

Chapter III

Compliance Audit Observations

School Education Department

3.1 Functioning of Residential Educational Institutions

3.1.1 Introduction

Government had established (1972) ‘Andhra Pradesh Residential Educational Institutions Society (APREIS)’ with the objective of providing quality education to the rural¹ talented children from the economically backward families² in the combined State of Andhra Pradesh. After formation of Telangana State, the Telangana Residential Educational Institutions Society (TREIS) came into existence³ (June 2014) for the administration of Residential Educational Institutions in the State for imparting quality education to targeted children with an yardstick of 100 *per cent* success rate in public examinations.

As at the beginning of the academic year 2015-16, there were 47 Residential Schools⁴ (Classes V to X) with 17,054 students and four⁵ Junior Colleges (offering two year Intermediate course) with 826 students, functioning in the State for providing free quality education with boarding and lodging facilities to the students. Admissions into Class V and Intermediate first year are being made as per the merit and reservation based on the admission tests conducted by TREIS every year. During 2014-16 an average annual expenditure of ₹75 crore was incurred on maintenance of the Society and Institutions.

3.1.2 Audit Framework

Audit of TREIS was carried out between December 2015 – May 2016 covering the period 2013-16⁶ to assess adequacy of infrastructure, basic amenities/facilities, teaching staff in the residential institutions and to analyse academic performance of the institutions. Audit methodology involved examination of records of the TREIS, 16 out of 47 Residential Schools and two out of four Junior Colleges in the State. Besides, Audit team (along with the Principals of the Institutions concerned) conducted physical verification of test-checked residential institutions. Details are given in *Appendix-3.1*. Audit findings were benchmarked against the criteria sourced from Memorandum of Association, Bye-laws of the Society, infrastructural requirement for Residential Schools projected by TREIS and Government instructions from time to time. The results of audit are discussed below.

3.1.3 Infrastructure facilities

To improve the enrolment and retention of students and to provide improved quality of education at the high school level in the residential schools in the State sector, as a part of Millennium Development Goals, Government had issued orders in February 2008 stipulating that all the residential schools in the State should be strengthened through

¹ The rural concept is not applicable to SC/ST/Minority students and students of Hyderabad and Ranga Reddy districts

² whose parental annual income does not exceed ₹60,000 per annum up to AY 2015-16 and ₹1,50,000 per annum (Rural) and ₹2,00,000 per annum (Urban) since AY 2016-17

³ The Society was registered (June 2014) under the Andhra Pradesh Societies Registration Act, 2001

⁴ Residential General Schools: 35 (Boys:15 and Girls: 20) and Residential Schools for Minorities (including six Urdu): 12 (Boys: nine and Girls: three)

⁵ Residential Junior Colleges: 2 (Boys: one and Girls: one) and Residential Junior Colleges for Minorities (Boys: 2)

⁶ Records of the TREIS for the period June 2014 – March 2016 and records of Residential Schools and Junior Colleges for the period 2013-16 were scrutinised in Audit

various initiatives like provision of adequate infrastructure facilities viz., buildings, laboratory, library, sports & games, hostels and dining arrangements, staff quarters, etc., in a phased manner over a period of four to five years.

The results of Audit scrutiny of records of the TREIS and physical verification of 16 schools showed the following.

3.1.3.1 Buildings

Although 41 out of 47 Residential Schools in the State had their own buildings, majority of school buildings were not equipped with adequate infrastructure facilities. There was more than 50 per cent shortage of (i) classrooms, laboratory, etc., in 17 schools (including five⁷ test-checked schools), (ii) dormitories in 35 schools (including all the 16 test-checked schools) and (iii) toilets and bathrooms in 31 schools (including 12⁸ test-checked schools) in the State. Majority of the schools did not have provision of quarters for Principal (18 schools including 7⁹ test-checked schools), teaching staff (29 schools including 9¹⁰ test-checked schools), non-teaching staff quarters (39 schools including 15¹¹ test-checked schools) and compound wall (33 schools including 12¹² test-checked schools).

Six schools which were functioning in rented accommodation also had significant shortage of classrooms, laboratory, etc., (44 to 78 per cent), dormitories (up to 60 per cent), toilets and bathrooms (70 to 83 per cent). None of the schools (except Kamareddy) had provision for staff quarters. The details are discussed in paragraphs 3.1.3.2 to 3.1.3.8 *infra*.

Deficient execution of construction works

Every year TREIS submits budget proposals for construction of Residential school buildings including additional classrooms, dormitories, kitchens, dining halls, toilets, staff quarters, water facility, furniture, compound wall, etc., to the user Departments viz., School Education, Intermediate Education and Minorities Welfare. After sanction by the user Departments, the construction works are executed through Andhra Pradesh Education and Welfare Infrastructure Development Corporation (APEWIDC).

Against the budget requirement of ₹327.69 crore (2014-15) and ₹391.67 crore (2015-16) submitted by TREIS for construction works in 41 schools to School Education Department, construction works in six schools¹³ (cost: ₹14.02 crore) only were sanctioned. Of this, works pertaining to two schools¹⁴ were in progress (expenditure: ₹1.76 crore) and the works in the remaining four schools were at initial stage. Further, the construction works sanctioned (cost: ₹47.32 crore) in 30 schools during 2015-16 under NABARD (RIDF - XXI)¹⁵ assistance were yet to be commenced as of July 2016.

⁷ Borabanda (Girls), Nirmal, Thatipalli, Bandarupalli and Sarvail

⁸ Beechupalli, Balanagar, Borabanda (Boys) & (Girls), Medak, Thatipalli, Bandarupalli, Nekkonda, Wyra, Choutuppal, Thungathurthy and Ramannapeta

⁹ Beechupalli, Balanagar, Medak, Bandarupalli, Nekkonda, Sarvail and Choutuppal

¹⁰ Borabanda (Boys) & (Girls), Medak, Hasanparthy, Nekkonda, Enkoor, Sarvail, Choutuppal and Ramannapeta

¹¹ All the sampled schools (except Thungathurthy)

¹² Beechupalli, Balanagar, Borabanda (Girls), Medak, Thatipalli, Hasanparthy, Nekkonda, Enkoor, Thungathurthy, Wyra, Sarvail, and Ramannapeta

¹³ Keesaragutta (Ranga Reddy): ₹ one crore, Sarvail (Nalgonda): ₹1.67 crore, Siddipeta (Medak): ₹5.62 crore, Nerella (Karimnagar): ₹4.16 crore, Vangara (Karimnagar): ₹1.01 crore and Medak: ₹0.56 crore

¹⁴ Sarvail: ₹99.60 lakh and Vangara: ₹76.01 lakh

¹⁵ National Bank for Agriculture and Rural Development (NABARD) - Rural Infrastructure Development Fund (RIDF)

As for Minority schools, the construction works in three out of four¹⁶ schools sanctioned (cost: ₹36 crore) during 2012-13 were also not completed (expenditure: ₹16.74 crore) as of May 2016.

A few specific cases of poor progress of works despite the immediate necessity of infrastructure facilities are illustrated below:

- (i) Residential School, Sarvail has been functioning in Asbestos Cement Sheet sheds without permanent buildings since its inception in 1971. For upgradation of the school to Regional Centre of Excellence (RCE) by bringing talented children of the State at one place for providing them quality education, Government sanctioned (July 2012) provision of additional infrastructure (estimated cost: ₹5.82 crore) *viz.*, dormitories, staff quarters, kitchen, dining hall, toilets, furniture, lab equipment, library books, water facility, etc., with a stipulation to provide the infrastructure within a period of six years.

It was however, observed that during the four-year period 2012-16, only ₹1.67 crore was allocated against ₹3.88 crore, intended to be released for construction of additional buildings and providing amenities. The utilisation was still less (₹99.60 lakh) and, as a result, except for a dormitory block, dining hall and a semi-finished dormitory, none of the additional infrastructure sanctioned under the upgradation programme was provided to RCE even after the lapse of four years from sanction. Consequently, the RCE has been experiencing acute shortage¹⁷ of infrastructure (June 2016).

- (ii) With a view to resolving accommodation problem in Residential School, Keesaragutta which did not have permanent buildings, Government sanctioned (February 2014) ₹3.06 crore for construction of dormitories, kitchen and dining hall, Principal's quarter, staff quarters, compound wall, etc.

It was however, observed that the funds were not utilised for the intended purposes during 2013-15 due to sanction of funds at the fag end of the financial year (2013-14) and delay in finalisation of estimates and tenders by APEWIDC (2014-15). After revalidation of funds (₹3.06 crore) in November 2014, Government sanctioned (October 2015) only ₹ one crore by restricting the construction work to dormitory, kitchen, dining hall, etc., the construction of which was taken up only in February 2016. The other works such as staff quarters, community hall and compound wall were deferred.

The accommodation problem in the school was thus not resolved leaving a significant shortage¹⁸ of infrastructure facilities even after expiry of two years of the Government sanction.

- (iii) For the Residential Schools, Siddipeta and Nerella, TREIS had submitted (January 2014 and August 2014) proposals for additional infrastructure such as additional

¹⁶Warangal: Cost: ₹9 crore/Expenditure: ₹5.45 crore; Kamareddy: Cost: ₹9 crore/Expenditure: ₹6.56 crore; Zaheerabad: Cost: ₹9 crore/Expenditure: ₹4.73 crore; Wanaparthy: Cost: ₹9 crore/Work not commenced

¹⁷ Classrooms (shortage of 21 against 27 required), dormitories (shortage of 6 against 10), toilets & bathrooms (shortage of 20 against 60) and non-provision of Principal, teaching and non-teaching staff quarters

¹⁸ Classrooms (shortage of 17 against 27 required), dormitories (shortage of 5 against 10), toilets/bathrooms (shortage of 35 against 60) and non-provision of kitchen, dining halls, teaching and non-teaching staff quarters, compound wall, etc.

classrooms, dormitories, staff quarters, toilets, compound wall, etc. However, due to sanction of funds (₹9.78 crore¹⁹) at the fag end of the financial year 2014-15 works were not commenced and the funds lapsed.

Further, the construction works proposed in 2014-15 along with some other additional works taken up (2015-16) at Siddipeta and Nerella with the NABARD (RIDF - XX) assistance (with 7.25 per cent interest) were at initial stage as of July 2016, despite the acute shortage²⁰ of infrastructure in the Residential Schools.

- (iv) With a view to providing own buildings with adequate living space and amenities to Minority Residential Schools, which had been functioning in rented accommodation, Government had sanctioned (January 2013) ₹9 crore each to four schools at Kamareddy, Wanaparthy, Warangal and Zaheerabad.

As of May 2016, out of four schools, buildings of only one school (Warangal) were partially completed (expenditure: ₹5.46 crore). It was however, observed that non-provision of approach road (2.5 km) from newly constructed school buildings to the nearby village was causing hardship to students and the staff. In two schools (Kamareddy and Zaheerabad) the delay in completion of works was attributed to the delay in handing over of site to contractor, site disputes, etc. In Wanaparthy, construction work was not commenced due to land dispute.

Thus, the minority Residential Schools continued to suffer from the shortage²¹ of accommodation and infrastructure despite the provision of funds.

Major repairs to school building

Audit scrutiny of records and physical verification of Residential School (Girls) at Medak showed that one of the school buildings was in a dilapidated condition. The Municipal authorities had inspected (July 2013) the building as a part of Demolition & Dilapidated and Dangerous buildings survey and identified it as one that required major repairs.

It was observed in Audit that although the Commissioner, Medak Municipality had informed twice (July 2013 and September 2016) the Principal of the school that major repairs were required to be undertaken immediately as it might collapse at any time, the Principal did not bring the issue to the notice of the TREIS until September 2016 for getting the building repaired, exposing the children and staff to high risk.

3.1.3.2 Classrooms, laboratory, library, etc.

Government had stipulated that all residential schools should be provided with adequate classrooms, well equipped laboratory, full-fledged library, etc. There should be rooms for Principal/Vice-Principal/Office/Teaching and Non-teaching Staff, etc.

¹⁹ Siddipeta: ₹5.62 crore and Nerella: ₹4.16 crore

²⁰ Classrooms (shortage of 12 (Siddipeta) & 14 (Nerella) against 27 required), dormitories (shortage of 10 (Siddipeta) & 10 (Nerella) against 10), toilets & bathrooms (shortage of 36 (Siddipeta) & 50 (Nerella) against 60), staff quarters (shortage of 24 (Siddipeta) & 24 (Nerella) against 24)

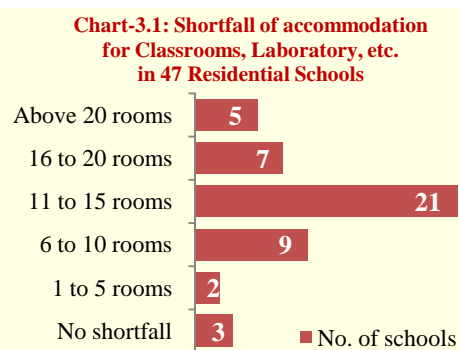
²¹ Classrooms (shortage of 15 (Wanaparthy) & 12 (Kamareddy) against 27 required), dormitories (shortage of 4 (Wanaparthy) against 10), toilets and bathrooms (shortage of 50 (Wanaparthy) & 42 (Kamareddy) against 60) and Staff quarters (shortage of 24 (Wanaparthy), 20 (Kamareddy), 20 (Warangal) and 20 (Zaheerabad) against 24)

As per the data furnished by the Engineering Wing of TREIS, each residential school is required to be provided with 27 rooms for accommodating classes, laboratories, library, etc. Audit scrutiny/physical verification showed the following:

- (i) In 44 out of 47 Residential Schools in the State, there was a shortage of 576 rooms (48 per cent) against the requirement of 1,188 rooms intended for classrooms, laboratory, library, etc. The shortage²² was 41 per cent in 16 test-checked schools.

In 33 (including nine²³ test-checked schools) out of 44 schools, the shortfall was more than 10 rooms as shown in Chart-3.1 alongside.

The shortage was very high in five²⁴ Residential Schools, where only six rooms were available against 27 rooms in each school.



Source: Data furnished by TREIS

- (ii) Although the sanctioned strength of each residential school in Class V was 80 students with two sections, the actual student strength during three academic years 2013-14 to 2015-16 were restricted to 40 students with one section, attributing it to insufficient accommodation in 28 (2013-14), 13 (2014-15) and 8 (2015-16) schools. In Residential Schools, Barkas, Ibrahimpatnam, Kamareddy, Nagaram and Nalgonda (Boys), the student strength was restricted to 40 students in three consecutive academic years. Consequently, aspiring students were deprived of the opportunity to get admission into the residential schools.
- (iii) In Residential Schools, Hasanparthy, Medak and Thatipalli, although there was a shortage of 7, 10 and 15 classrooms respectively, two classrooms constructed for each school (2010 and 2015) with the Rajiv Vidya Mission (RVM) funds (₹7.36 lakh, ₹7 lakh and ₹9.56 lakh) were not put to use due to lack of approach road between dormitories and the classrooms (Hasanparthy and Medak) and non-execution of electrical works (Thatipalli).

The Principals replied (January - April 2016) that efforts were being made to resolve the issues and to utilise the two additional classrooms.

- (iv) In 46 out of 47 Residential Schools (i.e., except Enkoor), there was acute shortage of 5,584 dual desks (76 per cent) against the requirement of 7,360 (160 desks per school). The shortage was 65 per cent²⁵ in 15 test-checked schools. In 15²⁶ Residential schools (including test-checked school at Medak), dual desks were not provided to students and the students needed to sit on the floor as no alternate arrangements were made.

²² Shortage of 176 rooms against the requirement of 432 rooms

²³ Borabanda (Girls), Nirmal, Thatipalli, Bandarupalli, Nekkonda, Wyr, Sarvail, Choutuppal and Thungathurthy

²⁴ Hyderabad: Barkas; Ranga Reddy: Vanasthalipuram; Nalgonda: Nalgonda (Girls) and Sarvail; Nizamabad: Pochampad (Girls)

²⁵ Shortage of 1,556 dual desks against the requirement of 2,400 dual desks

²⁶ Mahabubnagar: Wanaparthi; Ranga Reddy: Tandur; Medak: Medak and Zaheerabad (Boys); Nizamabad: Pochampad (Boys) & (Girls), Bodhan and Kamareddy; Adilabad: Bellampalli; Karimnagar: Peddapur Camp, Thatipalli, Vangara, Medaram and Nerella; Nalgonda: Nalgonda (Boys)

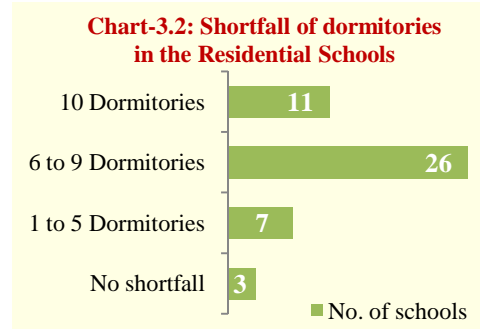
3.1.3.3 Dormitories

Government had stipulated (February 2008) that all residential schools should be provided with adequate dormitories, recreation hall, etc., for the students.

