Field study was conducted during April to August 2015 covering the period from 2010-11 to 2014-15 on the basis of planned audit criteria⁵³. An Entry conference was held in the month of May 2015 in which scope and coverage of performance audit was discussed. The findings of audit were discussed with Pro Vice Chancellor of RTU in the exit conference held on 6 January 2016. Replies of the RTU have suitably been incorporated at appropriate places.

Audit findings

2.2.5 Maintenance of Academic Standard

2.2.5.1 Non-preparation of Statutes, Ordinances and Regulations of RTU

Technical education was separated from non-technical education (University of Rajasthan) vide Notification of December 2005, by forming 'Rajasthan Technical University (RTU)' under RTU Act 2006. Section 23(K) of RTU Act, empowered the Board of Management (BoM) to make statutes, ordinances and regulations for smooth functioning of the University with the approval of Chancellor.

⁵³ All India Council of Technical Education (AICTE) Act, 1987; Rajasthan Technical University Act, 2006; Minutes and Agenda of meeting of BoM; Academic Council; Finance Committee and Board of Studies; Circular and order issued by GoI/GoR and AICTE.

During scrutiny of records, it was noticed (June 2015) that RTU adopted (June 2007) statutes, ordinances and regulations of University of Rajasthan without approval of the Chancellor. RTU further failed to review/assess the suitability of these statutes, ordinances and regulations for its functioning even after a lapse of ten years. A committee was formed (July 2014) for this purpose but it has not submitted its report (March 2015).

RTU while accepting the facts replied that ordinances incorporating the provisions of the technical university have been framed and got approved (July 2015) by Board of Management (BoM) and the same have been forwarded to the Chancellor for assent, which is still awaited (December 2015).

2.2.5.2 Affiliation of Engineering Colleges

RTU has the powers and duties to lay down the conditions/rules of affiliation of colleges with it. As per section 6 of RTU Act 2006, all technical institutions shall be affiliated with the RTU in accordance with the Statutes, Ordinances and Regulations made under the Act. RTU grants affiliation to new institutions, after they are granted approval by AICTE for commencing new technical courses. After granting affiliation to an institution its academic activities are monitored by the RTU through periodical assessment/inspection.

It was noticed that RTU had failed to frame its own affiliation rules so far. RTU is merely using adopted parameters of Rajasthan University for granting affiliation without ascertaining their applicability to technical institutions (Engineering colleges). Thus in the absence of specific norms/rules of affiliation, an effective system of evaluation and monitoring of academic standards of the affiliated colleges did not develop.

RTU while accepting the facts replied (December 2015) that the University shall prepare the detailed affiliation rules in due course of time.

During test check of records of Director (Academics), RTU relating to affiliation the following issues were noticed:

(a) Issuing degrees to students of non-affiliated technical colleges

RTU demands affiliation fees for issuance of affiliation orders in the month of December every year, although inspection of the affiliated colleges is carried out once in every two years. As per the system adopted by RTU, if deficiencies⁵⁴ of serious nature are found during inspection, these are required to be intimated to AICTE well in time, with the recommendation of not granting extension of approval till that college/institution rectifies deficiencies pointed out by the inspection team of RTU.

⁵⁴ Shortage of faculties; faculties cadre ratio not as per AICTE norms; appointing unqualified Principals and Assistant Professors; non availability of hostel, canteen and playground; non availability of software in computer labs; non availability of online journals; lack of personality development classes; shortage of space in labs; lack of labs equipment and non functional computers.

The position of issuance of affiliation in respect of all engineering colleges under RTU is as under:

Year	No. of colleges applied for affiliation	Affiliation not issued till date (December 2015)
2010-11	119	1
2011-12	123	27
2012-13	129	37
2013-14	127	82
2014-15	131	131

Source:- Information provided by Director, Academics (RTU)

It was noticed that 27 colleges, had been given provisional affiliation only for 2010-11. These colleges admitted 5,859 students for the academic session 2010-11 and 2011-12 and these students have completed their course duration (four year). Though these colleges were granted provisional affiliation only for one year, RTU enrolled their students for annual examinations, and as such these students became eligible for getting a degree from RTU.

