

Chapter 2

Performance Audit

Higher Education Department

2.1 Working of Maharshi Dayanand University

Maharshi Dayanand University (MDU) was established in 1976 with the objective to promote and develop interdisciplinary higher education. A performance audit of the University brought out lack of planning, deficiencies in financial management, non-enforcement of infrastructure and academic standards in affiliated colleges, manpower and infrastructure deficiencies in the classes which impaired the ability of the University to achieve its overall objectives. Some of the significant audit findings are summarised below:

Highlights

Academic Planning Board for preparation of short term and long term development plans was not constituted.

(Paragraph 2.1.6.1)

Non-investment of surplus funds in fixed deposits resulted in loss of interest of ₹ 51.71 lakh. Temporary advances of ₹ 11.18 crore were lying unadjusted.

(Paragraph 2.1.7.1 and 2.1.7.3)

Work of computerisation was not allotted in a transparent manner. Payment of ₹ 26.31 crore was made in excess of contract agreement. Further, the work was lying incomplete.

(Paragraphs 2.1.8)

Teaching posts (Regular) between 18 and 26 per cent and teaching posts (Self Financing Schemes) between 52 and 55 per cent were lying vacant.

(Paragraph 2.1.9.4)

Out of 92 research projects, only 37 were completed. Out of incomplete projects, 21 had crossed their scheduled date of completion. Overall pass percentage of Students declined from 55 per cent in 2012-13 to 41 per cent in 2015-16.

(Paragraph 2.1.9.5)

An expenditure of ₹ 10.98 crore incurred on establishment of Choudhary Ranbir Singh Institute of Social and Economic Change was rendered unfruitful because of non-fulfilment of its objectives.

(Paragraph 2.1.10.2)

Printing press of the University suffered loss of ₹ 4.53 crore due to underutilisation of its capacity.

(Paragraph 2.1.10.3)

2.1.1 Introduction

Maharshi Dayanand University (the University) was established in 1976 by the State Government with the objective of promoting and developing interdisciplinary higher education in the State. It became an affiliating university in 1978 and its jurisdiction was extended over colleges and institutions of general education, technology, engineering and management in the ten¹ districts of the State. It is a teaching-cum-affiliating university offering undergraduate, postgraduate and doctoral programmes through its 38 teaching departments which are grouped in 11 faculties. Besides, it has 62 non-teaching departments. There are three other institutes i.e. University Institute of Engineering and Technology (UIET), Institute of Hotel and Tourism Management (IHTM) in the University campus and University Institute of Law and Management Studies (UILMS) located at Gurugram under the control of the University. It is also imparting distance education through Directorate of Distance Education (DDE) to the students with its traditional under graduate/post graduate courses as well as information technology and management courses.

2.1.2 Organisational set-up

The Principal Secretary to Government of Haryana, Higher Education is the administrative head at the Government level and responsible for implementation of Government policies and programmes. The Governor of the State is the Chancellor of the University. The Vice-Chancellor is the principal executive and academic officer who exercises control over the affairs of the University and is assisted by a Registrar, a Finance Officer, Deans and Directors of departments/institutes. The authorities of the University are the Court², the Executive Council, the Finance Committee and the Academic Council which exercise control over various functions of the University.

2.1.3 Audit objectives

The Performance Audit was conducted to ascertain whether:

- there was proper planning of the various activities of the University;
- financial management, mobilisation and utilisation of resources was efficient and effective;
- academic programmes were efficiently managed in accordance with the prescribed norms;
- infrastructure, estate management and support services were adequate and as per applicable norms; and
- effective internal control mechanism was in place.

¹ (i) Bhiwani, (ii) Faridabad, (iii) Gurgaon, (iv) Jhajjar, (v) Mewat, (vi) Mohindergarh, (vii) Palwal, (viii) Rohtak, (ix) Rewari and (x) Sonapat.

² Court is an authority comprising Chancellor, Vice Chancellor, Deans of faculties, etc. to review the broad policies and programmes of the University and to suggest measures for improvement and development.

2.1.4 Scope of audit and methodology

The audit of the University is conducted under Section 14(1) of Comptroller and Auditor General's (Duties Powers and Conditions of Service) Act, 1971. The Performance Audit covered the activities of the University for the period from 2012-13 to 2016-17.