As per the Engineering Wing of TREIS, each residential school is required to be provided with 10 dormitories to accommodate the children. Audit scrutiny/physical verification showed the following:

- (i) In 44 out of 47 Residential Schools in the State, there was a shortage of 325 dormitories (74 per cent) against the requirement of 440 dormitories to accommodate the children. The shortage was 78 per cent²⁷ in 16 test-checked schools.

In 11²⁸ (including three test-checked schools) out of 44 schools, dormitories were not provided (Shortage: 100 per cent) and in 26 schools (including 13²⁹ test-checked schools), the shortage was more than 5 (50 per cent) against 10 dormitories required as shown in Chart-3.2 above.



Source: Data furnished by TREIS

- (ii) In five test-checked Residential Schools, due to non-availability of dormitories (Borabanda (Boys) and Nekkonda)/shortage of dormitories (Ramannapeta, Wyra and Choutuppal), the students were housed in the classrooms, laboratory, etc.

The Principals stated (April 2016) that despite several requests to TREIS and Government, dormitories/furniture were not provided and accepted that the students were facing a lot of inconvenience, being accommodated in the classrooms where there was no provision of cots.



Shortage of dormitories in the Residential School, Ramannapeta (Nalgonda) compelled the girl students to stay and sleep in the classroom (April 2016)

- (iii) The 47 Residential Schools in the State, faced acute shortage of 10,132 cots (90 per cent) against the requirement of 11,280 (240 per school). The shortage³⁰ was 79 per cent in 16 test-checked schools. In 28³¹ (including four test-checked schools) out of 47 schools, cots were not at all provided to children.

²⁷ Shortage of 125 dormitories against the requirement of 160 dormitories

²⁸ Hyderabad: Borabanda (Boys); Ranga Reddy: Ibrahimpatnam; Medak: Toopran and Siddipeta; Nizamabad: Madnoor; Karimnagar: Nerella; Warangal: Hasanparthy, Velair, Kodakandla and Nekkonda; Nalgonda: Nalgonda

²⁹ Beechupalli, Balanagar, Borabanda (Girls), Medak, Nirmal, Thatipalli, Bandarupalli, Enkoor, Wyra, Sarvail, Choutuppal, Thungathurthy and Ramannapeta

³⁰ Shortage of 3,015 cots against the requirement of 3,840 cots

³¹ Mahabubnagar: Wanaparthi & Mahabubnagar; Hyderabad: Barkas; Ranga Reddy: Ibrahimpatnam, Tandur & Vanasthalipuram; Medak: Lingampalli, Medak, Sangareddy, Siddipeta & Zaheerabad (Boys); Nizamabad: Pochampad (Boys) & (Girls), Madnoor, Bodhan & Kamareddy; Adilabad: Bellampalli & Nirmal; Karimnagar: Peddapur Camp, Medaram & Nerella; Warangal: Bandarupalli, Velair, Nekkonda & Warangal; Khammam: Burgampahad; Nalgonda: Nalgonda (Boys) & (Girls)

3.1.3.4 Dining Halls, Kitchen and Stores

Government had stipulated that all residential schools should be provided with adequate dining halls, kitchen, stores, etc.

As per the Engineering Wing of TREIS, each residential school is required to be provided with three dining halls and one kitchen. Audit scrutiny/physical verification showed the following:

- (i) In 45 out of 47 Residential Schools, there was a shortage of 101 dining halls (75 per cent) against the requirement of 135 halls. The shortage³² was 75 per cent in 16 test-checked schools. In 11 schools³³ (including four test-checked schools) there was no dining hall facility.
- (ii) Audit team observed in five test-checked schools that due to the shortage of space for dining the students were having their meal on the floor (Nekkonda, Medak and Balanagar)/verandah (Enkooor)/open ground (Hasanparthy) and the situation was even worse in these schools during rainy season.
- (iii) In the Residential Schools, Beechupalli and Ramannapeta meal was being served to about 400 students in a single dining hall (against the requirement of three) in two batches which could have an adverse affect on stipulated daily routine of the Residential Schools.
- (iv) In 11³⁴ (including three test-checked schools) out of 47 Residential Schools, kitchen was not provided. In Residential Schools, Borabanda (Girls) and Keesaragutta, due to non-provision of adequate kitchen, cooking was being done in temporary sheds/ dilapidated buildings.



Shortage of dining halls in the Residential School, Hasanparthy (Warangal) compelled the girl students to have their meal in open ground (February 2016)

3.1.3.5 Water Supply

Government had stipulated that all residential schools should be provided with adequate water supply facilities. Advisor to State Government (Welfare) had emphasised (January 2015) the need of RO/UV³⁵ plants in the residential schools to ensure safe drinking water to the boarders.

As per the Engineering Wing of TREIS, each residential school is required to be provided with two RO plants. Audit scrutiny of records and physical verification of schools showed the following.

³² Shortage of 36 dining halls against the requirement of 48 dining halls

³³ Hyderabad: Borabanda (Boys) and (Girls); Ranga Reddy: Keesaragutta and Tandur; Nizamabad: Nagaram and Bodhan; Adilabad: Bellampalli; Karimnagar: Thatipalli and Medaram; Nalgonda: Nalgonda and Choutuppal

³⁴ Hyderabad: Borabanda (Girls); Ranga Reddy: Keesaragutta; Medak: Siddipeta; Nizamabad: Pochampad (Girls) and Bodhan; Adilabad: Bellampalli; Karimnagar: Thatipalli and Medaram; Nalgonda: Nalgonda (Boys) & (Girls); Warangal: Bandarupalli

³⁵ Reverse Osmosis/Ultra Violet

- (i) In 44 out of 47 residential schools in the State, either RO plants were not provided (in 12 schools³⁶ including four test-checked schools) or adequate number of RO plants were not provided (in 32 schools including 10³⁷ test-checked schools) for safe drinking water.
- (ii) In Residential School, Wyra, RO plant was not provided for safe drinking water and the students had to use borewell water for drinking purpose that contains fluoride, due to which many students would fall ill at regular intervals. In Residential School, Hasanparthy, due to non-functioning of RO plant and lack of municipal water supply, water laden with fluoride contents was being supplied from a bore well at a distance of half kilometre.
- (iii) In Residential School, Borabanda (Girls), since the existing water connection to the school was not sufficient and the bore wells were also not working, water had to be purchased from outside incurring substantial expenditure viz., ₹47,000 (2013-14), ₹7.57 lakh (2014-15) and ₹16 lakh (2015-16).

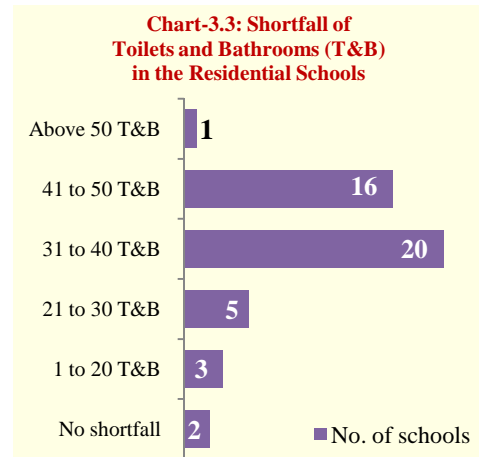
3.1.3.6 Toilets and Bathrooms

Government had stipulated that all residential schools should be provided with adequate toilets and bathrooms, etc., for the students.

As per the Engineering Wing of the TREIS, each residential school is required to be provided with 60 toilets and bathrooms. Audit scrutiny/physical verification showed the following:

- (i) In 45 out of 47 Residential Schools in the State, there was shortage of 1,765 toilets and bathrooms (65 per cent) against the requirement of 2,700 toilets and bathrooms. The shortage³⁸ was 61 per cent in 16 test-checked schools.

In 37 (including 12³⁹ test-checked schools) out of 45 schools, the shortfall was more than 30 (50 per cent) against 60 toilets and bathrooms required as shown in Chart-3.3 alongside. The shortfall was very high in seven⁴⁰ Residential Schools, where only 10 toilets and bathrooms against the requirement of 60 were provided.



Source: Data furnished by TREIS

³⁶ Mahabubnagar: Beechupalli, Balanagar, Mahabubnagar and Wanaparthy; Medak: Siddipeta, Zaheerabad (Boys) & (Girls); Nizamabad: Madnoor; Warangal: Kodakandla and Warangal; Khammam: Wyra; Nalgonda: Thungathurthy

³⁷ Borabanda, Medak, Nirmal, Thatipalli, Bandarupalli, Hasanparthy, Nekkonda, Enkoor, Sarvail and Ramannapeta

³⁸ Shortage of 584 toilets and bathrooms against the requirement of 960 toilets and bathrooms

³⁹ Beechupalli, Balanagar, Borabanda (Boys) & (Girls), Medak, Thatipalli, Bandarupalli, Nekkonda, Wyra, Choutuppal, Thungathurthy and Ramannapeta

⁴⁰ Mahabubnagar: Wanaparthy & Mahabubnagar; Ranga Reddy: Vanasthalipuram; Medak: Sangareddy & Tooproan; Karimnagar: Nerella; Nalgonda: Nalgonda (Boys)

- (ii) In Residential School, Borabanda (Girls), about 400 girl students have access to 15 toilets and bathrooms against the requirement of 60. The students were compelled to wake up early in the morning (sometimes by 2 AM) to finish bathing, etc. In Beechupalli, since the existing toilets and bathrooms were not in working condition, students were required to use open space.

3.1.3.7 Staff Quarters

Government had stipulated that all residential schools should have adequate staff quarters for Principal, Vice-Principal, teaching and non-teaching staff. As per daily routine of the Residential Schools prescribed by TREIS, the children were to be supervised round the clock by the teachers where they were treated as *in loco parentis* of the students. Hence, staff quarters are very essential.

As per the Engineering Wing of the TREIS, each residential school is required to be provided with a Principal's quarter along with 24 teaching and 15 non-teaching staff quarters. The availability of quarters to Principal, teaching and non-teaching staff *vis-à-vis* the requirement is shown in Table-3.1.

Table-3.1

| Quarters intended for | All 47 residential schools | | | Test-checked 16 residential schools | | |
|-----------------------|----------------------------|-----------|----------|-------------------------------------|-----------|----------|
| | Requirement | Available | Shortage | Requirement | Available | Shortage |
| Principal | 47 | 24 | 23 | 16 | 9 | 7 |
| Teaching Staff | 1128 | 45 | 1083 | 384 | 21 | 363 |
| Non-teaching Staff | 705 | 5 | 700 | 240 | 1 | 239 |

Source: Data furnished by TREIS

Audit scrutiny showed that out of 47 Residential Schools, quarters were not provided to Principals in 23 schools (including seven⁴¹ test-checked schools); to teaching staff in 34 schools (including nine⁴² test-checked schools); and to non-teaching staff in 45 schools (including 15⁴³ test-checked schools). In the remaining schools, there was acute shortage in providing quarters to Principal/teaching and non-teaching staff.

In Residential School, Wyra, it was observed that due to shortage (only two quarters available against requirement of 24) of staff quarters, staff needed to reside outside the school campus and women staff members were experiencing difficulty in attending night study hours.

3.1.3.8 Compound wall

As per the Government's stipulation, all residential schools should have a compound wall all around the school. Advisor to State Government (Welfare) had also emphasised (March 2015) the need of provision of compound wall with adequate height and proper fixing of barbed wire and iron-angular in the girls hostels to ensure safety and security of the students.

⁴¹ Beechupalli, Balanagar, Medak, Bandarupalli, Nekkonda, Sarvail and Choutuppal

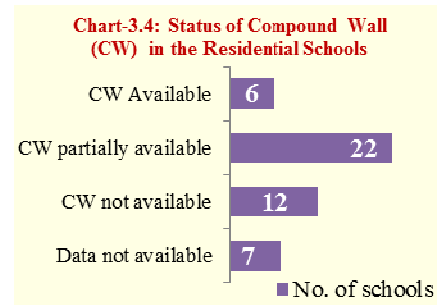
⁴² Borabanda (Boys) & (Girls), Medak, Hasanparthy, Nekkonda, Enkoor, Sarvail, Choutuppal and Ramannapeta

⁴³ All the test-checked schools except Thungathurthy

Audit scrutiny/physical verification by Audit team showed the following:

- (i) In 12⁴⁴ (including four test-checked schools) out of 47 Residential Schools, compound wall was not provided while in 22 schools (including eight⁴⁵ test-checked schools), compound wall was partially available as shown in Chart-3.4 alongside.

In 18 out of 19⁴⁶ girls' Residential Schools in the State, compound wall was not provided in four schools and partially provided in 14 schools.



Source: Data furnished by TREIS

- (ii) In eight test-checked Residential Schools, due to non-provision/partial compound wall facility, there were instances of entering wild pigs, bears, etc., into the school campus which was adjacent to hills and thickly forested area, leaving the girl students as well as the staff members at risk (Thatipalli); trespassing by unauthorised persons (Nekkonda and Borabanda (Girls)); animals entering into school premises (Wyra); theft (Enkooor); and encroachment of school land (Zaheerabad (Boys), Medak and Beechupalli).

Although the Principal of the Residential School (Girls), Thatipalli reported the matter (August 2011 and September 2012) to TREIS, compound wall has not been provided as of May 2016.

3.1.3.9 Infrastructure in Residential Junior Colleges

Three out of four Residential Junior Colleges (i.e., except Hyderabad), were functioning in their own buildings. Audit scrutiny of data/details furnished by TREIS and physical verification of two out of four Junior Colleges (Hasanparthy and Sarvail) showed that adequate infrastructure facilities were not provided in the four Junior Colleges.

There was shortage of classrooms (30 against 76 required), dormitories (14 against 18 required, except in Hyderabad), toilets & bathrooms (172 against 220 required) besides non-provision of dormitories in Hasanparthy, kitchen (Hasanparthy and Sarvail), dining hall (except Hyderabad), quarters for Principal (except Nagaram), quarters for teaching and non-teaching staff in all the four Junior Colleges. In three out of four Junior Colleges (except Hasanparthy) the shortage of desks and cots was as high as up to 89 *per cent* and 100 *per cent* respectively.

In Junior College, Hasanparthy, meal was being served to about 400 students in a single dining hall (against the requirement of three) in two batches. As a result, the students could not attend the classes in time. Further, despite PHC Medical Officer's advice to avoid serving meals on the floor, it was not being complied with due to non-provision of dining halls.

⁴⁴ Hyderabad: Borabanda (Girls); Ranga Reddy: Keesaragutta; Medak: Lingampalli, Sangareddy and Zaheerabad (Boys) & (Girls); Nizamabad: Nagaram; Karimnagar: Vangara (Girls); Warangal: Nekkonda (Girls); Khammam: Enkooor; Nalgonda: Nalgonda and Thungathurthy

⁴⁵ Beechupalli, Balanagar, Medak, Thatipalli, Hasanparthy, Wyra, Sarvail and Ramannapeta

⁴⁶ Status in respect of four out of 23 girls Residential schools was not made available to Audit by TREIS

3.1.4 Teaching Staff

As per the Bye-laws of the Society, the Standing Committee for Academic matters should determine the qualifications of the candidates to be recruited to the academic staff of the Society subject to the general approval of the Board of Governors.

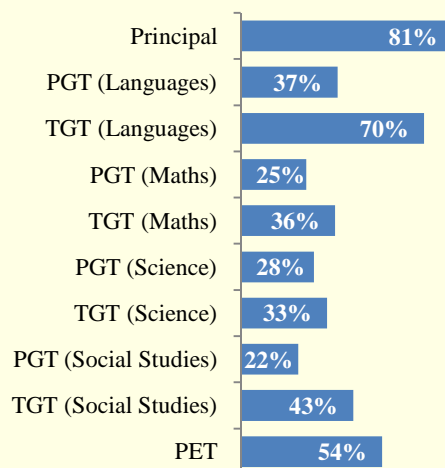
In the residential institutions, highly qualified and talented Post Graduate Teachers (PGT) and Trained Graduate Teachers (TGT) are appointed for imparting quality education. As of June 2016, against 747 sanctioned posts in 47 Residential Schools, 237 (32 per cent) posts were filled up on regular basis and 164 (22 per cent) posts were on contract basis leaving 346 (46 per cent) posts vacant.