It was also noticed that consistent deficiencies⁵⁵ of serious nature were observed in all test checked colleges during inspection. But these deficiencies were neither communicated to AICTE for consideration of the extension/cancellations of approval neither granted to these institutions nor were their students declared ineligible for giving their annual examinations. Hence, these institutions did not pay any attention to rectify these deficiencies.

RTU while accepting the facts replied (December 2015) the following:

S. No.	Year	No. of colleges to whom affiliation order not issued	Reasons for non-issuance of affiliation
1	2010-11	01	In the case of one ⁵⁶ institute the extension of approval for the session 2010-11 had not been issued by AICTE. Hence, affiliation order could not be issued. Recently AICTE has issued EOA for 2010-11 which is kept pending as institute is having dues towards development fee more than ₹ One lakh.
2	2011-12	27	As per direction of BoI ⁵⁷ , for the institutes having outstanding dues of more than ₹ one lakh, affiliation is to be kept pending. Hence, affiliation orders were not issued.
3	2012-13	37	
4	2013-14	82	Out of 82 colleges, 41 colleges are having dues of more than ₹ one lakh and inspection report of 41 colleges are yet to be put up in forthcoming meeting of BoI. Hence, affiliation orders are pending.
5	2014-15	131	Process of issuing provisional affiliation order is under consideration as per the decision of 3 rd Standing committee and subsequently approval in BoI. The provisional affiliation orders will be issued after reviewing the compliance of 2013-14.

⁵⁵ Shortage of faculties, cadre ratio not maintained as per AICTE norms, Un-qualified Principals, Assistant Professors having B.Tech degree, lack of labs equipment, shortage of space in labs.

⁵⁶ Laxmi Devi Memorial College of Engineering and Technology, Alwar.

⁵⁷ Board of Inspection is chaired by VC, six other members and Dean Academic as member Secretary.

The above reply furnished by RTU points towards the fact that the affiliation process is delayed for want of consideration of inspection reports or for unimportant reasons like non -payment of development fee etc.

Thus, due to non-serious approach of colleges, RTU and AICTE towards the core function of affiliation, the entire system of conducting inspection and granting affiliation became ineffective. Continued enrolment of students, conducting of examinations and issuing degrees without granting affiliation has rendered the system of quality control meaningless. This resulted in coming up of and continuing of ill-equipped Engineering Colleges and other Technical Institutions in the State.

(b) Provisional affiliation without rectifying deficiencies

As per notification (November 2006), the BoI should make arrangements for periodical inspection of affiliated colleges. In case of any deficiency, conditional provisional affiliation was to be granted on the recommendation of BoI for particular session subject to the removal of such deficiency within 15 days.

During scrutiny of 17 test checked colleges, we noticed that conditional provisional affiliation orders for the year 2010-11, were issued to 14⁵⁸ colleges despite having deficiencies. Even though these deficiencies were not removed by the concerned colleges within the prescribed period, even then inspections were carried out for the next academic sessions and granting of provisional affiliations to 11 colleges continued till the academic session 2012-13. However, the affiliation to these colleges was not issued for the subsequent sessions 2013-14 and 2014-15. This made the entire affiliation and inspection process a mere formality.

RTU replied that to improve the affiliation process, due care will be taken in future to ensure the compliance of the deficiencies before issuing the provisional affiliations to the colleges.

Fact remains that a large number of students have been granted degrees without their college being affiliated by RTU.

In one case of 'Buddha Group of Institution (institution), Udaipur, RTU issued (June 2011) provisional affiliation for session 2010-11 with the condition that deficiencies pointed out in inspection should be removed within seven days. These deficiencies were not removed and affiliation for 2011-12 to 2014-15

⁵⁸ (i) Asians Institute of Technology, Tonk; (ii) Vedant College of Engineering & Technology, Bundi; (iii) Aravali Institute of Technical Studies, Udaipur (iv) Baldev Ram Mirdha Inst. of Tech., ITS-3, Jaipur (v) Modi Institute of Technology, Kota (vi) Rajasthan Institute of Engineering & Technology, Jaipur (vii) Sidhi Vinayak College of Science & Higher Education, Alwar (viii) Sine International Institute of Technology, Jaipur (ix) St. Wilfreds Institute of Engineering & Technology, Ajmer (x) Vyas College of Engineering and Technology, Jodhpur (xi) College of Engineering & Technology, Bikaner; (xii) Government Engineering College, Jhalawar; (xiii) Government Engineering College, Ajmer; (xiv) Poornima Group of Institutions, Jaipur.

was not granted, however the institution was allowed to function without affiliation.