To assess the working of the University, Audit selected 17 out of 62 non-teaching and 12 out of 38 teaching departments by adopting Simple Random Sampling Without Replacement method. Besides, two institutes viz. UIET and IHTM, the Chemistry and Environmental Science Departments were selected on risk analysis basis and Physical Education Department was selected on suggestion of the Principal Secretary, Higher Education Department during entry conference. Thus, a total of 34 (17 non-teaching and 17 teaching including UIET and IHTM) departments were selected for test-check of records.

An entry conference was held in December 2016 with the Principal Secretary, Higher Education Department wherein the audit objectives and audit criteria were discussed. The exit conference was held with Principal Secretary of the Department in June 2017. The deliberations of exit conference have been appropriately incorporated in the report.

2.1.5 Audit criteria

The sources of audit criteria were derived from the following:

- Maharshi Dayanand University Act, 1975 and Calendar and Accounts Code of the University.
- Agenda and minutes of meeting of authorities of MDU.
- Norms prescribed by the funding agencies viz., State Government/ University Grants Commission/other State/Centre Government Departments.
- Punjab Financial Rules as applicable to Haryana and Haryana Public Works Department Code.
- Guidelines of University Grants Commission and All India Council of Technical Education (AICTE).

Audit findings

2.1.6 Planning

2.1.6.1 Non-constitution of Academic Planning Board

Section 13 C of the MDU Act, read with paragraph 24 of the Statute provides that the University would constitute an Academic Planning Board consisting of Vice Chancellor (Chairman), five persons of high academic standard and three outside experts to be nominated by the Chancellor, the Dean Academic Affairs and three Deans on rotation basis from the faculty of different departments. The Board was to examine and suggest measures for raising the standards of

education and research, to prepare (short-term and long term) development plans and to monitor implementation of schemes regularly.

Audit observed that University had not constituted the Academic Planning Board during 2012-17. As a result, there was no central body to monitor the functioning of the University and the University did not prepare its short term and long term plans. Audit observed that there was no definitive plan to resolve issues like declining internal receipts, non-enforcement of education standards in affiliated colleges, failure of computerization initiatives, decreasing enrolment in courses offered by Directorate of Distance Education (DDE), vacant seats in various courses, less workload on teaching faculty, etc. The University assured during exit conference to constitute Academic Planning Board. However, the same had not yet been constituted (September 2017).

2.1.6.2 Non-preparation of plan for Sustainable Development Goals

The Sustainable Development Goals³ (SDG) officially came into force from January 2016. Accordingly, Government of Haryana, Planning Department constituted (July 2016) seven Inter Departmental Working Groups for Implementation of SDGs in Haryana. SDG-4 regarding ensuring inclusive and equitable quality education and promoting lifelong learning opportunities for all by 2030 was to be implemented by Higher Education Department.

The University was one of the important constituents of the Higher Education Department. It was not on record whether the Department had conveyed its road map to the University for achievement of SDG-4. Audit observed that neither the Department nor the University had prepared any action plan to achieve SDG 4. Issues like lack of infrastructure facilities, declining trend in performance indicators and eve teasing of girl students, as discussed in succeeding paragraphs, had direct impact on achievement of the goals. However, there was no specific plan to address these issues. The Vice-Chancellor of the University stated during the exit conference that action plan for achieving SDG would be prepared. However, action plan in this regard had not been prepared as of October 2017.

2.1.7 Financial management

The details of receipts and expenditure of the University during 2012-17 are depicted in **Table 2.1.1**.

³ The UN General assembly adopted a global development vision 'Transforming our world' and fixed Sustainable Development Goals to be achieved by 2030.

Table 2.1.1 Details of receipts and expenditure of the University

								(₹in crore)
Year	Opening Balance	Grants-in-Aid	Internal Receipts	Receipt from other Agencies ⁴	Total income	Total available funds	Total expenditure	Closing Balance of funds with University
	(1)	(2)	(3)	(4)	(5) (2+3+4)	(6) (1+5)	(7)	(8) (6-7)
2012-13	144.83	41.00	263.64	18.60	323.24	468.07	332.80	135.27
2013-14	135.27	44.00	240.91	13.65	298.56	433.83	291.21	142.62
2014-15	142.62	48.00	232.62	11.30	291.92	434.54	277.87	156.67
2015-16	156.67	55.00	197.88	10.96	263.84	420.51	258.44	162.07
2016-17 ⁵	162.07	68.36	200.99	28.37	297.72	459.79	323.12	136.67

Source: Budget Estimates of the University

As evident from the above table, there was decline in internal receipts of University over the period of performance audit from ₹263.64 crore to ₹ 200.99 crore. Audit noticed that the decrease in internal receipts was mainly due to decrease in number of students enrolling for professional courses (viz. Bachelor of Business Administration, Master of Business Administration, Master of Computer Science, etc.) and Directorate of Distance Education.