As per the TREIS, the prescribed teacher-pupil ratio (TPR) in the residential institutions is 1:20. Audit scrutiny of sanctioned strength *vis-à-vis* the existing teaching staff in the residential institutions showed the following:

- (i) Each Residential School having sanctioned strength of 440 students was required to have 22 teachers.

Against this, only 16 teacher posts were sanctioned to each school. During the academic year 2015-16, in 40 out of 41 schools⁴⁷ (i.e. except Ibrahimpatnam where there was low enrolment) the TPR was more than stipulated, ranging from 1:22 (Barkas) to 1:94 (Zaheerabad (Girls) where there were only four teachers available for 376 students). In Residential Schools at Thatipalli and Thungathurthy, the TPR (1:69) was high (six teachers available for 411 students) among other test-checked schools.

Chart-3.5: Shortage of teaching staff in the Residential Schools (%)



Source: Data furnished by TREIS

- (ii) There were significant vacancies in key posts such as Principal, TGT (Languages), TGT (Social Studies), PGT (Languages), TGT (Maths), TGT (Science) and Physical Education Teachers as shown in Chart-3.5 above. Details are shown in Appendix-3.2. In four Residential Junior Colleges, as against 70 sanctioned posts, 37 posts were filled on regular basis and four teachers on contract basis leaving 29 posts vacant.
- (iii) In Six⁴⁸ Minority Residential Schools, no regular teaching staff (except Principal) was sanctioned and all the posts were being operated on outsourcing/guest faculty basis since their inception (July 2007). This adversely affected the student pass percentage and grading in SSC examinations (Para 3.1.5 *infra* refers).
- (iv) Although Government had sanctioned (March 2013) six new TGT posts⁴⁹ to RCE, Sarvail as a part of upgradation, these posts were not filled up as of June 2016. At present, 12 out of 25 teaching posts including Principal were vacant in RCE.

⁴⁷ No regular teaching staff in six minority Residential Schools

⁴⁸ Nalgonda (Girls), Vanasthalipuram, Wanaparthy, Warangal, Kamareddy and Zaheerabad (Boys)

⁴⁹ TGT Telugu, Hindi, Science, Maths, English and Social Studies

(v) In the six⁵⁰ test-checked Residential Schools, the vacant teaching posts were operated by engaging contract teachers (33) and guest faculty (48). It was however, observed that 11 out of 48 persons engaged as guest faculty for imparting classes did not have requisite qualification/training. Thus, the objective of providing quality education to students was compromised.

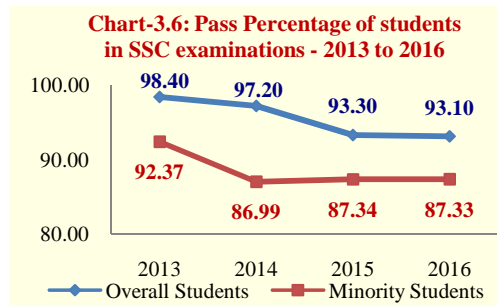
Non-availability of required number of teaching staff had adverse impact on imparting quality education to students in terms of pass percentage and grading in SSC examinations as discussed in succeeding paragraph.

Secretary, TREIS while accepting the significant shortage (less than 50 per cent of its cadre strength) of teaching staff which had adversely affected the academic performance of students, stated (June 2016) that no teacher recruitment was undertaken during the past 20 years. It was further stated that Government had permitted (April 2016) recruitment of staff on regular basis and the process was on.

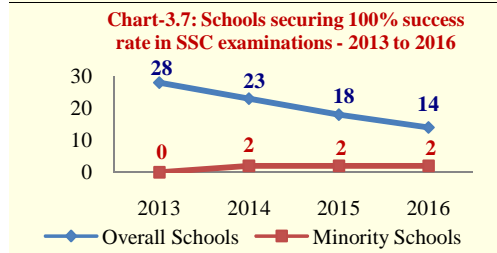
3.1.5 Academic performance

TREIS emphasised (August 2015) that since Residential Schools were meant for quality education, 100 per cent student pass in SSC examinations was a minimum yardstick for Residential Schools. Audit scrutiny however, showed the following:

(i) In 47 Residential Schools, the pass percentage of the students in SSC examinations displayed decreasing trend during the years 2013 to 2016. The pass percentage of 98.40 (2013) came down to 93.10 by 2016. In Minority Residential Schools, the pass percentage declined from 92.37 (2013) to 87.33 (2016).



(ii) The number of schools securing 100 per cent SSC results also declined from 28 (2013) to 14 (2016) out of 47 schools. In Minority Residential Schools, only two out of twelve schools could get 100 per cent success rate during the period.



(iii) In 47 Residential Schools, the percentage of students securing Grade point 9 and above in SSC examinations declined from 34 per cent (458 out of 1,347 students) in 2013 to 14 per cent (374 out of 2,633 students) in 2016. Only two to four students could get Grade point 10 during the period.

(iv) In RCE, Sarvail, the number of students securing Grade point 9 and above has declined from 20 out of 44 students (2013) to 10 out of 73 students (2016) and only one student could get Grade point 10 (2015). In Minority Schools, only up to six per cent students secured Grade point 9 and above and none of the students could get Grade point 10 during the period.

⁵⁰ Karimnagar: Thatipalli; Mahabubnagar: Beechupalli; Nalgonda: Ramannapeta and Thungathurthy; Warangal: Nekkonda and Bandarupalli

Secretary, TREIS attributed (June 2016) the shortfall in academic results of students to considerable shortage (50 *per cent* and above) of teaching staff especially that of senior and experienced teachers. It was further stated that the services of able and efficient teachers could not be secured.

3.1.6 Monitoring

3.1.6.1 Board of Governors and Standing Committees

The management of the affairs of the Society is vested in a Board of Governors consisting of 17 members headed by a Chairman (Minister in charge of Education), Vice-Chairman (Principal Secretary to Government, Education Department), Member Secretary (responsible for the proper functioning of the Society), other Ex-Officio⁵¹ and nominated members. The Board of Governors performs the functions *inter alia* to prepare and execute detailed plans and programmes for furtherance of the objectives of the Society; to administer the funds of the Society; to sanction and appoint the personnel required for efficient management of the affairs of the Society, etc. Standing Committees for Administrative and Financial matters; and Academic matters discharge these functions assigned by the Board.

Bye-laws of the Society stipulated that the Board should meet at least once in a year and, if necessary, more than once. Audit scrutiny however, showed that since inception (June 2014) of the Society, General Body meetings of the Board of Governors were not being conducted by the TREIS (July 2016). Nomination of members to Board of Governors had been made by Chairman of the Board only in March 2016. Further, Standing Committees for Administrative & Financial matters and Academic matters did not meet as stipulated in the Bye-laws of the Society since inception of the Society (June 2014).

Consequently, provision of adequate accommodation/infrastructure and teaching staff in the residential institutions for imparting quality education to the targeted children was not reviewed and ensured at prescribed meetings of Board of Governors. This adversely affected the provision of adequate basic facilities and teaching staff in the schools, as discussed in foregoing paragraphs.

3.1.6.2 Inspections of Residential Schools

With a view to strengthening Residential Schools as centres of excellence by providing academic support to the teachers, motivating students, resolving concern of school/staff, and providing a congenial atmosphere for learning, TREIS issued (October 2014) instructions to conduct periodical inspections of schools. Inspection Officers were required to visit each school three times as per annual calendar with special attention to Minority Residential Schools.

Audit scrutiny however, showed that annual calendar for conducting inspections of schools was not being prepared by the Inspection Officers. Against 141 visits to be made per annum to the 47 Residential Schools as stipulated, only 36 (26 *per cent*) and 76 (54 *per cent*) visits were made during 2014-15 and 2015-16 respectively by the Inspection Officers. In 25 (2014-15) and nine (2015-16) schools, inspections were not

⁵¹ Secretary to Government, Finance Department, Director of Higher Education, Director of Intermediate Education, Director of School Education, Managing Director, State Education and Welfare Infrastructure Development Corporation, etc.

conducted; and in 18 (2014-15) and 26 (2015-16), though inspections were conducted, they were below the stipulated number of inspections. In 11 (2014-15) and 10 (2015-16) out of 12 minority schools, either inspections were not conducted⁵² or inspections were below par⁵³. It was further observed that inspection reports had not been communicated to the concerned schools.

3.1.7 Conclusion

Although Residential Educational Institutions were established with the aim of imparting quality education to the targeted children with the aspiration of achieving 100 *per cent* success rate in public examinations, the academic performance of the institutions showed declining trend during the years 2013 to 2016, which was mainly attributable to significant shortages in facilities and faculty, both in quantitative and qualitative terms. A majority of the Residential Institutions in the State lacked adequate accommodation and infrastructure facilities in terms of classrooms, dormitories, kitchens, dining halls, toilets & bathrooms, staff quarters, furniture, safe drinking water, etc. Inspection of schools was not given adequate attention and, as such, these factors have been responsible to a significant extent for the decline in academic performance of the students/institutions. The above points were referred to Government in August 2016; their reply has not been received (November 2016).

Department for Women, Children, Disabled and Senior Citizens; Revenue; Home; and Health, Medical & Family Welfare Departments

3.2 Welfare of Senior Citizens

3.2.1 Introduction

The traditional norms and values of the Indian society laid stress on showing respect and providing care for the aged. However, in recent times, society have witnessed a gradual but definite withering of the joint family system, as a result of which a large number of parents are being neglected by their families exposing them to lack of emotional, physical and financial support. These older persons are left with a number of problems in the absence of adequate social security. Moreover, there has been a steady rise in the population of older persons in India. As per the Census 2011, the population of senior citizens (persons aged 60 years and above) in Telangana was 32,69,579 which was 9.29 *per cent* of the total population.

3.2.2 Maintenance and Welfare of Parents and Senior Citizens Act

GoI enacted 'The Maintenance and Welfare of Parents and Senior Citizens Act, 2007' (Act) to provide for more effective provisions for the maintenance and welfare of parents and senior citizens guaranteed and recognised under the Constitution and for matters connected therewith or incidental thereto. In exercise of the powers conferred by

⁵² 2014-15: 5 schools and 2015-16: 5 schools

⁵³ 2014-15: 6 schools and 2015-16: 5 schools

sub-section (1) read with sub-section (2) of Section 32 of the Act, the erstwhile Government of Andhra Pradesh promulgated (December 2011) the Rules for the Maintenance and Welfare of Parents and Senior Citizens (Rules) in the State. After formation of the Telangana State, the Government adopted (May 2016) these Rules for implementation in the State.

The provisions of Act and Rules are being implemented in the State through the Department for Women, Children, Disabled and Senior Citizens (WCD&SC) with the coordination of other line Departments *viz.*, Home, Health, Medical and Family Welfare; Revenue; Local bodies; Information and Public Relations and Non-Government Organizations (NGOs).

3.2.3 Audit Framework

Audit was carried out between December 2015 to June 2016 covering the period 2013-16 to assess the adequacy of implementation of the Act and Rules in the State with regard to maintenance of parents and senior citizens, establishment of old age homes, protection of life and property of senior citizens. Audit methodology involved examination of records and analysis of data obtained from the Offices of Principal Secretary, Department for Women, Children, Disabled and Senior Citizens (WCD&SC) and Director, Welfare of Disabled and Senior Citizens (WD&SC) at State level; District Collectors, Assistant Directors (ADs), WD&SC, Revenue Divisional Officers (RDOs), Commissioner/Superintendents of Police in the three sampled districts⁵⁴ *viz.*, Hyderabad, Ranga Reddy and Mahabubnagar; and Osmania, Gandhi Hospitals at Hyderabad and District Hospitals at Mahabubnagar and Ranga Reddy districts.

The Audit team also conducted joint physical verification of all the three Government old age homes located at Ranga Reddy, Karimnagar and Warangal districts and all the nine old age homes run by NGOs⁵⁵ with the financial assistance under Integrated Programme for Older Persons (IPOP) in Ranga Reddy and Mahabubnagar districts (details are given in *Appendix-3.3*). Audit findings were benchmarked against the criteria sourced from Act, Rules, IPOP guidelines and Government instructions from time to time. Replies of the HoDs/Government to the Audit observations have been suitably incorporated in the Report.

Audit Findings

3.2.4 Allocation and Utilisation of funds

State Government has been implementing various welfare programmes intended for senior citizens in the State such as sanction of old age pensions under Indira Gandhi National Old Age Pension (IGNOAP) Scheme; provision of houses under INDIRAMMA⁵⁶ Housing Scheme; ensuring equal rights and dignity under AASARA⁵⁷ programme; and various priority services in Government Hospitals and Telangana State Road Transport Corporation buses, etc. During the period 2014-16, Government sanctioned

⁵⁴ Hyderabad (being the Capital district) and Mahabubnagar and Ranga Reddy districts based on more number of old age homes run by NGOs with IPOP assistance were selected

⁵⁵ In Hyderabad, no old age homes are functioning either in Government sector or run by NGOs

⁵⁶ Integrated Novel Development in Rural Areas and Model Municipal Areas

⁵⁷ A Telugu term meaning support

old age pensions⁵⁸ of ₹613 crore to 6.13 lakh persons (2014-15) and ₹568 crore to 4.74 lakh persons (2015-16). However, the contribution made by the State Government with regard to establishment of old age homes and their maintenance was meagre.

During the years 2014-15 and 2015-16 the Directorate of WD&SC submitted proposals to the State Government for allocation of funds under National Policy for Older Persons (NPOP) programme for establishment of seven Government old age homes in the uncovered districts of the State and three additional homes in the districts where there was more demand and for organising International Day of Older Persons. The details of funds proposed, allocated, released *vis-à-vis* the expenditure incurred during the period 2014-16 for implementation of NPOP are given in Table-3.2.

Table-3.2

(₹ in lakh)

| Year | Funds proposed | Funds allocated | Releases | Utilisation |
|---------|----------------|-----------------|----------|-------------|
| 2014-15 | 76.60 | 45.00 | 45.00 | 44.99 |
| 2015-16 | 405.49 | 95.19 | 71.37 | 70.17 |

Source: Records of the Directorate of WD&SC

It was noted in Audit that out of ₹45 lakh released during 2014-15, an amount of ₹43.44 lakh was deposited in the PD Account of Telangana Vikalangula Co-operative Corporation (TVCC) of which ₹30 lakh was subsequently released (June 2015) to the ADs of Warangal, Medak and Adilabad districts for establishment of old age homes (at ₹10 lakh per each district), leaving a balance amount of ₹13.44 lakh unutilised with TVCC as of October 2016. AD, Warangal had utilized the released funds for maintenance of the newly taken over⁵⁹ (March 2015) old age home at Warangal while ADs, Medak and Adilabad districts did not utilise the amounts for establishment of envisaged old age homes, attributing it to non-receipt of guidelines for establishment of new old age homes. Similarly, out of ₹71.37 lakh released during 2015-16, an amount of ₹63.67 lakh was not utilised and the amount was deposited in the PD Account of TVCC to avoid budget lapse.

Thus, the funds released for establishment of old age homes were neither commensurate with the proposals made by the Directorate of WD&SC nor have they been utilised for intended purpose due to absence of specific guidelines. This resulted in the envisaged old age homes not being established as discussed in *paragraph 3.2.7.1*.

3.2.5 Implementation of MWP&SC Act and Rules

Effective implementation of the provisions of the Act requires active co-ordination among the Department for Women, Children, Disabled and Senior Citizens and various line Departments *viz.*, Revenue; Home; Health, Medical and Family Welfare Departments including District Collectors, Revenue Divisional Officers (RDOs), Non-Government Organisations etc. The Andhra Pradesh Maintenance and Welfare of Parents and Senior Citizens Rules, 2011 were stated to be made after examining all the sections of the Act duly conducting series of discussions with the line Departments.