RTU conducted surprise inspection (August 2014) of Buddha Group of Institution and found that the college was running in two classrooms only and that also without any Department of engineering branches, Principal and Laboratories etc. There were only two faculty members (Chemical and Electronics branch) and no other facilities existed. These serious deficiencies were not pointed out in previous inspection reports. Though these deficiencies were forwarded to the institution concerned, action was neither initiated against the college nor the matter reported to AICTE by RTU's Board of Inspection (BoI).

RTU, while accepting the facts, agreed that due to serious deficiencies, affiliation was not granted and students of this college have been shifted to other affiliated colleges.

Reply was not convincing as deficiencies were not rectified by the institution even after numerous inspections by RTU and the students admitted in 2010-11 were deprived of quality education. Had timely action been taken by RTU students could have benefitted.

Thus, due to negligence and irresponsible approach of members of inspection teams, an institute with six branches was running only in two class rooms since 2010, extracting money from the students as well as putting their future in dark.

(c) Inspection of Engineering Colleges

Section 5(vii to x) of RTU Act empowered RTU to lay down the conditions of affiliation of courses of institutions subject to verification of their academic performance, through inspection. RTU, Kota issued notification (September 2006) that Inspectors in the inspection teams, constituted for affiliations, should be faculties of the related subjects.

It was noticed that faculties of Chemistry Department, Physics Department and Assistant Accounts Officers were nominated in the Inspection Teams for carrying out inspection for affiliation of technical institutions having specialised engineering branches like electrical, mechanical, electronics, computer science etc. Putting these officers in the inspection team was in contravention to the above provisions as inspection was to be carried out to verify the technical standards, infrastructure, laboratories and workshop as per AICTE norms. Assigning such important duties to persons not conversant with these disciplines pose serious doubts about the process of affiliation.

RTU stated (December 2015) that the inspection teams are constituted as per the direction of BoM with the approval of Hon'ble VC and University take care that one of the members of the inspection team must be appointed from concerned discipline/programme.

The reply is not convincing as the inspection carried out was not in accordance with the instructions in force.

2.2.5.3 Non-appointment of full time officers

As per section 14 of RTU Act, the Registrar should be a full time officer and should be appointed by the State Government. Similarly, section 16 of RTU Act, 2006 envisaged that the Controller of Examination (CoE) should be a full time officer for discharging the functions of administrative control over examination and staff dealing with the examination process.

We observed that no regular officer was appointed/deputed to the post of Registrar for most of the period⁵⁹. Functions and duties of Registrar and CoE were entrusted to Professors as an additional charge. Similarly the post of Director, Academic was held by a Professor, as an additional charge.

RTU replied (December 2015) that registrar has been appointed in October 2015. The post of Director academic has been abolished and Dean academic is looking after the affiliation work. University is trying to fill the vacant post of CoE.

2.2.6 Academic Management

2.2.6.1 Shortage of faculty

As per AICTE norms, the ratio of Professors, Associate professors and Assistant Professors in engineering colleges should be 1:2:6. Further AICTE norms prescribe teacher-student ratio for UG courses as 1:15 and for PG courses as 1:12. No norms for teaching hours have been prescribed by AICTE.

Scrutiny of records of RTU, Kota revealed that against the requirement of 184 faculties (Professors: 28; Associate Professors: 57; and Assistant Professors: 99) in the UCE, Kota only 111 faculties (Professors: 11; Associate Professors: 25; and Assistant Professors: 75) were posted. Thus 61 *per cent* posts of professors, 56 *per cent* of associate professors and 24 *per cent* post of assistant professors were lying vacant as on June, 2015.