At the same time the non-plan expenditure mainly establishment expenditure increased from ₹ 186.30 crore in 2012-13 to ₹300.43 crore in 2015-16. As a result, the balances of funds available with the University decreased over the years and lead to increased dependence on Government Grants.

The University stated (September 2017) that its receipts declined mainly due to closure of Directorate of Distance Education Global Centers and transfer of B.Ed Colleges to the Choudhary Ranbir Singh University, Jind.

2.1.7.1 Imprudent financial management

The University was maintaining an account with a bank since August 2010 for accepting fees and other charges from affiliated colleges and further entered (May 2013) into an agreement with the bank to maintain a minimum balance of ₹ 10 crore for providing services relating to collection of fees and other charges to the University. Prior to this, there was no condition of maintaining minimum balance. Audit observed that instead of investing surplus funds in term / fixed deposits to earn better rate of interest, funds up to ₹ 67.04 crore were kept in this savings account during September 2010 to February 2017.

Audit noticed that account had funds of minimum ₹ two crore from November 2010 to April 2013, ₹four crore from November 2013 to August 2014, ₹ 22 crore from November 2015 to December 2015 and ₹ 2 crore from February 2016 to January 2017, after excluding minimum balance of ₹ 10 crore as per agreement which could have been easily invested in term deposits and would have earned

⁴ University Grants Commission (UGC), Council of Scientific & Industrial Research (CSIR), Indian Council of Social Science Research (ICSSR), Department of Science & Technology (DST) etc.

⁵ Figures for 2016-17 are estimated figures as accounts for the year were not finalised.

minimum additional interest of ₹ 51.71 lakh⁶ for the period of November 2010 to January 2017 for the University.

The University assured during exit conference that surplus funds would not be kept idle in future and they would explore better investment opportunities with banks.

2.1.7.2 Non-receipt of grants- in-aid from GOI

Government of India (GOI), Ministry of Tourism sanctioned (June 2011) grant of ₹ two crore to Institute of Hotel and Tourism Management (IHTM) for starting three-year Bachelor Degree Course in Hotel Management and four diploma courses each of one-year duration.

First installment of ₹ 10 lakh was received in June 2011 which was utilised for establishing Front Office Laboratory but no grant was received thereafter. Therefore, new courses could not be started during 2011-12. Audit observed that IHTM had not prepared the layout plans of building as per requirement and the same were not approved by GOI as the observations raised (May 2015) by GOI regarding layout plans were not attended to properly.

The University stated (September 2017) that the matter was being pursued with GOI to release the grants. Thus, the slackness on the part of IHTM deprived it of Central assistance of ₹ 1.90 crore and new courses of hotel management could not be started.

2.1.7.3 Non-adjustment of temporary advances

As per provisions contained in paragraph 10.13 of University Account Code Volume-IV, it was the duty of the Head of Department/Drawing and Disbursing Officer to ensure that account of temporary advances is rendered as early as possible and unspent balances, if any, are refunded immediately after finalisation of the purchases for which the temporary advances were drawn. All advances should be got adjusted within a month of their drawal.

Audit observed that the University was not following the above codal provisions. Temporary advances⁷ in 270 cases amounting to ₹ 11.18 crore for the period 2012-17 were lying unadjusted as of March 2017. Out of these advances, 58 different advances drawn by Superintendent (Travelling Allowance) amounting to ₹ 56.80 lakh were outstanding whereas as per rule not more than three temporary advances were to be sanctioned until the advances already drawn had been got adjusted.

⁶ Worked out at 9 per cent p.a. for the period November 2010 to April 2013, at 7.5 per cent p.a. for the period November 2013 to August 2014, at 6.5 per cent p.a. for the period November 2015 to December 2015 and at 7 per cent p.a. for the period February 2016 to January 2017 as applicable on term/fixed deposit minus interest earned on savings bank account at the rate of 4 per cent.