⁵⁸@₹1,000 p.m. to the BPL senior citizens aged 65 years and above and who fulfil the other stipulated eligibility criteria

⁵⁹ An old age home at Seetharamapuram in Warangal district had been taken over (March 2015) from an NGO

Audit however, observed that the line Departments had not taken adequate initiatives for implementation of Act and Rules in the State in terms of creating the awareness levels of older persons about the provisions of various welfare measures under the Act and Rules, establishment of prescribed number of Government old age homes (at least one in each district) to accommodate senior citizens who are indigent, provision of priority health care services to senior citizens, implementation of comprehensive action plan for protection of life and property of senior citizens, etc. Audit findings with regard to shortcomings in implementation of Act and Rules in the sampled districts are discussed in the succeeding paragraphs.

Although the Department for WCD&SC had distributed (May 2016) booklets containing Act and Rules among all the line Departments and the District Collectors, the Police authorities in the sampled districts had attributed (March – July 2016) the non-implementation of provisions of the Act and Rules to absence of specific instructions/guidelines from the higher authorities for implementation. On being approached by Audit, the Commissioner, Information and Public Relations (I&PR) Department stated (November 2016) that no publicity campaign had been carried out through public media including TV and Radio with regard to the implementation of Act and Rules.

3.2.6 Maintenance of Parents and Senior Citizens

As per the Section 4 of the Act, a senior citizen including parent who is unable to maintain himself from his own earning or out of the property owned by him, shall be entitled to make an application under Section 5 of the Act in case of (i) parent or grandparent, against one or more of his children not being a minor; and (ii) a childless senior citizen, against such of his relative referred in clause (g) of Section 2 of the Act.

State Government constituted (August 2008) the Tribunals for each sub-division headed by Sub/Revenue Divisional Officer (RDO) with Assistant Director, WD&SC as Member Convener for the purpose of adjudicating and deciding upon the order for maintenance under Section 5 of the Act.

The Status of maintenance claims received *vis-à-vis* resolved at the maintenance Tribunals in the State during period 2013 - 2016 (up to October 2016) are given in Table-3.3.

Table-3.3

| | 2013 | 2014 | 2015 | 2016 | Total |
|---|-----------|-----------|-----------|-----------|------------|
| Claims pending at the beginning of the year | 15 | 11 | 20 | 21 | |
| Maintenance claims received during the year | 25 | 44 | 50 | 33 | 152 |
| Claims settled through Conciliation Officers | 6 | 10 | 13 | 2 | 31 |
| Claims in which maintenance awarded by the Tribunals | 19 | 23 | 36 | 24 | 102 |
| Claims rejected by the Tribunals | 4 | 2 | 0 | 0 | 6 |
| Total claims disposed off during the year by Tribunals | 29 | 35 | 49 | 26 | 139 |
| Claims pending at the end of the year | 11 | 20 | 21 | 28 | |

Source: Records of the Directorate of WD&SC

Audit scrutiny of records of Directorate of WD&SC revealed the following.

- (i) In the State, 139 (83 *per cent*) out of 167 claims made before the Maintenance Tribunals had been disposed off by the Tribunals during the period 2013 - 2016. The age-wise break-up of pending cases and the reasons thereof were however, not forthcoming from the Directorate.

In five⁶⁰ districts, it was further observed that no applications for maintenance claims had been received at Tribunals during 2013 - 2016 which itself raises doubts on awareness levels of older persons about the provisions of the Act/Rules.

- (ii) As per the stipulations of Rule 10 (1) & (2), on willingness of the applicant and opposite party on the matter to be referred to a Conciliation Officer included in the panel or to any other person, the Tribunal shall appoint such person as Conciliation Officer to try and work out a settlement acceptable to both parties within a period not exceeding one month from the date of receipt of the reference.

Audit observed that, in Karimnagar, Khammam and Hyderabad districts, maintenance claims had been referred to Conciliation Officers for settling the claims. During the period 2013 - 2016, 31 (32 *per cent*) out of 98 maintenance claims in these districts had been disposed off by the Conciliation Officers. In Adilabad, Medak, Nizamabad and Ranga Reddy districts, none of the 69 maintenance claims received at the Tribunals had been disposed off through Conciliation Officers. In the remaining three districts viz. Mahabubnagar, Nalgonda and Warangal, no applications for maintenance claims had been received during the period 2013 - 2016.

Thus, the intended process of quick and amicable settlement as envisaged in the Act/ Rules remains to be elusive either due to not referring the maintenance claims to the Conciliation Officers or due to non-disposal of the claims referred, by the Conciliation Officers within the stipulated time.

3.2.7 Functioning of Old Age Homes

3.2.7.1 Establishment of Government Old Age Homes

As per Section 19 (1) of the Act, the State Government may establish and maintain such number of old age homes at accessible places, as it may deem necessary, in a phased manner beginning with at least one in each district to accommodate in such homes a minimum of 150 senior citizens who are indigent.

It was noted in Audit that there were only three Government old age homes (total number of inmates: 111⁶¹) functioning in Karimnagar, Ranga Reddy and Warangal districts leaving the remaining seven districts in the State without the establishment of Government old age home. Moreover, the old age homes at Ranga Reddy and Karimnagar were not exclusively for Senior Citizens where persons with disabilities were also accommodated.

⁶⁰Mahabubnagar (2013 - 2016), Nalgonda (2013 - 2016), Warangal (2013 - 2016), Medak (2013 & 2014) and Nizamabad (2013 - 2015)

⁶¹Karimnagar: 30, Ranga Reddy: 54 and Warangal: 27

The Director, WD&SC attributed (April 2016) the under achievement of establishment of old age homes in the State to the paltry provisions made by Government in the budget under NPOP Scheme. It was further stated that proposals had been submitted (2014-15 and 2015-16) to establish one old age home in each uncovered district in a phased manner and that the draft guidelines for establishment of old age homes which was submitted (June 2015) to Government for approval was awaited. Audit however, observed that the allocation of funds was meagre as compared to the requirements projected by the Directorate (Para 3.2.4 also refers).

3.2.7.2 Registration of Old Age Homes run by NGOs

As per Rule 19 (1), the old age homes in the State whether already in existence or proposed to be established, other than those run by the State Government, shall register, with the Assistant Director, WD&SC of each District i.e., the Registration Authority under the Rules, and obtain a Registration Certificate to run the institution. Further, as per Rule 19 (4), the Registration Authority shall, on receipt of application for registration, inspect the institution and verify all conditions and minimum standards of care prescribed under Rules 19 (3). If the Registration Authority is, upon verification satisfied, Registration Certificate shall be issued.

It was however, observed in Audit that out of 32 old age homes run by the NGOs in the State, only 12 homes were registered with the concerned Assistant Director (Registration Authority) leaving 20 homes unregistered. Audit observed instances (as illustrated in sub-para 3.2.7.3 (ii) below) of non-maintenance of minimum standards of care and services for senior citizens in an unregistered old age home at Kucherkal (Mahabubnagar district).

Thus, due to lack of effective monitoring of old age homes, there was no assurance that the old age homes run by NGOs in the State were adhering to all the conditions and minimum standards of care and services for the welfare of senior citizens prescribed by Act and Rules.

The Director, WD&SC responded (August 2016) that all the ADs in the State were instructed (April 2016) to take up immediate necessary action for registration of old age homes under their jurisdiction. It was further stated that all the District Collectors in the State were requested (April 2016) to issue instructions for conducting special drive for registration of old age homes run by NGOs under their jurisdiction irrespective of source of funding.

3.2.7.3 Maintenance of Old Age Homes

As per Rule 19 (3), all old age homes in the State shall ensure suitable accommodation in secured premises with proper protection, basic facilities, amenities with hygienic and sanitary conditions in entire premises including kitchen, bathrooms, toilets, etc.; adequate number of toilets and bathrooms; adequate supply of water for drinking and ancillary purposes; arrangements for washing clothes; supply of daily needs; news papers, library, TV; first-aid, primary health care facilities and periodic medical check-ups/counselling and follow up thereon, recreation and entertainment, a redressal mechanism, etc.

On scrutiny of records and joint physical verification of all the three Government old age homes functioning in Ranga Reddy, Karimnagar and Warangal districts and the nine old age homes run by NGOs, the following deficiencies/shortcomings were noted:

- (i) In Government old age home, Karimnagar, there was no provision made for a separate accommodation for senior citizens where they were housed along with the disabled persons. There was no separate room for visitors and reception facility. None of the rooms were having attached bathrooms and toilets for the convenience of the elderly persons. Doors of the bathrooms and toilets were badly damaged and required immediate replacement. Out of six toilets, only one western toilet was available. There was no arrangement for supply of hot water. Electrical wiring was in decrepit condition and windows were not provided with the mosquito meshes. Recreation activities were not facilitated. Since the home was maintained for both senior citizens and disabled persons, no separate menu/diet was provided to old age people.

AD, Karimnagar replied (March 2016) that the Directorate had been apprised of the requirement of minor repairs and instructions were awaited in this regard.

- (ii) In old age home (unregistered with Assistant Director, WD&SC) run by Sandhya Rural Welfare Society (NGO), Kucherkal (Mahabubnagar district), all the old age people (25) were accommodated in seven small rooms in a private kutchra house with asbestos sheet roof. Four to five wooden beds were arranged in each room. There were only two toilets and bathrooms available in the home. As the bathrooms were located around 40 yards away from the living rooms, these posed a serious problem for the elderly inmates. The water from a bore in a nearby field, which was intended for cultivation purpose, was being utilised for drinking and cooking purposes. There was no running water facility in the home and the water storage tub provided was placed at a distance away from the reach of the elderly.

Despite the above deficiencies, the District level Committee comprising the District Collector, Revenue Divisional Officer (RDO) and Assistant Director continued to endorse and recommend the NGOs claims for sanctioning of grants-in-aid under IPOP scheme year after year during the period 2011-15.

The Director, WD&SC replied (April 2016) that instructions would once again be issued to all the ADs for thorough verification of the required basic infrastructure facilities and to ensure the availability of facilities before recommending the proposal for grants-in-aid.

- (iii) In four⁶² out of 12 sampled old age homes, counselling facility was not provided to old age people in a constructive manner by mobilizing support from Government and Non-Government agencies and other Philanthropic/Civil Society Members as stipulated in Rule 19 (3) (ii) of the Rules *ibid*.

⁶²Government Orphan Old Age Home, Seetharamapuram (Warangal district); Government Home for Aged and Disabled, Karimnagar; two Old Age Homes maintained by NGOs viz., Venkateswara Social Service Association, Mirjalaguda; St. Anthony's Education Society, Mirjalaguda

- (iv) In four⁶³ out of 12 sampled old age homes, Home Committees had not been established as stipulated in Rule 19 (3) (viii) to sort out the problems of all residents in a speedy and systematic manner.
- (v) In eight⁶⁴ out of 12 sampled old age homes, website of the Old Age Homes containing the details of the home such as objectives of old age home, details of name, address, occupation, qualification of the Director/Board Members and staff/employees working in the institution, details of inmates, etc., as prescribed in Rule 19 (3) (x), was not maintained.

Thus, suitable accommodation with prescribed standards and various types of services as envisaged in the Rules remained to be provided to the inmates in the sampled old age homes.

3.2.8 Medical Support for Senior Citizens

Audit scrutiny of details of implementation of provisions of the Act as furnished by the Gandhi and Osmania Hospitals at Hyderabad and District Hospitals at Mahabubnagar and Tandur (Ranga Reddy district) showed the following.

| Provisions of the Act | Audit findings |
|---|--|
| As per Section 20 of the Act the State Government shall ensure that | In Gandhi Hospital and District Hospital, Tandur, beds were separately provided for senior citizens whereas in Osmania and District Hospital, Mahabubnagar, beds were provided to senior citizens along with other patients. |
| (i) the Government hospitals or hospitals funded fully or partially by Government, shall provide beds for all senior citizens as far as possible; | |
| (ii) separate queues be arranged for senior citizens; | Out of four test-checked hospitals, arrangements for separate queues were not made for senior citizens in District hospital, Mahabubnagar. |
| (iii) facility for treatment of chronic, terminal and degenerative diseases is expanded for senior citizens; | In District hospital, Mahabubnagar, the facility for treatment of chronic, terminal and degenerative diseases was not available to senior citizens. |
| (iv) research activities for chronic elderly diseases and ageing is expanded; and | Except in Gandhi hospital, research activities for chronic elderly diseases and age expansion were not conducted. |
| (v) there are earmarked facilities for geriatric patients in every district hospital, duly headed by a Medical Officer with experience in geriatric care. | Special geriatric ward was not available in any of the four sampled hospitals. |

⁶³ Government Orphan Old Age Home, Seetharamapuram (Warangal district); and three Old Age Homes maintained by NGOs viz., SAV Gupta Educational Society, Achampet; Sandhya Rural Welfare Society, Kucherkal; and Rural Social Welfare Association, Jadcherla

⁶⁴ Government Orphan Old Age Home, Seetharamapuram (Warangal district); Government Home for Aged and Disabled Women, Amberpet (Ranga Reddy district); Government Home for Aged and Disabled, Karimnagar (Karimnagar district); and five Old Age Homes maintained by NGOs viz., SAV Gupta Educational Society, Achampet; Rural Social Welfare Association, Jadcherla; Sandhya Rural Welfare Society, Kucherkal; Venkateswara Social Service Association and St. Anthony's Education Society, Mirjalaguda

Audit further observed that in District Hospital, Mahabubnagar, no separate priority was being given to senior citizens in terms of provision of beds, separate queues, research activities for chronic elderly diseases and ageing, etc., on the plea that no specific instructions had been received from the higher authorities for implementation of the Act.

In its reply (May 2016) Government stated that the provision for facilities meant for senior citizens were required to be implemented by the Health, Medical and Family Welfare Department and that Department was reminded (May 2016) to issue instructions to all hospitals in the State for implementation of the provisions of the Act.

3.2.9 Protection of Life and Property of Senior Citizens

As per Rule 21 (1), the District Superintendent of Police and in the case of cities having a Police Commissioner, the Police Commissioner shall take all necessary steps, subject to such guidelines as the State Government may issue from time to time, for the protection of life and property of senior citizens. The following are the Audit observations.

3.2.9.1 Annual Comprehensive Action Plan and allocation of funds

As per Section 22 (2) of the Act, the State Government shall prescribe a comprehensive action plan for providing protection of life and property of senior citizens.

Audit however, observed that the Directorate of WD&SC had neither formulated specific annual plans for protecting life and property of senior citizens nor have they submitted any budget requirements for the purpose.

3.2.9.2 Public awareness programmes

As per Section 21 (i) of the Act, the State Government shall take all measures to ensure that the provisions of Act are given wide publicity through public media including the television, radio and the print at regular intervals. As per Rule 21 (2) (vii), the District Superintendent of Police or the Commissioner, as the case may be, with the assistance of District Committee, Assistant Director, WD&SCs and District Public Relations Officer, shall cause wide publicity in the media and through the Police Stations, at regular intervals, about the steps being taken for protection of life and property of senior citizens. Further, list of Do's and Don'ts to be followed by senior citizens in the interest of their safety are to be widely publicized.

Audit however, observed that no such public awareness/publicity activities with regard to protection of life and property of senior citizens had been undertaken by the Police authorities in Mahabubnagar and Ranga Reddy districts. The Authorities attributed this to absence of specific instructions, guidelines, etc., from their higher authorities for implementation of the Act/Rules. The details were not available with the Commissionerate, Hyderabad.

Government replied (May 2016) that on the occasion of World Elders Day (i.e., on 1st October) every year, awareness programmes on the Act/Rules were being conducted in every district through distribution of pamphlets and books. It was further stated that Information and Public Relations (I&PR) Department was requested (May 2016) to cause wide publicity. However, on being approached by Audit, the Commissioner, I&PR stated

(November 2016) that no publicity campaigns had been carried out by the Department through public media including TV and Radio with regard to the implementation of Act and Rules.

3.2.9.3 Sensitization and awareness training

Section 21 (ii) of the Act provides that the Central Government and the State Government Officers, including the Police Officers and the members of the Judicial Service are given periodic sensitization and awareness training on the issues relating to the Act.

The meeting conducted (November 2015) by District Committee of Senior Citizens (Hyderabad) recorded the lack of awareness among the police personnel in Hyderabad district on the provisions and implementation of the Act. It was decided in the said meeting to arrange separate sensitization programme to all the Police personnel in association with Directorate of WD&SC.

Government replied (May 2016) that the Home Department had been requested (May 2016) to sensitize the Police Officers and conduct training programmes.