Similarly in 17 test checked colleges, against the requirement of 1729 faculty (Professors: 190; Associate Professors: 382; and Assistant Professors: 1157) only 1141 faculties (Professors: 35; Associate Professors: 129; and Assistant Professors: 977) were posted (July 2015) (**Appendix 2.3**). Thus, 82 *per cent* posts of Professors, 66 *per cent* of posts of Associate Professors and 15 *per cent* posts of Assistant Professors were lying vacant as on August 2015.

This huge shortage of faculty deprived the students from valuable guidance in their studies.

Further, as per norms fixed by AICTE, minimum qualification of the Engineering faculty is M.Tech. Scrutiny of information uploaded by selected 17 engineering colleges for the session 2013-14 on the website of RTU, revealed that out of 1162 teaching faculty, 686 (59 *per cent*) were only B.Tech instead of M.Tech.

RTU replied (December 2015) that State Government has sanctioned faculty position in the year 2015 and vacancies shall be filled to meet the shortage.

⁵⁹ December 2012 to February 2013 and February 2014 to till date (July 2015).

However, deficiencies in terms of faculty and their qualification in affiliated colleges are communicated to them after each inspection. Reply is not tenable as provisional affiliations have been given to the colleges without rectifying the deficiencies.

2.2.6.2 Enrolment of students

The position of sanctioned seats, enrolment and vacant seats in the Government and private Engineering Colleges (B.Tech courses) of the State during 2010-11 to 2014-15 is as under:

Year	Approved/ Sanctioned seats	Enrolment	Vacant seats	Percentage of vacant seat
1	2	3	4(2-3)	5
2010-11	47,847	33,404	14,443	30
2011-12	53,060	32,932	20,128	38
2012-13	61,401	33,355	28,046	46
2013-14	61,746	29,463	32,283	52
2014-15	64,830	27,399	37,431	58

Source:-Information provided by RTU

Above table shows that number of approved/ sanctioned seats increased by 35 *per cent* during the period 2010-15 but at the same time, enrolment of students declined by 18 *per cent*. Thus, the number of vacant seats was increased by 58 *per cent*.

During the scrutiny of records it was noticed that in 35 colleges, second shift was started between the years 2010-14 despite seats lying vacant in the first shift. Further, 49 new engineering colleges were opened between the period 2010-15 but only 36 *per cent* of their seats were filled. Interestingly it was also revealed that in 11 colleges in the academic session 2014-15, actual admission was zero and in another 10 colleges, actual admission varied from 2 to 15 *per cent* of their approved seats.

RTU while accepting the facts replied (December 2015) that steady increase in the number of colleges in Rajasthan, increase in intake capacity of existing colleges and AICTE's approval of seats without taking into account the demand existing in the market were the main cause of seats remaining vacant. RTU further stated that decrease in enrolment is attributed to the fact that good performing colleges got converted into universities, shortage of qualified faculty, and capping on the number of sanctioned post of teaching faculty are some of the other reasons for decrease in enrolment.

Justification of RTU is not convincing as the overall dismal condition of technical education in the State because of failure of affiliation process of RTU is responsible for decline in quality of technical education and interest of the students due to which 30 to 58 *per cent* of seats were lying vacant during 2010-15. The facts like shortage of faculty and unqualified faculty also points

towards the poor quality of technical education being provided under the overall supervision of RTU.

2.2.6.3 Establishment of Research Laboratories and Skill Development Centers

BoM approved (September 2014) establishment of Research Laboratories, to be financed from RTU resources at seven⁶⁰ Divisional headquarters for the purpose of facilitating the colleges of these divisions, and two Skill Development Centers (Kota and Jaipur) for developing the skills of students for placement.

It was noticed that neither any research laboratory nor any skill development center was established (July 2015).

RTU replied (December 2015) that skill development centre has been established under the Department of civil, mechanical and electronics. Computers and peripherals have been provided in the centre. However process of supplying software and designing course module is still going on. RTU further stated that setting of research labs shall be included in the perspective plan of the university.

Fact remains that neither research labs nor skill development centres were functioning due to lackadaisical attitude of RTU.