⁷ Below 1 year 138 cases: ₹ 8.85 crore; 1 to 2 years 32 cases: ₹ 1.52 crore; 2 to 5 years 100 cases: ₹ 0.81 crore.

Besides, ₹1.18 crore was recoverable/ adjustable by the Engineering Cell from 58 persons/firms/suppliers.

The non- adjustment of temporary advances could encourage continued violation of financial rules and may lead to fraud/misappropriation of funds by the departments/officials.

The Government directed the University during exit conference to adjust or recover advances in a time bound manner. The University stated (September 2017) that these cases were under process for adjustment.

2.1.7.4 Avoidable payment of Service Tax

Government of India, Ministry of Finance, Department of Revenue exempted (June 2012) payment of Service Tax on the services provided to or by an educational institution in respect of education by way of auxiliary education services. The notification was further amended in July 2014 and exemption of service tax was made applicable for services like transportation of students, faculty and staff, catering including mid-day meals scheme sponsored by the Government, security or cleaning or housekeeping services.

Scrutiny of records revealed that University paid service tax of ₹ 52.61 lakh to three agencies for hiring services such as security and housekeeping from outsourcing agencies during 2012-14 resulting in avoidable payment of service tax. The payment of service tax could have been avoided, had the notifications issued by the Government been implemented.

The University stated (September 2017) that the service providers had deposited this service tax in Government account but did not offer any reply for not availing the exemption from payment of service tax.

2.1.7.5 Non-refund of hostel security

The University collects hostel security at the rate of ₹ 500 from boy students and at the rate of ₹ 250 from the girl students at the time of admission. This security is refunded to the students on leaving the University. Scrutiny of the records, however, revealed that out of receipt of total security of ₹ 75.69 lakh during 2012-17, ₹ 21.60 lakh was refunded and ₹ 54.09 lakh⁸ was outstanding for refund as on March 2017.

The University stated (September 2017) that hostel security was being refunded to the students within one year of leaving the hostel after submission of application by them. This shows that the University has not evolved any system to refund the security of students.

⁸ 2012-13: ₹10.94 lakh; 2013-14: ₹11.35 lakh; 2014-15: ₹ 9.17 lakh; 2015-16: ₹ 9.12 lakh and 2016-17: ₹ 13.51 lakh.

2.1.8 Computerisation of University Activities

(a) Allotment of work in non-transparent manner

As per paragraph 12.18 (ii) of Calendar volume-IV of the University, the tender document should be self-contained and comprehensive. Further, paragraph 12.48 stipulates that open tenders should be invited for purchase of material and services exceeding ₹five lakh by giving wide publicity in at least two newspapers.

The University invited expression of interest on 20 February 2010 for computerization of various activities of administration, financial, academic, affiliation of colleges, research, etc. to be submitted by 2 March 2010 and to be opened on the same day. It was noticed that only ten days were given for submission of tender instead of 15 days as prescribed in the University Rules (paragraph 12.18 (i) of Calendar Volume-IV). Thus, by curtailing the time for submission of tenders, competition was adversely affected. Besides, the advertisement of tender was published only in one newspaper against the requirement of at least two newspapers.

The University received bids from seven firms⁹. The Vice Chancellor appointed a Committee to oversee the computerisation work. As per conditions laid down in tender document, separate financial and technical bids were required to be submitted. However, the tender documents did not specify the parameters to be considered for technical qualification and price quotation. The University called for documents such as annual turnover, Capability Maturity Model Integration (CMMI) certificate, support system at local/national level, sales tax number, prior experience, etc. on the day of opening of tender, i.e. 12 March 2010 to assess the technical qualification of the bidders. Of the seven firms, three firms¹⁰ were rejected (April 2010) by the Committee¹¹ on technical grounds such as lack of experience, financial viability, inadequate manpower support, lack of professional understanding, etc. though specific criteria had never been laid down beforehand.

Of the remaining four firms (April 2010), called for detailed presentation of their proposals, one was rejected as it did not have any experience in the area of automation of University functions although the issue of experience had already been decided in April 2010.