3.2.9.4 Database of Senior Citizens

Rule 21 (2) (i) stipulated that each Police Station shall maintain an up-to-date list of senior citizens living within its jurisdiction, especially those who are living by themselves with the assistance of Volunteers Committee⁶⁵ formed for each Police Station.

Audit however, observed that no Police Station under the jurisdiction of Commissioner of Police, Hyderabad, Superintendents of Police, Mahabubnagar and Ranga Reddy districts were maintaining details of senior citizens within their jurisdiction on the plea that no specific instructions in this regard had been received from their higher authorities.

The reply of Police authorities was not in conformity with the affirmation made by the Government in WCD&SC Department which stated that the Andhra Pradesh Maintenance and Welfare of Parents and Senior Citizens Rules, 2011 were framed duly involving all the line Departments in terms of all the sections of the Act.

3.2.9.5 Protection of Senior Citizens

As per Rule 21 (2) (ii), (iv) & (v), a representative⁶⁶ of the Police Station shall visit the senior citizens living on their own at regular intervals or at least once a quarter and shall, in addition, visit them as quickly as possible on receipt of a request for assistance from them. Volunteers Committee shall ensure regular contact between the senior citizens especially those living by themselves on the one hand and the Police and the district administration on the other. Complaints and problems of senior citizens shall be promptly attended to by the local Police.

⁶⁵Consisting of a respectable senior citizen, a member of an accredited NGO, a women member who could be a member of any one of the Government Committees like Child Welfare Committee, a retired person who has served in uniform service

⁶⁶ together, as far as possible with an office bearer of senior citizens, organization or social worker or volunteer

It was noted in Audit that no comprehensive action plan or programmes for protecting life and property of senior citizens as stipulated in the Act/Rules had been implemented by the Police authorities in the sampled districts, attributing it to non-receipt of specific guidelines from their higher authorities.

It was further observed that Volunteers Committee as stipulated in the Rule was not formed in any of the Police Stations under the jurisdiction of Superintendents of Police, Mahabubnagar and Ranga Reddy districts. Similar information was not available with the Commissioner of Police, Hyderabad.

The Commissioner of Police, Hyderabad replied (March 2016) that no separate programmes were conducted for protection of the senior citizens except organising People Friendly Police programmes periodically for protecting life and property of all the citizens including senior citizens.

3.2.9.6 Periodical reporting on offences committed against Senior Citizens

- (i) As per Rule 21 (2) (viii) & (ix), each Police Station shall maintain a separate register containing all important particulars relating to offences committed against senior citizens including the names of their children, relatives or legal heirs. Such register shall be kept available for inspection to the members of Volunteers Committee, State Council and District Committee formed under the Rules.

Audit however, observed that the details with regard to offences committed against senior citizens including number of cases settled, nature of punishment given/ quantum of penalty levied, etc., had not been maintained in any of the Police Stations under the jurisdiction of Superintendents of Police, Mahabubnagar and Ranga Reddy districts on the ground that no specific instructions in this regard were received from their higher authorities. No specific details in this regard were furnished by Commissioner of Police, Hyderabad. Number of offences against senior citizens during 2011-12 to 2015-16 was shown as nil.

- (ii) As per Rule 21 (2) (x) to (xiii), each Police Station shall send, by 10th of every month, a report about the status of crimes against senior citizens to the District Superintendent of Police or the Police Commissioner, as the case may be, who in turn shall submit a report by 20th of every month to the Director General of Police (DGP) and to the District Magistrate while indicating progress of investigation and prosecution of registered offences and preventive steps taken during the month. The District Magistrate shall cause the report to be placed before the District Committee of Senior Citizens constituted under the Rules. The DGP shall cause the reports to be compiled, once in a quarter, and shall submit them to the State Government every quarter as well as every year for placing them before the State Council of Senior Citizens constituted under the Rules.

Audit observed that none of the Police Stations under the jurisdiction of Commissioner of Police, Hyderabad and Superintendents of Police, Mahabubnagar and Ranga Reddy districts had submitted periodical reports on crimes against senior citizens to the concerned Commissionerate/SP Office.

Thus, there was no periodical reporting by the District level Police authorities in the sampled districts on offences committed against senior citizens, progress of investigation, prosecution of registered offences and preventive steps taken during the month to DGP as stipulated in the Rules.

Overall, the objective of providing protection of life and property of senior citizens, as envisaged in the Act/Rules, had been defeated.

3.2.10 Advisory Council/Committees

3.2.10.1 State Council of Senior Citizens

As per Rule 22, the State Government may, by order, establish a State Council of Senior Citizens consisting of a Chairman (Minister in charge of Welfare of Senior Citizens), Member Secretary (Commissioner/Director in charge of Welfare of Senior Citizens), ex-officio and other nominated members⁶⁷ to advise the State Government on effective implementation of the Act and to perform such other functions in relation to senior citizens as the State Government may specify. The Council shall meet at least once in six months.

Audit however, observed that State Council of Senior Citizens was yet to be constituted by the Government as of October 2016.

Government replied (May 2016) that the Directorate of WD&SC was requested (May 2016) to send a detailed proposal for constitution of State Council and that on receipt of the proposal, it would be constituted.

3.2.10.2 District Committee of Senior Citizens

As per Rule 23, the State Government may, by order, establish a District Committee of Senior Citizens for each district headed by Chairperson (District Collector), Member Secretary (Assistant Director, WD&SC), ex-officio members (Commissioner/Superintendent of Police, District Medical & Health Officer, District Coordinator, Hospital Services, Revenue Divisional Officers, etc.) and other nominated members⁶⁸ to advise on effective and coordinated implementation of the Act at the district level and to perform such other functions in relation to senior citizens as the State Government may specify. The Committee shall meet once in every three months.

Audit observed that although the District Committees were constituted in all the three sampled districts there was no recorded evidence in support of conducting of the meetings.

In reply (May 2016) Government stated that all the District Collectors in the State were requested (May 2016) to conduct the meetings of District Committee of Senior Citizens to coordinate the services of Health, Welfare, Rural Development, Police Departments, etc.

⁶⁷Ex-Officio members: Secretaries to Departments dealing with Disabilities, Senior Citizens Welfare, Health, Home, Publicity, Pension, etc. Nominated members: Specialists and activists in the field of welfare of senior citizens and eminent senior citizens

⁶⁸NGOs, Specialists and activists in the field of welfare of senior citizens and eminent senior citizens

3.2.11 Conclusion

While the initiative taken in terms of old age pensions disbursement was commendable, the overall implementation of the various programmes emanating from the Maintenance and Welfare of Parents and Senior Citizens Act, 2007 and the Rules framed therein was seen to be deficient in particularly all fronts of its implementation be it infrastructure viz., old age homes and their component provisions as well as the protective measures to ensure the prevention of atrocities and crimes against the aged. The chief underlying factor of the shortcomings in implementation was the lack of creating awareness and action required on the part of civil societies and Government stakeholders like the Health, Police Departments, etc.

3.2.12 Recommendations

- (i) Government should give adequate publicity to create awareness levels of senior citizens about their legitimate rights and facilities available to them under the Act and Rules.
- (ii) Establishment of old age homes at least one in each district should be ensured to accommodate senior citizens.
- (iii) Comprehensive action plan for providing protection of life and property of senior citizens as stipulated in the Act/Rules should be implemented.

The above points were referred to Government in September 2016; their reply has not been received (November 2016).

Department for Women, Children, Disabled and Senior Citizens

3.3 Implementation of 'Indira Gandhi Matritva Sahyog Yojana'

Delays and failure in timely release of funds on the part of the State Government, coupled with non-compliance with prescribed procedures for payment of incentives, resulted in denial of targeted benefits to the intended beneficiaries, besides negating the primary objective of compensating wage loss at the time of pregnancy and child care

3.3.1 Introduction

The Ministry of Women and Child Development (MWCD), Government of India (GoI) had formulated (November 2010) the Indira Gandhi Matritva Sahyog Yojana (IGMSY) – a Centrally sponsored Conditional Maternity Benefit Scheme for pregnant and lactating mothers. The scheme is being implemented in 52 selected districts across the country. In Telangana State, Nalgonda district was selected by GoI (in November 2010 in the erstwhile combined State of Andhra Pradesh) for the purpose. The scheme is implemented using the platform of Integrated Child Development Services (ICDS) scheme, the focal point being the Anganwadi Centre (AWC) at village level. At district level, the scheme is

implemented through Child Development Project Offices (CDPOs), ICDS under the control of Project Director, District Women and Child Development Agency⁶⁹.

IGMSY scheme was initially started with 100 *per cent* funding by GoI up to 2014-15 and from 2015-16 onwards in the ratio of 50:50 by GoI and the State Government. The main objective of the scheme was to improve the health and nutritional status of pregnant and lactating women and their young infants. The scheme aimed to provide compensation for the wage loss so that the women were not under compulsion to work till the last stage of their pregnancy and could take adequate rest before and after delivery. Under the scheme, a cash incentive of ₹4,000 (₹6,000 from July 2013) was provided (in two⁷⁰ instalments, from the second trimester of pregnancy till the infant completed six months of age) directly to women of 19 years and above⁷¹ for the first two live births, subject to the woman fulfilling specific conditions relating to maternal child health and nutrition.

Audit was carried out (May - June 2016) covering the district level office in Nalgonda including five⁷² (out of 18 CDPOs) ICDS Project Offices based on highest number of beneficiaries covered in the district and all the 50 Anganwadi Centres (AWCs) in the selected CDPOs with the objective of assessing the implementation of IGMSY during the period 2013-16. The results of the Audit are discussed in the succeeding paragraphs.

Audit findings

3.3.2 Releases and expenditure

Against an amount of ₹78.18 crore (being the GoI releases) made available by State Government during 2010-16 for implementation of the scheme under Nalgonda district, an amount of ₹70.55 crore was expended during the period.

Audit observed that the State Government had not released its matching share of ₹9.39 crore during the year 2015-16. Further, due to freezing of funds by the State Government, an amount of ₹7.63 crore remained unutilised and the same was returned to the State Government (by the Project Director). Audit also observed considerable delays of up to 10 months⁷³ in release of funds by the State Government.

Further, as per para 3.9 of scheme guidelines, a *flexi-fund* amounting to 2.5 *per cent* of the total annual expenditure under the scheme had to be created for innovative activities *viz.*, promotion of maternal and child healthcare, etc. Scrutiny of records of Project Director, District Women & Child Development Agency (PD, DW&CDA), Nalgonda showed that the *flexi-fund* as envisaged was not created and, as such, no innovative activities and promotion of maternal and child healthcare etc., could be taken up by the Department.

⁶⁹ henceforth known as District Welfare Officer, Department for Women, Children, Disabled & Senior Citizens after the reorganization (October 2016) of districts in State of Telangana

⁷⁰ in three instalments prior to 5th July 2013

⁷¹ all Government/PSUs (Central and State) employees would be excluded from the scheme as they are entitled to paid maternity leave

⁷² Nalgonda – Kodada, Suryapet, Peddavoora, Devarakonda and Munugodu

⁷³ ₹10.21 crore sanctioned in January 2011 (for the year 2010-11) was released in May 2011 (delay: 4 months); ₹4.69 crore sanctioned in September 2015 (for the year 2014-15) was released in July 2016 (delay: 10 months)

The Project Director, attributed (November 2016) the non-creation of flexi-fund to non-release of funds in time and stated that the entire releases were utilized for sanction of incentives to the beneficiaries on account of stronger demand.

3.3.3 Enrolment and coverage of beneficiaries

During the period from 2010-11 to 2015-16, a total of 2,38,105 beneficiaries were enrolled in Nalgonda district under the IGMSY. The year-wise enrolment of beneficiaries is given in Table-3.4.

Out of the 2,38,105 beneficiaries enrolled, only 1,73,561 beneficiaries were covered during the period 2010-16, leaving 64,544 beneficiaries (27 per cent) uncovered. Against the total requirement of ₹117.22 crore⁷⁴ towards incentives, an amount of ₹78.18 crore only was released by the State Government and even

this amount was not fully utilised (expenditure: ₹70.55 crore) towards payments of incentives to beneficiaries.

PD, DW&CDA attributed (June 2016) the shortfall in coverage to short release of (budgeted) funds.

Further, as per the norms, details of every beneficiary had to be uploaded in the software as provided in the website of Ministry of Women and Child Development, consisting of Bank Account number and Aadhaar Card number.

GoI had issued (June 2013) instructions for digitizing of beneficiary data in the software provided and for uploading of database onto the website. Scrutiny however showed that, due to non-functioning of the software since January 2015, the beneficiary details were not being uploaded onto the website. Despite PD, DW&CDA, Nalgonda taking up the matter with State Government in July 2015 and May 2016, the deficiency was not rectified as of November 2016. This resulted in the database not being uploaded and updated leading to double payments, as discussed in para 3.3.5 (iv).

3.3.4 Payment of incentives to beneficiaries

(i) Para 3.5 of the scheme guidelines envisaged that the beneficiary would receive cash incentive of ₹4,000 (₹6,000 from 5 July 2013 onwards), subject to fulfilment of the conditions.

In the 50 AWCs test-checked in Audit, 1628 out of 2,111 beneficiaries (77 per cent) did not receive even a single payment of incentive during the period 2013-16 (as of June 2016) due to short release of budget. Thus, the benefit of incentives was denied to them.

(ii) As per para 3.4 of the guidelines, to avail of benefit under the scheme, the women had to register themselves at the AWC. Every registered beneficiary under the scheme

Table-3.4

| Year | Number of beneficiaries enrolled |
|--------------|----------------------------------|
| 2010-11 | 28262 |
| 2011-12 | 43744 |
| 2012-13 | 44508 |
| 2013-14 | 43985 |
| 2014-15 | 38820 |
| 2015-16 | 38786 |
| Total | 238105 |

Source: Records of Project Director, DW&CDA, Nalgonda

⁷⁴ as assessed based on number of beneficiaries: 1,28,232 @ ₹4,000 and 1,09,873 @ ₹6,000

was to receive a Mother and Child Protection (MCP) card, either from the Anganwadi Worker (AWW) or the Auxiliary Nurse-cum-Midwife (ANM). The MCP card was to be used as means of verification of the conditions for payment. The AWW and ANM were to ensure that MCP card was provided to every beneficiary and the required information was filled in.

Test-check of records of the 50 AWCs showed that although MCP cards were not issued to 424 (out of 2111) beneficiaries (20 per cent), they were enrolled (2013-14 to 2015-16). Audit observed that payments were made to 58 (out of 424) beneficiaries without ascertaining that the beneficiaries possessed the MCP cards.

- (iii) As per Para 3.5.2 of the guidelines, before payment of second instalment of the cash incentive, the beneficiary had to register the child birth at the end of three months of delivery.

Scrutiny of records of the 50 AWCs showed that Child Birth Registration Certificate was not obtained from any of the 2111 beneficiaries enrolled. Despite this, payment of incentive was made to 483 (out of 2111) beneficiaries, even in the absence of the requisite certificates (as per PD, DW&CDA, Nalgonda (June 2016) payments to the remaining 1628 beneficiaries could not be made due to non-receipt of sufficient funds). As a result, the genuineness of the beneficiary receiving the cash incentive could not be ascertained, leaving scope for fictitious/irregular payment of incentives.

- (iv) As per para 3.7 of the guidelines, the cash incentive had to be credited to the beneficiary through Post Office/Bank by online transfer. The CDPO/Project Director had to submit the list of beneficiaries along with the details of bank accounts and other information to the PO/Bank for crediting the amount to the respective beneficiaries.

Scrutiny of Bank Statement⁷⁵ of PD, DW&CDA, Nalgonda showed that an amount of ₹96.64 lakh pertaining to 2416 beneficiaries was returned (January 2015 to May 2016) by the bank due to wrong bank accounts/inoperative accounts. This resulted in denial of benefits to concerned beneficiaries as no payments were made.

The Project Director, DW&CDA, Nalgonda in reply (November 2016) stated that out of the amount of ₹96.64 lakh an amount of ₹18.60 lakh was credited to 369 beneficiaries, who had activated their accounts. Thus, an amount of ₹78.04 lakh (which also included ₹60.12 lakh pertaining to 1184 beneficiaries whose names were included twice in the list of payments as discussed in para 3.3.5 (iv)) pertaining to the beneficiaries has been still lying in the banks undisbursed (as of November 2016).

3.3.5 Violation of prescribed payment procedures

- (i) As per para 3.1 of the guidelines, the scheme aimed to provide partial compensation for the wage loss so that the women were not under compulsion to work till the last stage of Pregnancy.