2.2.6.4 Training for faculties

RTU expressed concern about poor performance of students in university examination; therefore, Finance Committee passed (March 2011) a resolution to establish a training centre in Kota for faculty development to improve the quality of teaching. These training programmes were to be financed partly by funds collected from the participating candidates and partly from RTU. Though the centre was established but no training programmes were conducted for development of teaching skills and pedagogy during the period 2011-15.

RTU replied (December 2015) that due to lack of response from the faculty, the scheme could not be implemented.

2.2.6.5 Credibility of RTU in evaluation of answer books

The Controller of Examination (CoE) conducts examinations of all engineering colleges affiliated to the RTU and declares results. After declaration of results, candidates not satisfied with their result are entitled to apply for revaluation of the answer books. The details of total answer books, answer books revaluated and number of answer books in which change occurred, pertaining to B.Tech. examinations are given in the table below:

⁶⁰ Ajmer, Bharatpur, Bikaner, Jaipur, Jodhpur, Kota and Udaipur.

Particulars	Year				
	2010-11 (per cent)	2011-12 (per cent)	2012-13 (per cent)	2013-14 (per cent)	2014-15 (per cent)
1	2	3	4	5	6
Total number of Answer Books evaluated	15,48,589	19,49,941	16,55,675	18,59,921	N.A.
Total No. of Students involved in revaluation	56,175 (3.63)	62,567 (3.21)	91,328 (5.52)	1,22,686 (6.60)	N.A.
Total No. of students whose results was modified	3,731 (6.64)	7,333 (11.72)	18,162 (19.89)	26,472 (21.58)	N.A.

Source: Information provided by CoE, RTU for B. Tech exam only

The percentage of students who got answer books re-evaluated increased from 3.63 *per cent* in 2010-11 to 6.60 *per cent* in 2013-14. The increasing trend in modification of results on account of revaluation also increased to 21.58 *per cent* in 2013-14 as compared to 6.64 *per cent* in 2010-11. This indicated increasing trend in the dissatisfaction level and poor quality of evaluation of answer books.

RTU stated (December 2015) that it will provide model solution with marking scheme at all the central evaluation centres. This will also increase the accuracy level of the evaluation.

2.2.6.6 *Slow progress in research work*

One of the main objectives of RTU was to set up centres of advanced technology in areas of high national relevance with a view to speeding up innovation and to promote sponsored research and industrial consultancy. Section 5(xiv) of RTU Act, 2006 also envisaged to explore the possibilities of augmenting the resources of RTU by exploring innovative activities like research and development works, providing consultancy and training to clients from industries and trade. Research activities are monitored through office of Dean (Research) at RTU. As per ordinance issued by RTU for Doctor of Philosophy (PhD.), the time period for submission of the thesis for full time scholars ranges from 5 to 12 semesters and for part time scholars it ranges from 8 to 16 semesters.

Scrutiny of records of RTU revealed that during the period 2009-13, 68 students got admission in PhD. under various branches of Engineering. Out of them only two students successfully completed their PhD. Rest of the 66 scholars did not complete their PhD. within the stipulated period. Further, only one research project, sanctioned by Department of Science and Technology, GoI in the year 2012-13, was undertaken by RTU.

RTU while accepting the facts replied (June 2015) that action is being taken against those students who did not submit their thesis for PhD. and all efforts shall be made to encourage the scholars for timely submission of their thesis.

This shows that RTU failed to create a research oriented environment to meet the demand of quality technical education and research in the State.

2.2.6.7 Management of University College of Engineering, Kota

Government notified (September 2006) and renamed the erstwhile Engineering College, Kota (a constituent college of RTU) as 'University College of Engineering (UCE)', to be administered through Director of the College. Presently, UCE is offering eleven UG programmes and eleven PG programmes.

(a) Starting new courses without proper planning

State Government announced commencement of Petroleum and Aeronautical Engineering branches in UCE from the session 2011-12 with the intake of 30 students in each branch. Further, State Government announced (May 2012) establishment of Centre of Nanotechnology in UCE for post graduate studies and research in Nanotechnology from session 2012-13. State Government also directed (June 2013) RTU, to ensure starting of new branch of Petrochemical Engineering with intake of 30 students from the academic session 2013-14. All these branches were of specific nature and required specialised class rooms, laboratories, equipment and faculties.