Audit scrutiny, however, showed that during the period 2011-16, in all 18 CDPOs of the district, the incentive payments were made to the beneficiaries with delays

⁷⁵bearing account no.913010054776047 - IGMSY Account, Axis Bank

ranging from six months to over one year after delivery. While the payment of first instalment was made with a delay of over one year after delivery in respect of all the 1,73,561 beneficiaries, the payment of second instalment was made with delays ranging from six months to over one year in respect of 1,68,831 beneficiaries, thereby defeating the primary objective of the scheme.

The PD, DW&CDA, Nalgonda attributed (June 2016) the delay to short release of funds.

- (ii) Para 3.5 of the guidelines envisaged that the beneficiary would receive cash incentive of ₹4,000 (₹6,000 from 5 July 2013 onwards) subject to fulfilment of the conditions.

Audit scrutiny showed the following:

- Under the scheme, a cash incentive was to be provided to beneficiaries for the first two live births in two instalments. Apart from delays in making payment of incentives for want of funds, the payments were being made in one lumpsum for one/two deliveries. Further, to cover all the beneficiaries enrolled, priority had to be accorded to those enrolled for the first delivery. It was however, observed that in 714 cases, payment of ₹4,000/₹6,000 was made twice/thrice with consecutive serial numbers, indicating that the beneficiaries were enrolled on the same day and payment was made twice/thrice to the same account. Audit observed that lumpsum payments were being made to beneficiaries for two live births even though payments to beneficiaries for the first delivery were still pending.
- With regard to the payments amounting to ₹18.77 crore (out of ₹59.07 crore) made during the period 2013-16, the records did not contain the Dates of Enrolment (DoE) in beneficiaries' database. Due to absence of the DoEs, Audit could not ascertain instances of double payments, if any, made since DoE was the only criteria to check double payments.

- (iii) As per para 3.6 of the guidelines, the Anganwadi Worker and Anganwadi Helper were to receive a cash incentive of ₹200 and ₹100, respectively, per beneficiary after all the cash transfers to the beneficiary were completed. The cash incentive was to act as a catalyst to motivate the AWW and AWH to serve the beneficiaries efficiently and also encourage more women to participate in the scheme.

Test-check of records of 50 AWCs under the control of five ICDS Projects in the district showed that cash incentives aggregating to ₹1.44 lakh⁷⁶ (in respect of 483 cases out of 2,111) for the period 2013-16 were, however, not credited to the AWWs and AWHs along with the beneficiaries' incentives. Further, for the period 2010-16, incentives amounting to ₹5.21 crore⁷⁷ were also due to be paid to AWWs and AWHs.

PD, DW&CDA, Nalgonda again attributed (June 2016) this to short release of funds. Thus, the objective of cash incentives to motivate the AWWs/AWHs was not ensured.

⁷⁶2013-16: incentives due at the rate of ₹200 x 483 (for AWW) and ₹100 x 483 (for AWH)

⁷⁷2010-16: incentives due at the rate of ₹200 x 1,73,561 (for AWW) and ₹100 x 1,73,561 (for AWH)

- (iv) As per the normal procedure, the beneficiaries list and bank account numbers of the beneficiaries had to be submitted to Treasury along with the proceedings for drawal of amount. Payment to the beneficiaries was to be made by crediting the amount to the respective Bank accounts.

PD, DW&CDA, Nalgonda had drawn (March 2015) an amount of ₹60.12 lakh from the District Treasury Office by including the names of beneficiaries twice in the list in respect of 1,184 beneficiaries. Audit scrutiny also brought out the fact that although this issue was brought to the notice of the District Collector, Nalgonda (September 2015), the amount was neither remitted back to the District Treasury (Nalgonda) nor was it paid to other eligible beneficiaries; the same, was however, deposited in a Private Bank account (Axis Bank Ltd.) held by the PD, DW&CDA, Nalgonda and was still lying there as of November 2016, which was in clear breach of the prescribed guidelines. This meant denial of benefits to other eligible beneficiaries to that extent.

3.3.6 Conduct of IGMSY Steering and Monitoring Committee meetings

As per para 4.2 of the guidelines, Steering and Monitoring Committees had to be formed at District and Project level and meetings were to be conducted once in a month for effective implementation of the Scheme.

Scrutiny, however showed that, steering and monitoring committee meetings were not conducted as stipulated. The shortfall at Project level ranged from 47 to 56 *per cent*, while no meetings were conducted at district level during 2013-16, which could adversely affect the implementation of the scheme overall.

Overall, delays and failure in timely release of funds on the part of the State Government, coupled with non-compliance with prescribed procedures for payment of incentives, resulted in denial of targeted benefits to the intended beneficiaries, besides negating the primary objective of compensating wage loss at the time of pregnancy and child care.

The matter was reported to Government in September 2016; their reply has not been received (November 2016).

3.4 Payments to food suppliers without receipt of stock

Payments were made by the Project Director, District Women & Child Development Agency (DW&CDA), Karimnagar and Director, Women Development and Child Welfare Department for stock worth ₹1.02 crore of food supplies without actual receipt of stock at the CDPOs contrary to the Codal provisions

Under the Supplementary Nutrition Programme (SNP), which is the main component of Integrated Child Development Scheme (ICDS), “One Full Meal” is provided (introduced in January 2013 as part of SNP) under ‘Indira Amrutha Hastam’⁷⁸, to the target groups of pregnant & lactating (P&L) women at the Anganwadi Centres (AWCs). The required

⁷⁸ termed as ‘Arogya Laxmi programme’ in January 2015

provisions⁷⁹ under this scheme are centrally procured by Project Directors⁸⁰, District Women Development and Child Welfare Agency (PDs), based on indents placed by the respective Child Development Project Officers (CDPOs). The stock is directly delivered at the offices of the CDPOs and payments are made by PDs based on the stock entry certificates to be issued by the CDPOs.

Codal provisions⁸¹ stipulate that payment should be made only after ensuring that the stores have been received and examined. Audit scrutiny (March - April 2016) of relevant records of the PD, Karimnagar however, showed that in March 2013, the PD had issued orders directing 11 (out of 16) CDPOs to issue advance Stock Entry Certificate for the provisions indented and billed (during the period February - March 2013) with the objective of drawing the amounts from the district Treasury to avoid lapse of budget. It was stated (in the said orders) that the payment would, however, be made after receipt of stock in the respective CDPOs project godowns. The above instructions of PD notwithstanding, the PD made payments (March 2013/March 2014)⁸² to the suppliers on receiving the stock entry certificate from the CDPOs, without insisting on the actual receipt of the goods/stock procured (February/March 2013). Cross-check by Audit of the payments made by the PD with the stock registers maintained at CDPOs showed that in five (out of 11) CDPOs, despite the stock having not been actually received and the stock entry not been made to that effect, it was acknowledged in delivery challans to the contrary by the then CDPOs and payments to the extent of ₹59.19 lakh were made to the supplier firms (*Appendix-3.4 refers*). All the incumbent CDPOs confirmed (August 2016) that no stock was received and PD stated (August 2016) that the amounts were yet to be recovered from the firms. In response to Audit enquiry, the Director, Women Development and Child Welfare Department (WD&CWD), stated (September 2016) that necessary action in the matter was being initiated.

Similarly, under SNP, a Weaning Food⁸³ named 'Balamrutham' (as Take Home Ration for children aged between 7 months and 3 years) and a proprietary Snack Food named 'Kurkure' (for spot feeding children aged between 3 and 6 years) were introduced (February 2014) under ICDS with an aim to providing improved supplementary nutrition to children through AWCs. Telangana Foods, a State Government firm, has been supplying the Weaning Food and Snack Food to all the ICDS projects in the State. While the supplies were made directly to CDPOs, the payments were made by the Director, WD&CWD, based on the stock entry certificate to be submitted by the CDPOs. Audit scrutiny (May 2016) of the delivery challans acknowledged by the then CDPO, Metpally (Karimnagar district) *vis-à-vis* the payments made by the Director showed that goods worth ₹30.99 lakh were neither actually received nor accounted for at CDPO, Metpally i.e. no entries to this effect were made in the Stock Register (details given in *Appendix-3.4*). Payments for the items of stock were made (January to November 2015) by the Director,

⁷⁹ Red gram dal, Oil, Rice, Jeera, Salt, Chillies, etc.

⁸⁰ each District headed by a Project Director

⁸¹ Article 128 of Financial Code, Volume-I

⁸² of the four bills, some payments were made (March 2013) by the same PD in violation of his own instructions and some payments were made (March 2014) by his successor

⁸³ a preparation of wheat, chana dal, milk powder, oil and sugar

relying solely on the acknowledgement in delivery challans without ensuring whether the stock was actually received and entries to that effect made by the recipient CDPOs. The fact of non-receipt of stock (even as of August 2016) was confirmed by the incumbent CDPO, Metpally.

Further, CDPO, Metpally, based on examination of stock, had returned (June 2013) stock worth ₹11.56 lakh to supplier firm on the ground of inferior quality. Although CDPO, Metpally had apprised this aspect (May 2013) to PD, Karimnagar and specifically requested him not to make any payments to the firm, PD went ahead and made payments for the above stock in March 2014. On scrutiny it was seen that there was neither any replacement of stock by the supplier nor were any recoveries made from the firm as of September 2016. In response to Audit enquiry, the Director, WD&CWD, stated (September 2016) that necessary action was being initiated by his office against the individual in the matter.

Thus, payments aggregating to ₹1.02 crore⁸⁴ were made without verification of stocks having been actually delivered and received. Such payments made, which were contrary to the codal provisions, were rendered possible consequent to the PD's grossly irregular instructions of calling for advance stock entry certificates from the respective CDPOs without insisting on the actual receipt of stock. As these findings emerged only from a test-check by Audit, it is unlikely that these instances were isolated in nature and confined to the above mentioned CDPOs only. Therefore, the whole issue calls for detailed investigation by Government.

The matter was reported to Government in September 2016; reply has not been received (November 2016).

Health, Medical and Family Welfare Department

3.5 Centre of Excellence in Institute of Mental Health not established

Inaction on the part of the IMH to utilize the GoI grant led to the objective of establishing the 'Centre of Excellence' not being achieved, besides resulting in foregoing of the Central assistance to the extent of ₹25 crore

Government of India (GoI) had identified (June 2009) the Institute of Mental Health (IMH), Hyderabad for upgradation under Centre of Excellence scheme (Manpower Development component) of 'National Mental Health Programme (NMHP)' and sought detailed proposals from the State Government (by 30 June 2009) in respect of (a) existing infrastructure in Psychiatry, Clinical Psychology, Psychiatric Social Work and Psychiatric Nursing including space, manpower and equipments available, (b) requirement for starting/increasing PG seats in the four specialities, and (c) gaps to be filled up for starting/increasing PG seats in the four specialities, accompanied by estimated outcomes and

⁸⁴=(₹59.19 lakh + ₹30.99 lakh + ₹11.56 lakh)

timelines for the activities. IMH was also required to apply to the regulatory bodies/ University/State Government for necessary sanctions so that the courses could start from 2010.

Proposals for various components i.e., Capital works (₹18 crore), Technical equipment (₹5 crore), Non-technical equipment (₹3 crore), Library (₹1 crore) and Faculty & Technical Support Staff (₹3 crore) were accordingly submitted (August 2009) by IMH through State Government with an undertaking to bear the cost of continuing the staff beyond three years. The State Government had also proposed to complete the various components during the period of four years i.e., 2008-09 to 2011-12. GoI approved the proposals and released (March 2010) an amount of ₹5.28 crore as first instalment for incurring expenditure on components i.e., Capital works (₹3 crore), Non-technical equipment (₹1 crore), Library (₹0.5 crore) and Faculty & Technical Support Staff (₹0.78 crore). The amount was deposited (April 2010) in the identified bank account (with SBI) by IMH.

Audit scrutiny (January 2016) of the records in IMH showed that, although the erstwhile APMSIDC⁸⁵ (now TSMSIDC⁸⁶) was specifically requested (June 2009) by the Government to survey the premises of IMH and identify suitable place to build the necessary infrastructure as per the plans/requirement of the scheme, it had submitted the estimates (for ₹3.25 crore) only by February 2014 i.e., with a delay of over five years for construction of PG Hostel block for Females (Ground floor) and Academic block (Ground floor) in the premises of IMH. Further, although administratively sanctioned in November 2014, the civil works were yet to commence and, in fact, tenders were not even called for (June 2016). As such, as of June 2016, the entire Central assistance (₹6.72 crore including interest accrued) has been lying idle with IMH for over six years.

When the non-commencement of works/activities relating to establishment of 'Centre of Excellence' was pointed out by Audit, IMH replied (August 2016) that the works relating to Centre of Excellence at IMH were delayed/could not commence as there were several litigations pending in various Courts against the identified land and that suitable alternative land could not be readily identified.

Scrutiny of the records of IMH, however, showed that the IMH/Government was aware of the fact that the identified land was under litigation even at the time of submission of proposals to GoI in August 2009. Despite this, IMH had not taken steps to identify an alternative land in the area for the purpose of establishing the Centre of Excellence. Thus, due to the inaction on the part of IMH, the work of establishing the Centre of Excellence had not commenced, thereby depriving the State of the establishment of Centre of Excellence and its objective of producing specialised manpower, besides resulting in foregoing of the Central assistance to the extent of ₹25 crore.

The matter was reported to Government in July 2016; their reply has not been received (November 2016).

⁸⁵ Andhra Pradesh Medical Services and Infrastructure Development Corporation

⁸⁶ Telangana State Medical Services and Infrastructure Development Corporation

Higher Education Department (Mahatma Gandhi University)

3.6 UGC sponsored infrastructure development works

Non-release of the matching State share by Government and diversion of UGC funds resulted in non-completion of the envisaged infrastructure development works in the University even after the lapse of over five years, besides loss of UGC assistance of ₹2.25 crore

Mahatma Gandhi University (University), established (March 2007) in Nalgonda district of Telangana State (erstwhile Andhra Pradesh), was selected (July 2010) as one of the Universities for providing one-time catch up grant⁸⁷ by University Grants Commission (UGC) for improving the infrastructure and quality so as to make them eligible for regular financial assistance under Section 12(B) of the UGC Act. The University had submitted (November 2010) a proposal along with Detailed Project Report (DPR) for four items, viz., (a) Construction of administrative block (₹2.98 crore) (b) Construction of library building (₹4.09 crore) (c) Infrastructure and furniture of seminar halls (2 Nos.) (₹1.05 crore) and (d) Purchase of laboratory equipment (₹0.88 crore) to UGC through the State Government. The State Government had also furnished (November 2010) an undertaking to UGC for providing assistance of ₹5 crore to the University towards State Matching Grant for development of infrastructure and a commitment to meet the recurring expenditure. The DPR was approved (March 2011) by UGC with a total outlay of ₹9 crore, of which ₹4.50 crore i.e., 50 per cent was to be met by UGC and the remaining 50 per cent by the State/University.

UGC had released (March 2011) ₹2.25 crore to the University out of their share of ₹4.50 crore. While releasing the grant, UGC had stipulated that (a) all infrastructural deficiencies (identified at the time of sanction of one-time catch up grant) were to be removed within one year of release of UGC grant, failing which the University would be declared ineligible for financial support from UGC (b) financial assistance under the scheme would be available only up to the end of the XI plan period (2007-12) and (c) expenditure out of the UGC grant should be only on the approved items of expenditure.

Administrative sanction for the project was accorded (May 2011) by the University and the works were entrusted (May 2011) to Central Public Works Department (CPWD). The University had deposited an amount of ₹2 crore⁸⁸ with CPWD for execution of the works and requested (October 2011) the CPWD to start one of the buildings, preferably the library building, to ensure that requisite funds could be duly claimed from the UGC. The CPWD accordingly awarded⁸⁹ the work of construction of library building in February 2012 with a stipulation to complete it within a period of 12 months i.e., by February 2013.

⁸⁷ New universities and colleges which are technically under the purview of UGC but do not get assistance under Section 12(B) of UGC Act as they do not meet the minimum eligibility requirements in terms of physical facilities and human resources

⁸⁸ ₹50 lakh each in September 2012 and April 2013 and ₹1 crore in November 2013 respectively

⁸⁹ at 26.95 per cent above the estimated cost of ₹2.67 crore (for ₹3.39 crore) to M/s Amaleswari Constructions, Hyderabad

Audit scrutiny (January 2016/July 2016) of the records of University, however, showed that of the four items approved by UGC, the works of providing infrastructure and furniture of seminar halls and purchase of laboratory equipment were completed; only 60 per cent of the work (expenditure: ₹1.24 crore) of library building had been completed and the work of construction of administrative block had not commenced as of June 2016. In fact, the work of library building was foreclosed midway in September 2014 due to non-availability of funds with the CPWD and reluctance of the contractor to continue with the work. Further, the University could not provide funds to the CPWD as the State Government had not released its matching share as promised, in spite of pursuance (February/October 2011 and April 2015) by the University. In the meantime, as the XI plan period had come to a close in 2012, the request by the University for release of subsequent instalment of ₹2.25 crore due from the UGC was not acceded to. Apart from this, the UGC funds to the extent of ₹0.66 crore were also diverted (by CPWD) towards execution of unapproved (non-UGC) items⁹⁰, contrary to the UGC norms, and the amount had remained un-recouped.

Thus, non-release of the matching State share by Government and diversion of UGC funds resulted in non-completion of the envisaged infrastructure development works in the University even after the lapse of over five years, besides, the assistance of ₹2.25 crore due from UGC was also foregone by the University.

The matter was reported to Government in July 2016; their reply has not been received (November 2016).

Home Department

3.7 Finance Commission Grants foregone

Due to the indecision of the Government with regard to the number of Police Training Centres (PTCs) to be established and consequential delays in preparation of action plans/identification of works, coupled with the failure to utilize the Thirteenth Finance Commission (TFC) grant in time, the balance TFC grant of ₹38 crore due from GoI was foregone, thus putting an avoidable burden upon the State Government to that extent

For upgradation of various infrastructural facilities in the Police Training Centres (PTC - intended to provide training to in-service and newly recruited policemen) under 13th Finance Commission (TFC) grants, Government of India (GoI) had sanctioned (June 2012⁹¹) ₹80.80 crore for upgradation of PTC at Warangal (₹15.95 crore), establishment of PTC at Karimnagar (₹32.43 crore) and for shifting the old PTC Amberpet to Medchal, Medak (₹32.42 crore) pertaining to Telangana region. The infrastructural facilities included viz., construction of administrative and faculty blocks, barracks, kitchens, Computer Labs, Accommodation for faculty, laying of CC Roads, WBM Roads, multipurpose grounds with obstacles, bell of arms, etc. Telangana State Police Housing Corporation Limited (Corporation) was the assigned nodal agency for construction works.

⁹⁰ Construction of Science building

⁹¹ Based on the proposals submitted by the State Government in July 2010 in terms of Thirteenth Finance Commission Report (December 2009)

As per the terms and conditions of sanction, the TFC grant was to be released in four instalments in four years⁹² viz., 2nd instalment was to be released after at least 2/3rd utilization of the 1st instalment, 3rd instalment after 100 per cent utilization of the 1st instalment and at least 2/3rd utilization of the 2nd instalment and 4th instalment was to be released in two tranches. The first tranche was to be released when 90 per cent of the grant amount released so far was certified to have been utilized and the second tranche comprising the remaining 10 per cent was to be released when completion certificate was provided by the State, wherever required, for construction activity. Against ₹80.80 crore sanctioned, GoI had released an amount of ₹42.84 crore (₹20.35 crore as 1st instalment in December 2011 and ₹22.49 crore being the 2nd instalment in May 2014).

Scrutiny (January/February 2016) of the records of PTCs and information obtained (October – November 2016) from the Offices of Inspector General of Police (Training) and Telangana State Police Housing Corporation relating to execution of works of PTCs showed that although the works were scheduled to be completed during the 13th Finance Commission period 2010-15, only 22 per cent (8 out of 37 works) of the works had been completed even as of November 2016 after incurring an expenditure of ₹54.62 crore (including the release (February 2016) of ₹15 crore by the State Government). In fact, at PTC Medchal, none of the 16 works proposed were completed. The PTC-wise details are given below.

Table-3.5

(₹ in crore)

| Sl. No. | Name of PTC | No. of works sanctioned | Estimated cost of works | No. of works completed | No. of works in progress | Expenditure incurred | Funds required for completion of works |
|---------|--------------|-------------------------|-------------------------|------------------------|--------------------------|----------------------|--|
| 1 | Karimnagar | 16 | 32.43 | 6 | 10 | 21.63 | 10.80 |
| 2 | Medchal | 16 | 32.42 | 0 | 16 | 21.32 | 11.11 |
| 3 | Warangal | 05 | 15.95 | 2 | 03 | 11.67 | 4.27 |
| | Total | 37 | 80.80 | 8 | 29 | 54.62 | 26.18 |

Source: Information furnished by Department

Audit analysed the reasons for non-completion of PTC works even after four years of sanction. The analysis showed that while the original sanction (₹100 crore) of GoI was for three PTCs located in Telangana Region, viz., Karimnagar, Warangal and Amberpet (Hyderabad), Government had later proposed (June 2011) to include two other PTCs viz., Vizianagaram and Anantapur pertaining to Andhra and Rayalaseema regions in the erstwhile combined State of Andhra Pradesh. The proposal was accepted (June 2012) by GoI on the condition of reallocation of the amount to the newly proposed PTCs within the original allocation of ₹100 crore. This necessitated revision of Action plans. Secondly, certain ineligible items such as provision for vehicles, computers, hospitals and ATM centres were proposed in the initial plans, which were, however, not accepted by GoI necessitating submission of revised proposals. Further, there were frequent changes in the proposed nature of works components involving revision of work estimates a number of times by the Corporation. The revised action plans were submitted (by the State Government) to GoI only in April 2013. While the Corporation could initiate the tendering process in January 2013, the works were awarded to contractors belatedly, i.e., between February 2013 and November 2014.

⁹² 2011-12: ₹25 crore; 2012-13: ₹25 crore; 2013-14: ₹15 crore and 2014-15: ₹15.80 crore

Consequently, the Department could not utilize the first instalment of TFC grant (released during 2011-12) till March 2014. Since the envisaged expenditure norms were not adhered to, GoI could release the second instalment (for the year 2012-13) of ₹22.49 crore belatedly, only in May 2014. Further, as the plan period of 13th Finance Commission grants came to a close in March 2015, there was no further release of funds thereafter by GoI and hence the upgradation works sanctioned in 2012 and scheduled to be completed by 2015 remained incomplete (November 2016) in all the three PTCs (details are given in *Appendix-3.5*). In fact, at PTC, Medchal, certain major works⁹³ had to be stopped for want of funds. This was indicative of the fact that the required fund flow for the project was not also ensured. Non-completion of the PTC works as per schedule thus deprived the Department of utilization of the improved training facilities for police personnel.

In reply (December 2016), Director General of Police (DGP) confirmed the audit observation with regard to foregoing (₹38 crore) of 13th Finance Commission grants. It was further stated that the matter was being pursued with State Government to obtain the balance funds required for completion of the works and that a further amount of ₹20.50 crore had been released (June 2016) by the State Government. DGP further stated that 98 *per cent* works had been completed and that the three PTCs were ready to commence basic training for new Police recruits in January 2017.

Thus, due to initial indecision of the Government with regard to number of PTCs to be established and consequential delays in preparation of action plans/identification of works coupled with the failure to utilize the TFC grant in time, the balance TFC grant of ₹38 crore due from GoI was foregone, thus putting an avoidable burden upon the State Government to that extent.

The matter was reported to Government in November 2016; reply has not been received (November 2016).

Municipal Administration and Urban Development Department

3.8 Faulty planning and shortcomings in execution of Sewerage Master Plan

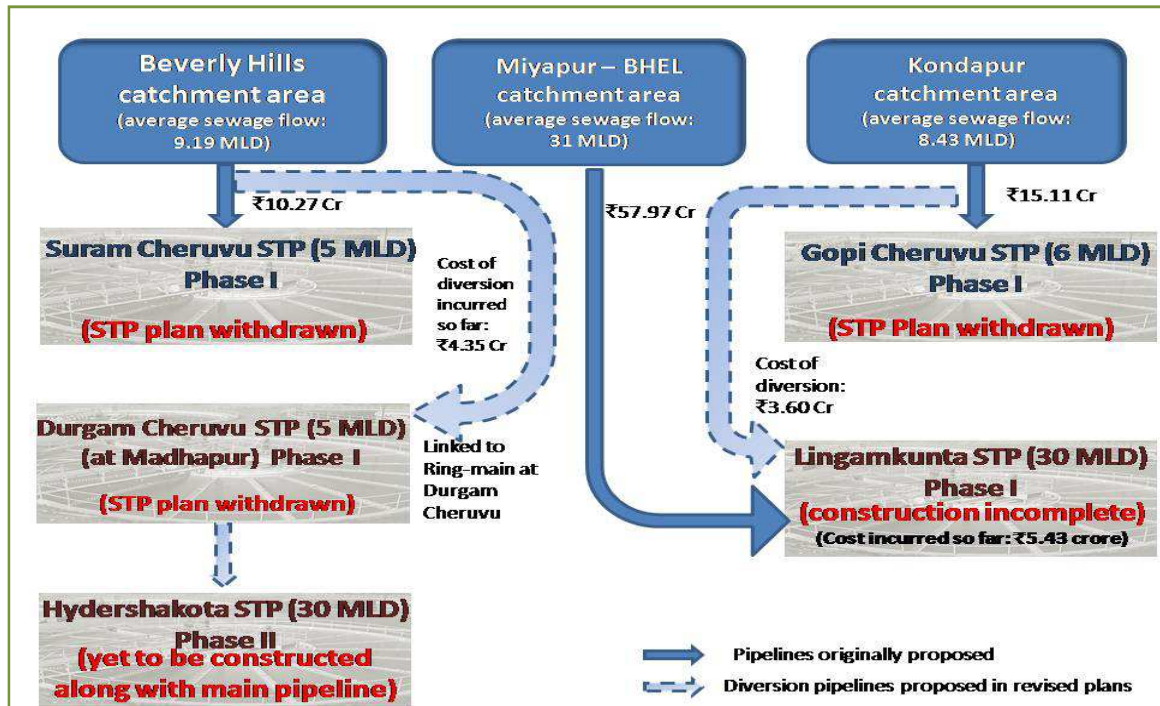
Faulty planning and shortcomings in execution of Sewerage Master Plan by Hyderabad Metro Water Supply and Sewerage Board resulted in the primary objective of sewage treatment not being achieved even after seven years of commencement of the project resulting in cost overruns and contributing to environmental degradation

As part of implementation of Sewerage Master Plan in Serilingampally municipality of Hyderabad Urban Agglomeration with an aim to providing 100 *per cent* sewerage network coverage and collection system, the Hyderabad Metro Water Supply and Sewerage Board had proposed (as per Detailed Project Report (DPR) prepared in

⁹³Administrative building, Bell of Arms and Quarter Guard, construction of barrack with G+2 floors, MT park, construction of Model Police Station and construction of outdoor faculty block & stores for sports equipment

November 2007) to construct six⁹⁴ Sewage Treatment Plants (STPs) (one existing STP of 5 MLD capacity at Durgam Cheruvu was incorporated into the plan) to cover seven⁹⁵ sewage catchment areas respectively in Serilingampally Municipal Circle with JNNURM assistance⁹⁶. Administrative sanction was accorded (July 2008) by Municipal Administration and Urban Development (MAUD) Department for ₹200.38 crore⁹⁷ and the project was to be completed in 36 months.

Audit scrutinised the records (May 2015) of offices of the Project Divisions No.VII and VIII, HMWS&SB with regard to STP works relating to the three catchment areas of Beverly Hills, Miyapur-BHEL and Kondapur as depicted in the diagram below.



Pictorial representation of the sewage flow and STPs in Serilingampally Municipality

However, due to non-cooperation from the local residents around the STP locations and Court interventions/litigations, the execution of STPs was delayed. Further, in view of high cost of land acquisition, it was decided (January 2012) to construct Ring Drain around Durgam Cheruvu⁹⁸ (by connecting the sewer mains originating from Beverly Hills catchment area to the Ring Drain), by-passing the lake to prevent the entry of sewage flow into it and in turn to be connected with Trunk Sewer main from downstream of Durgam Cheruvu to another proposed STP at Hydershakota (proposed to be taken up with 30 MLD capacity in Phase II of the project). Thus, a revised DPR (for the same cost of original sanction) was approved (August 2012) for construction of the six STPs to collect and treat the sewage of the respective catchment areas.

⁹⁴Lingamkunta (30 MLD), Suram Cheruvu (5 MLD), Khajaguda Talab (7 MLD), Gopinagar Cheruvu (6 MLD), Durgam Cheruvu (5 MLD), Gopannapally Cheruvu (4.5 MLD) and Nanakramguda Cheruvu (4.5 MLD)

⁹⁵ Miyapur-BHEL, Beverly Hills, Gachibowli, Kondapur, Madhapur, Gopannapally and Nanakramguda

⁹⁶ Funding pattern: 35 per cent from JNNURM grant; 15 per cent from State Government and 50 per cent from Internal resources and Institutional funding

⁹⁷ GO Rt. No.1090 dated 26 July.2008 of MAUD(UBS) Department, Government of Andhra Pradesh

⁹⁸ 'Cheruvu' colloquially means a lake

Scrutiny of records however, showed that the construction of STP at Ligamkunta (under Phase I - which commenced in August 2009) suffered delays (expenditure incurred as of August 2016: ₹5.43 crore) on account of Court cases (in AP High Court/AP Lokayukta) relating to public petitions on alienation of land as well as cases pending with National Green Tribunal. Despite the Court cases having been settled in July 2015, the contractor did not resume the work as of October 2016 citing huge cost and time overruns⁹⁹. Further, the two STPs at Suram Cheruvu and Gopi Cheruvu were later withdrawn (September 2013) in view of prohibitive costs involved in the acquisition of land for the purpose. Further, the construction of proposed STP at Hydershakota has not yet been taken up by the Board.

According to the Manual of Sewerage and Sewage Treatment issued (December 1993) by the Government of India, Ministry of Urban Development, while designing wastewater collection, treatment and disposal systems, planning is to generally begin from the final disposal point (tail-end) going backwards to give an integrated and optimum design to suit the topography and the available hydraulic heads, supplemented by pumping if essential. Further, as was enunciated in the DPR, keeping in view the ultimate land requirement for accommodating ever increasing flow of sewage, it is necessary to reserve the land at the very outset as it would become difficult to acquire the additional land needed at a later stage.

It was observed that in contravention of the GoI/DPR guidelines referred to above, the tail-end approach i.e. construction of the STPs prior to laying of sewer pipelines, was ignored. The Board went ahead with the laying of sewer pipelines for bringing in sewage generated in the three catchment areas up to the proposed STPs at Suram Cheruvu, Gopi Cheruvu and Lingamkunta incurring a cost of ₹83.35 crore¹⁰⁰ during the period November 2007 to March 2014, even before acquiring the land necessary for construction of STPs (at Suram Cheruvu and Gopi Cheruvu which were later withdrawn in September 2013) and in advance of completion of STP at Lingamkunta.

It was also seen that the Board incurred an additional expenditure of ₹7.95 crore¹⁰¹ (as of September 2016) towards laying of diversion sewer mains for diversion of sewer flow from the Suram Cheruvu and Gopi Cheruvu STPs to the proposed STPs downstream at Hydershakota (via Trunk Sewer main at Durgam Cheruvu) and Lingamkunta, respectively.

Further, the catchment-wise flow in respect of Miyapur-BHEL area itself (which is to flow into Lingamkunta STP) had an estimated average flow of 31 MLD (as of horizon year 2011) and was estimated to go up to 64 MLD (by the year 2041). Considering the fact that the sewage from Kondapur catchment area was also to flow into Lingamkunta STP whose capacity has been limited to only 30 MLD, planning of the STP with such a low capacity and the plan to divert further sewage flow into Lingamkunta STP was faulty and improper.

⁹⁹ Escalation of ₹8.38 crore over a span of 6 years on account of increase in price of raw materials, finished goods, interest charges, etc.

¹⁰⁰ Miyapur-BHEL: ₹57.97 crore; Beverly Hills: ₹10.27 crore; Kondapur: ₹15.11 crore

¹⁰¹ Gopi Cheruvu diversion: ₹3.60 crore and Suram Cheruvu diversion: ₹4.35 crore

Thus, faulty planning and shortcomings in execution of Sewerage Master Plan by the Board in deviation of the stipulated norms resulted in the primary objective of sewage treatment not being achieved even after seven years of commencement of the project and incurring a cost of ₹96.73 crore¹⁰², besides leading to cost overruns. This also led to flow of untreated sewage into open drains and lakes, contributing to environmental degradation.