It was noticed that RTU started all of the above branches in UCE, Kota without acquiring such infrastructure. In absence of development of labs (fully furnished with required equipment), practical training of the courses were being arranged in Regional Geo Science Laboratory, Vadodara, Reservoir Studies, ONGC Ahmedabad and school of Aeronautics, Neemrana, Alwar. Lack of proper planning for opening new branches adversely affected academic study and career of students, as in the absence of proper faculties, equipment and infrastructure, students were deprived of the knowledge of latest technology.

RTU replied (December 2015) that faculty has been appointed and labs have been established but the reply was not supported by any documentary evidence.

(b) Accreditation of courses

'National Board of Accreditation (NBA)', an agency of AICTE, gives accreditation to various courses of technical education. The purpose of the accreditation is to promote and recognize excellence in technical education in colleges and universities, both at undergraduate and post graduate levels. Accreditation by NBA also increases the rating of the university/colleges. It also helps in enhancing industry-institute partnership for advancement of technology which ultimately effect intake of the students and placement in various service sectors.

Scrutiny of the records revealed that none of the eleven under-graduate courses⁶¹ and eleven post-graduate courses⁶² in UCE, Kota, was accredited by

⁶¹ 1. Civil Engineering, 2. Electronic Inst. and Control Engineering, 3. Production and Industrial Engineering, 4. Electrical Engineering, 5. Mechanical Engineering, 6. Electronics and Communication Engineering, 7. Information Technology, 8. Computer Engineering, 9. Aeronautical Engineering, 10. Petrochemical Engineering, 11. Petroleum Engineering,

NBA (March 2015). RTU stated (June 2015) that it has now applied for accreditation from NBA for 5 courses⁶³ of B. Tech. and 5 courses⁶⁴ of M. Tech.

Non-accreditation of courses resulted in non-receipt of funds from UGC and private sector, for research as well as for expansion, support and advice to enhance the quality of education. This also downgrades the rating of the college resulting in decreasing trend of placement of students during the period 2005-06 to 2014-15 as shown in the following table:

Year	Total Strength (as per placement record)	Eligible students ⁶⁵	No. of students got placement	Percentage of placement	
				w.r.t. eligible students	w.r.t. total students
2005-06	354	245	201	82	57
2006-07	363	282	209	74	58
2007-08	376	275	275	100	73
2008-09	376	275	209	76	56
2009-10	395	275	175	64	44
2010-11	413	280	159	57	38
2011-12	434	269	119	44	27
2012-13	429	274	96	35	22
2013-14	450	333	116	35	26

Source:- Information provided by RTU

Above table shows that *percentage* of students, who are getting jobs through campus placement showed a steeply declining trend since 2007-08 onwards which reflects a serious flaw in the functioning of UCE, Kota. UCE should endeavour to train the student and improve their academic standards so that maximum number of students could take part in the placement programme. One of the prominent reasons of low placements was assigning non-academic/administrative duties of RTU to teaching staff of UCE, Kota. Apathy shown by State Government in filling the vacant posts and over-burdening UCE by opening new branches (Petroleum, Petrochemical and Aeronautical Engineering), was also a major cause of concern.

RTU stated (July 2015) that continuous efforts are being made to improve the numbers of placement. Percentage of placement has been increasing during 2014-15 and 2015-16. Further accreditation of five PG and five UG courses is under process. However information about promotion of industry-institute partnership and absorption of its students in industries and promoting entrepreneurship among the students was not furnished.

⁶² 1. Structural Engineering, 2. Geotechnical Engineering, 3. Environmental Engineering, 4. Computer Science and Engineering, 5. Power System, 6. Power Drives, 7. digital Communication, 8. Control and Instrumentation, 9. Machine Design, 10. Industrial Management and Engineering, 11. Renewable Energy Technology.