In its reply (October 2016), Government accepted the Audit observation and assured of compliance while executing Sewerage Master Plan proposals in future. Government however, maintained that the sewerage infrastructure at Serilingampally Circle had been carried out as per the standard norms of GoI's Manual. It was further stated that the tenders for sewer network to be connected to the STPs were called for simultaneously along with the tenders for construction of the six STPs in order to avoid time delays and that the works were entrusted to the agencies assuming that land would be provided by the District Collector, Ranga Reddy. The contention of the Government was not in conformity with the provisions of the Manual which clearly stipulated the adoption of tail-end approach i.e., commencement of planning from the final disposal points prior to the laying of pipelines. Further, commencement of STP works prior to acquisition of land required for the master plan – for which the Board had little or no control of, was an indicator of faulty planning of the Sewerage Master Plan.

Municipal Administration and Urban Development Department (Quli Qutub Shah Urban Development Authority, Hyderabad)

3.9 Unfruitful expenditure on Quli Qutub Shah Deccan Park

Failure of QQSUDA to resolve the issue of renaming of the Park rendered the entire expenditure of ₹2.70 crore incurred on development of the Park unfruitful besides denying recreational facilities to the general public

Quli Qutub Shah Urban Development Authority (QQSUDA) had developed an amusement park named 'Quli Qutub Shah Deccan Park' for the benefit of general public, the work of which was completed in 2006. It was projected that an income of ₹53.40 lakh per annum could be generated from the Park by leasing out various facilities developed in the Park viz., boating pond, kiddy pool, lazy pool, toy train, swimming pool, musical fountain, computer huts, canteen, conference hall, etc.

Audit scrutiny of records and information obtained from the Authority (May 2014/June, July and September 2016) showed that though the development of the Park was completed (at a cost of ₹2.15 crore) in the year 2006, it was not thrown open to the public as of September 2016. It was also observed in Audit that the legal disputes which persisted over the title of the land, which was cited as being one of the reasons for the delay in opening the Park, were resolved by September 2011 through a judgement of High Court and the title of the land was settled in favour of QQSUDA.

¹⁰² =(₹83.35 + ₹5.43 + ₹7.95) crore

As per Rule 19(c) of Memorandum of Association, the Managing Committee (of QQSUDA) may meet once in three months or more often, if necessary. However, as the Managing Committee meetings were not held after June 2011, as of August 2016 a decision of the Managing Committee was pending on renaming of the Park based on a representation (May 2012) of a Member of Legislative Assembly (MLA) and, as such, the Park could not be opened to public. The recreational facilities created in the Park which had remained idle for a prolonged period of time were now in unserviceable condition as was found in a joint physical inspection conducted (July 2016) by Audit with the officials of QQSUDA.

The Authority had spent an amount of ₹54.89 lakh during 2008-13 on fixing of tiles, de-silting of lake, chain link fencing, repairs and servicing of lake fountain, etc., besides spending ₹26.90 lakh¹⁰³ towards maintenance of the Park during the period 2010-16.

When the inordinate delay in opening of the Park was pointed out by Audit, QQSUDA responded (August 2016) that a proposal had been submitted (January 2014 and May 2016) to State Government for convening the Managing Committee meeting for resolving the issue of renaming of the Park and opening of the Park to general public on 'pay and use' basis, and that Government orders were awaited.

In its reply (October 2016) Government accepted the fact that the delay on the part of QQSUDA to resolve the issue of renaming of the park had rendered the entire expenditure of ₹2.70 crore¹⁰⁴ on the project unfruitful. Government however, sought to justify the delay stating *inter alia* that no decision was taken to open the Deccan Park during the period of agitation for formation of separate State of Telangana. It was however, stated that efforts were being made to open the park at an early date for the benefit of the public.

The reply was not acceptable as more than two years had elapsed after the formation (2 June 2014) of Telangana State.

Thus, failure of QQSUDA to resolve the issue of renaming of the Park, rendered the entire expenditure of ₹2.70 crore incurred on development of the Park unfruitful. Not only has the expected returns on this investment not accrued, the objective of providing recreational space and facility to general public remains unrealised.

Revenue Department

3.10 Non-resumption of alienated land despite non-utilisation

Land valued at ₹75 lakh alienated to a Charitable Trust in June 2008 remained unutilized and locked up with the Trust un-resumed for over eight years

Standing Orders of the erstwhile Board of Revenue (BSO), 1955, mandate that the alienee to whom government land has been alienated should use the land expressly for the purpose for which it was alienated. Further, the Andhra Pradesh (Telangana Area) Alienation of State Lands and Land Revenue Rules, 1975 authorise the Government to

¹⁰³ excluding expenditure on wages of Non Muster Rolls (NMRs), which was not furnished to Audit

¹⁰⁴ ₹2.15 crore (for development of Park up to 2006-07) plus ₹0.55 crore (for additional works during 2008-13)

alienate land to a company/private individual or institutions for any public purpose against collection of its market value and subject to the terms and conditions prescribed therein.

Mother Teresa Charitable Trust and Cancer Foundation, Hyderabad (Trust) had requested (June 2007) the District Collector, Medak for allotment of 8.00 acres of Government land¹⁰⁵ at Pocharam village for construction of a 180 bedded Hospice, a facility for taking care of terminally ill cancer patients. Based on the proposals submitted (June 2007) by the District Collector, Medak, Chief Commissioner of Land Administration (CCLA) recommended (July 2007) to the Government to alienate the said land on payment of market value¹⁰⁶.

Audit scrutiny (June 2016) of the records of District Collector, Medak, however showed that Government had overruled the suggestions/recommendations of the established levels of hierarchy in deciding the cost at which the land was to be alienated and issued orders (March 2008) for alienation of 5.00 acres of the said land to the Trust at a nominal rate of ₹1,000 per acre instead of the market value of ₹4 – 5 lakh. This was despite the fact that the Trust itself had initially expressed its willingness (June 2007) to pay the market value of the land. Possession of the land was handed over to the Trust in June 2008.

Audit scrutiny further showed that the aforesaid land (present market value¹⁰⁷: ₹75 lakh) remained unutilised by the allottee for the purpose for which it was alienated, thus flouting the norms of BSO. Despite non-utilisation of the land by the Trust, the land was not resumed by the District Collector even as of June 2016 (a lapse of over eight years). Although the Government had specifically directed the District Collector, while issuing the orders for alienation, to ensure utilisation of the alienated land for the stated purpose and to resume it on failure of the Trust to comply with the conditions of alienation, this stipulation was not acted upon by the District Collector. The show-cause notice issued to the Trust in December 2013 was also not monitored/pursued further by the District Collector, resulting in the land valued at ₹75 lakh remaining locked up with the Trust for over eight years.

Thus, allotment of land by the State Government in an arbitrary manner to the Trust at a rate far lower than the market value resulted in loss of revenue to the Government. This, coupled with the failure of the District Collector to resume the land despite its non-utilisation, led to the land valued at ₹75 lakh being locked up with the Trust for over eight years.

The matter was reported to Government in June 2016; their reply has not been received (November 2016).

¹⁰⁵ in Survey no.69/2

¹⁰⁶ ₹4 - 5 lakh as per the report submitted (23 June 2007) by Revenue Divisional Officer, Sangareddy

¹⁰⁷ ₹15 lakh per acre as per online records of the Registration and Stamps Department, Government of Telangana

**Youth Advancement, Tourism and Culture Department
(Dr. Y.S.R. National Institute of Tourism and
Hospitality Management - NITHM)**

3.11 Stoppage of infrastructure expansion works due to non-compliance with provisions of Building Rules

Lack of planning on the part of NITHM coupled with the violation of Government orders/building Rules before embarking on the infrastructure expansion works led to stoppage of works midway and consequent locking up of ₹1.13 crore, for over two years

With a view to undertaking infrastructure expansion works, Dr. Y.S.R. National Institute of Tourism and Hospitality Management (NITHM¹⁰⁸), Hyderabad had approved¹⁰⁹ the work 'Construction of additional blocks (class rooms & lecture theatre) at NITHM' and entrusted it to Andhra Pradesh Tourism Development Corporation¹¹⁰ (APTDC). APTDC awarded the work to a Hyderabad based firm¹¹¹ and an agreement was concluded (September 2013) for a contract value of ₹1.84 crore for completion within nine months i.e., by June 2014. The work was stopped midway in March 2014 after completion of only certain portions of the works¹¹² (expenditure: ₹1.13 crore).

Audit scrutiny (April 2016) of relevant records at NITHM showed the following:

- (i) Rule 5 (f) (xviii) of the Andhra Pradesh Building Rules 2012 stipulates the requirement of sanction for every building constructed by submission of requisite documents specified therein including the construction plan. Contrary to these provisions, the buildings in question did not have the required statutory approvals (reasons not forthcoming from NITHM) from Greater Hyderabad Municipal Corporation (GHMC). The work of construction of additional blocks had to be stopped following the notices issued (February/March 2014) by GHMC invoking Section 636 (1) of Hyderabad Municipal Act. In fact, NITHM sought *post facto* approvals for the buildings only in November 2014 i.e., after issue of Notice by GHMC and there was no response from GHMC as of August 2016.
- (ii) Rule 3 of the Andhra Pradesh Building Rules 2012 imposes restrictions on building activity in the vicinity of certain areas *viz.*, water bodies, Railway properties, electrical transmission lines, airports, defence establishments, heritage structures, etc. Despite an undertaking given (November 2001) to Government at the time of taking possession of the land from Government, that the water body (known locally as

¹⁰⁸ An Institute established jointly by the Ministry of Tourism, Government of India and AP Tourism, Government of Andhra Pradesh as a sector-specific "Centre of excellence" in Tourism & Hospitality Management education to provide qualified professionals and registered as an autonomous non-profit educational society under AP Societies Registration Act

¹⁰⁹ in its 33rd Governing Council meeting held in October 2012

¹¹⁰ Telangana State Tourism Development Corporation (TSTDC) was formed on bifurcation of composite State of Andhra Pradesh in August 2014

¹¹¹ M/s Sri Siva Ram & Co., Hyderabad

¹¹² (i) laying of foundations (ii) RCC columns for Ground floor and 1st floor (iii) lintels, beams, roof slab and brick work of ground floor etc.

Ramamma Kunta - forming part of the alienated land in which NITHM was set up) would be maintained by NITHM, this was ignored and it undertook the construction activity in the recreational/Green Buffer Zone within nine metres from the existing water area. GHMC observed that the constructions were being made in the recreational/Green Buffer Zone within nine metres of the existing water area, which were clearly in violation of Government orders¹¹³ and directed NITHM (February/March 2014) to remove the unauthorised constructions within 24 hours.

It was further seen in Audit that the construction of additional blocks was initiated without any survey of the likely demand for Post Graduate Diploma course in Tourism Management (PGDM) proposed to be introduced in 2014 and for accommodating the students of the course. In fact, the diploma course was a non-starter (as of May 2016) due to poor response from the students. This indicated that NITHM had embarked upon the works of infrastructure expansion without any perspective planning, based on a reasonable need-assessment.

When the issue of unauthorised constructions was pointed out in Audit, Director, NITHM, replied (April 2016) that Full Tank Level (FTL) and buffer zone for the lake was not fixed by Irrigation Department and that the plans of the building had since been submitted to GHMC and the same would be followed up. It was further stated that, initially the construction of building was taken up leaving the buffer zone. The bunds of the lake were also strengthened and as a result of strengthening the bunds, the water level had increased and the new construction appeared to have raised the water level of the lake. The reply of the Director was not acceptable as it was contrary to the findings of the Principal District Judge, Ranga Reddy (nominated by the High Court) which had confirmed that the constructions were made in the Recreational/Green Buffer Zone within nine metres from the existing water area in violation of Government orders. Further, while disposing of a Public Interest Litigation (of 2014) regarding the unauthorised construction in buffer zone of 'Ramamma Kunta', the High Court had ordered that NITHM should not proceed with any construction until a decision was taken by GHMC on the issue. The *post facto* approval sought for the building plans was not also forthcoming from GHMC (August 2016). The reply of NITHM did not also address how it had embarked on construction work of additional blocks without first obtaining clearances from the appropriate authorities.

Thus, lack of planning on the part of NITHM, coupled with the violation of Government orders/building Rules before embarking on the infrastructure expansion works, led to stoppage of construction works midway and consequent locking up of ₹1.13 crore, for over two years.

The matter was reported to Government in June 2016; their reply has not been received (November 2016).

¹¹³ GO. Ms. No. 363, MA&UD Department dated 21 August 2010 and GO Ms. No. 33 MA&UD (II), dated 24 January 2013

3.12 Unfruitful outlay on establishment of a Training facility

Failure to assess commercial viability of the restaurant resulted in the facilities, created at a cost of ₹1.33 crore, remaining unutilised rendering the entire expenditure unfruitful

With the objective of catering to the needs of the general public, as well as to create a training facility for the students of Hospitality, Dr. Y.S.R. National Institute of Tourism and Hospitality Management (NITHM¹¹⁴), Hyderabad had proposed (August 2013) setting up a restaurant to be managed by the students of the Institute.

The Restaurant project 'Construction of Food Kiosk in the premises of NITHM', initially estimated (August 2013) at ₹25 lakh, was executed through a contractor nominated by the Institute. Later, the original estimate was revised (October 2013) to ₹70.26 lakh including the additional works¹¹⁵ suggested by the experts in Hospitality sector and the Chairperson, NITHM, and the supplementary agreement concluded (November 2013) with the same contractor, even though it was beyond the financial powers¹¹⁶ of the Chairman. The approval of the Governing Council for the upward revision was also not taken. The construction of restaurant was completed (March 2014) at a total cost of ₹1.01 crore (including the expenditure on kitchen equipment, furniture, painting and shifting of electrical transformer).

Audit scrutiny (April 2016) of records showed that the restaurant commenced its commercial services in April 2014, but stopped functioning from October 2014 onwards on the ground that it was sustaining losses. It was observed that NITHM had embarked on setting up a restaurant without conducting any demand survey to assess the commercial viability of the Project. Although the Special Chief Secretary (Tourism) and Chairman, NITHM had decided (November 2013) to hand over the operations of the restaurant to the Divisional Manager, Andhra Pradesh Tourism Development Corporation (APTDC) on profit sharing terms, the same did not materialize. This forced NITHM, which has no expertise in such commercial activities, to shoulder the responsibility. Further, the proposal to lease out the restaurant did not also fructify, as no steps were initiated by Director, NITHM in this direction.

When the non-functioning of the restaurant was pointed out in Audit, Director, NITHM replied (April 2016) that although it was initially managed by students, running of the restaurant was found unviable due to locational disadvantages, and that efforts would be made to lease it out.

¹¹⁴ established under the provisions of Andhra Pradesh Societies Registration Act - 2001

¹¹⁵ (i) Laying of MS trusses, instead of thatched roof, originally planned (ii) raising of platform for the restaurant with granite flooring and SS railing (iii) to clear the site of sturdy rocks and leveling and providing RCC structure for further strengthening the building (iv) construction of retaining wall (v) separate toilet block for ladies/gents (vi) electricity and sanitary provisions of water supply

¹¹⁶ The Chairman is competent to award works costing up to ₹25 lakh on nomination basis. Wherever the powers are not specified up to the level of the Chairman, such matters are to be placed before the Governing Council

Audit scrutiny further showed that, an amphitheatre, envisaged as part of the curriculum of Post Graduate Diploma in Hotel Management (PGDHM) and constructed (March 2014) at a cost of ₹32.45 lakh was also not put to use for training purpose, since PGDHM course introduced in 2014 remained a non-starter due to poor response from the students. Though it was decided to lease out the facility, no income could be generated on hiring the premises since no one evinced any interest in the facility as the restaurant itself had remained non-functional, as confirmed by NITHM. For this also, no prior assessment of demand was made.

Thus, failure to assess commercial viability of the restaurant resulted in the facilities, created at a cost of ₹1.33 crore, remaining unutilised, rendering the whole expenditure unfruitful.

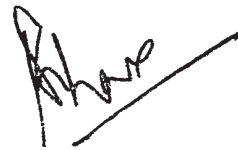
The matter was reported to Government in June 2016; their reply has not been received (November 2016).

Hyderabad
The



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The