⁶³ 1. Civil Engineering, 2. Electrical Engineering, 3. Mechanical Engineering, 4. Electronics and Communication Engineering, 5. Computer engineering.

⁶⁴ 1. Environmental Engineering, 2. Power System, 3. Digital Communication, 4. Control and Instrumentation, 5. Industrial Management and Engineering.

⁶⁵ Qualification/Standards of eligibility of students for campus placements are decided by the respective placement companies.

Thus, lackadaisical approach of academic management resulted not only in loss of credibility among Multinational companies/Industries in placement of RTU/UCE students but also failed in its mission to promote Industry-Institute partnership to make technical education a valid means of job creation.

2.2.7 Financial Management and Control

2.2.7.1 Funding

RTU and its affiliated colleges together form a system of managing technical education for nearly four lakh students in the State. Financial assistance in terms of grants-in-aid was provided to RTU up to 2011-12, by the State Government. Thereafter, RTU was to meet all its expenses from its own resources with the approval of Finance Committee (FC) and BoM.

Major sources of income of RTU are affiliation fee, enrollment fee, development fee, exam fee, inspection fee, admission fee and interest earned on FDRs. The financial position of RTU, during the period 2010-15 was as under:

(₹ in crore)

Year	Budget allocation			Capital expenditure	Income from own sources	Total expenditure	Savings
	Capital	Revenue	Total				
1	2	3	4	5	6	7	8
2010-11	10.31	27.55	37.86	2.37	54.55	41.76	12.79
2011-12	8.10	29.87	37.97	1.37	56.53	33.86	22.67
2012-13	4.72	41.92	46.64	11.21	107.24	50.71	56.53
2013-14*	24.60	48.54	73.14	1.13	88.77	46.15	42.62
2014-15*	30.73	61.43	92.16	NA	95.60	73.81	21.79

Source: Financial Statement and Budget of RTU

* Income and expenditure is based on ledgers as annual accounts were not finalized yet.

The surplus of income over expenditure is transferred to General fund of the University and it is either invested in FDRs or utilised as capital expenditure. As on April, 2010, RTU was having FDRs worth ₹ 52.47 crore, which went up to ₹ 204.57 crore on 31 March, 2015 due to large savings that occurred every year.

Finance Officer of the RTU is responsible for preparation of budget plan of the RTU for each year. Budget allocation by the university under capital head during the period 2010-14 was ₹ 47.73 crore. Against this allocation, university utilised only ₹ 16.08 crore (34 per cent). This shows the non-serious approach of RTU in preparing the budget estimates which resulted in parking of funds in Bank FDRs.

Observations on financial management are discussed below:

(i) Funds and reserves are created for the purpose of fulfilling the future requirements and incurring expenditure from it, for which no budget

provisions is made. It was observed that various funds⁶⁶ were created by RTU for developmental and welfare activities, an amount of ₹ 12.97 crore, collected under these funds was accumulated as on March 2013. However, these funds were not utilized for any purpose since 2010-11, resulting in non-fulfillment of the purposes of creation of these funds.

(ii) As per provisions of General and Financial Accounting Rule (GF&AR), payment of advances to Government servants should be adjusted as soon as possible. Temporary advances to employees of RTU and other organisations and individuals were being paid to meet petty expenses related to RTU. Advances were also paid to other departments for execution of construction work, purchase of items or equipment etc. It was noticed that advances of ₹ 2.39 crore were outstanding in the books of RTU as on 31 March 2015, of which ₹ 0.10 crore was pending for adjustment since more than four years from 2011-12. Similarly, it was also noticed that an amount of ₹ 9.14 lakh given as TA advances to the faculty members of the UCE, Kota under the Technical Education Quality Improvement Programme-II, was lying unadjusted for a period ranging between 2 to 21 months.

RTU while accepting the facts stated (December 2015) that due to decentralized system of RTU, allocated funds were not utilised and efforts will be made to ensure full utilisation of funds in the ensuing financial year.

2.2.7.2 Preparation of Annual Accounts and their submission in assembly

As per section 45 of RTU Act, 2006, annual accounts and balance sheets of RTU shall be prepared by Finance Officer and the audited accounts along with audit report should be submitted to State Legislative Assembly.

Scrutiny of records revealed that annual accounts up to 2012-13 were prepared and submitted to BoM, the preparation and submission of annual accounts for the years 2013-14 and 2014-15 were still in process (June 2015). Detail regarding submission of annual accounts before State Legislature was not furnished (July 2015). This indicates lack of monitoring control of State Government on financial status of RTU.

RTU while accepting the facts stated (December 2015) that preparation of annual accounts is under process and would be submitted soon to the administrative department.

2.2.7.3 Non-preparation of Annual Reports

Section 44 of RTU Act, 2006 envisaged that the annual report of the RTU should be prepared and circulated among the members of BoM a month before annual meeting of the board. The annual report approved by BoM is submitted before State legislature.

⁶⁶ University Development Fund: ₹ 9.57crore; RPET Fund: ₹ 1.00 crore; Staff Welfare Fund: ₹ 0.71 crore; Other Funds: ₹ 1.67 crore.

Audit observed that annual report for the year 2013-14 was got published. Details of submission of this report to State Government and publication/submission of reports for 2010-11, 2011-12, 2012-13 and 2014-15 were not furnished (July 2015).

RTU while accepting the facts replied (December 2015) that preparation of annual reports for the year 2014-15 and 2015-16 was under process.

2.2.7.4 Absence of nomination of representative in affiliated colleges

(i) As per Rule 26(2) of Hand Book of Rajasthan University, as adopted by RTU, it has to depute its Representative in the governing body of each affiliated college. The Representative has to monitor the administrative, academic and financial activities of the colleges and to ensure running of college as per norms/regulations fixed by AICTE/RTU/ State Government.

Scrutiny of records revealed that RTU nominated its representative only in 33 (of 127) affiliated colleges for the academic session 2013-14. Thus, governing bodies of 94 colleges remained without any representation from RTU and their administrative, academic and financial activities remained unmonitored.

(ii) As per Rule 26(5)(B)(5) and 26 (6) *ibid*, BoM would nominate two subject experts, approved by the Vice Chancellor in the selection committee of affiliated colleges constituted for selection of faculties in the college. It was observed that RTU nominated its subject experts only in 33 colleges for the academic session 2013-14 since its formation. This indicated that RTU had no monitoring over selection of faculties in any affiliated colleges up to 2012-13.

RTU while accepting the facts replied (December 2015) that guidelines have been prepared for appointment of nominee of VC in the Committee constituted for selection of Faculty in affiliated colleges.

2.2.7.5 Meeting of Board of Management

As per Para 23(j) of RTU Act, BoM shall meet at such times and as often as it deem necessary, provided, however, that the regular meeting of the Board shall be held at-least once in every three months.

Scrutiny of minutes of meetings revealed that only 10 meetings were held against 20 meetings due during the period 2010-15. This reflects lack of monitoring of RTU activities by BoM.

RTU stated (December 2015) that efforts were being made to convene the meetings of BoM as per norms enumerated in RTU Act.

2.2.8 Conclusion and Recommendations

The RTU failed to frame its own statutes, ordinances and regulations for effective administration. It completely neglected its core function of granting affiliation to the colleges and monitoring its academic activities through

periodical assessment/inspection. Continued enrolment of students, conducting of examinations and issuing degrees without granting affiliation has rendered the system of quality control meaningless. This resulted in coming up of and continuing of ill-equipped Engineering Colleges and other Technical Institutions in the State.

The RTU should focus on its core activity of improving and maintaining academic standards in its affiliated colleges. For this, it should immediately frame the affiliation rules and devise a control mechanism to ensure rectification of deficiencies in institutions getting provisional affiliation.

There was shortage of faculty in Government as well as private engineering colleges. RTU's own constituent colleges i.e. UCE was having many deficiencies in terms of infrastructure, faculty etc. Further, faculties were not having qualification as per AICTE norms. Deterioration in quality of teaching was also felt as placement of students was on a declining trend. The RTU also failed to create research oriented environment to attract research projects from Government/Non-Government organisations.

RTU should initiate efforts to improve the quality of technical education and to create a research oriented environment.