The financial bids of the remaining three firms¹² were opened in June 2010. The bid of M/s Expedien e-Solutions was rejected citing that the cost of each item and

⁹ (i) M/s HCL Infosystems, (ii) M/s Expedien e-Solutions, (iii) M/s NYSA Communications, (iv) M/s Imagination Learning Systems, (v) M/s FCS Software Solutions, (vi) M/s Interlace India and (vii) M/s Safedoot e-Solutions.

¹⁰ (i) M/s Imagination Learning Systems, (ii) M/s Interlace India and (iii) M/s Safedoot e-Solutions.

¹¹ (i) Consisting of Dean Academic Affairs, (ii) Dean, Faculty of Physical Sciences, (iii) Director UIET, (iv) University Librarian, (v) Registrar, (vi) Prof. & Head Computer Science and (vii) Deputy Registrar (General).

¹² (i) M/s HCL Infosystems, (ii) M/s Expedien e-Solutions and (iii) M/s NYSA Communications.

the total cost of project was not workable and firm had inadequate experience.

Out of remaining two firms, M/s HCL Infosystems quoted ₹ 3.01 crore for the project, ₹ 0.38 crore per annum for operation and maintenance of call centre and front desk, data centre and applications, ₹ 7,500 per person for Data Entry Operator and ₹ 0.65 per page for Data Digitization. M/s NYSA Communications quoted ₹ 199 per student per examination and the estimated cost worked out to ₹ six crore¹³. Despite M/s HCL Infosystems being the lowest bidder as per committee report, its tender was rejected on ground that it did not have experience in taking up jobs of similar nature. Thus, despite the fact that the bid document had not specified any method for submission of estimated cost and all three firms had submitted financial bids on different parameters, which were not comparable with each other, the financial bids of M/s Expedien e-Solutions and M/s HCL Infosystems were rejected arbitrarily. Finally, only M/s NYSA Communications was considered eligible and order was placed in October 2010. The work was to be completed within 12 months from the date of award of contract. Audit further observed that in comparison to other firms, the turnover and experience of the M/s NYSA Communications was least as it was incorporated as a company in 2008-09 only i.e. one financial year prior to this tender. Its ongoing work in Directorate of Distance Education (DDE) was considered as satisfactory though the work was started only in July 2009 with completion period up to July 2012. This firm also did not hold CMMI (Capability Maturity Model Integration) certificate. On the other hand, M/s HCL Infosystems had experience of 24 years and also had CMMI certificate. It was also observed that Vice Chancellor had also chaired the Committee on certain occasions (23 June 2010, 14, 16 and 28 July 2010 and 20 and 25 August 2010) and had an influence over the functioning of the Committee. Thus, the tender evaluation and award process suffered from infirmities and was opaque.

(b) Excess payment

As per bid document, M/s NYSA Communications was to complete all computerization work within 12 months from the date of award of contract (October 2010) and maintain Data Centre for three years without any additional cost.

Based on M/s NYSA Communications cost offer of ₹ 199 per student per examination, the cost of the project had been worked out by evaluation committee on basis of number of students for one year i. e. at ₹ six crore approximately for three lakh students. However, in MOU signed between University and M/s NYSA Communications in October 2010, the period for completion of work was increased to 16 months. Audit further observed that the University released full payment (₹ 199 per student per examination) on the basis of number of students for three years. The University, as a result, made the payment of ₹ 32.31 crore instead of ₹ six crore. Thus, the university made an excess payment of ₹ 26.31¹⁴

¹³ However, it works out to ₹ 5.97 crore for three lakh students at the rate of ₹ 199 per student.

¹⁴ Total payment made ₹ 32.31 crore - ₹ six crore payment to be made as per agreement.

crore. Negligence in not ensuring that the MoU was as per the conditions specified in the bid documents led to a huge loss for which responsibility needs to be fixed.

Further, it was noticed that the activities of the College Development Council, Research, Student Welfare, Hostel Management (except room allotment), Sports matters, Stores Management, Engineering Cell, Estate Office, etc. were not computerised though required as per scope of work. Activities of only financial management and academic management were computerized. The contract was closed (14 October 2013) without executing these works.

The University stated (October 2017) that the issue was under investigation at State Government level.

(c) Non-completion of balance computerisation work

The University allotted (August 2014) the left out work to another firm after inviting tenders at a cost of ₹ 4.78 crore including taxes. As per MoU, the service provider was to implement modules relating to Student Lifecycle Management, Human Resource (OM, PA and Payroll) and Finance Module within nine months failing which penalty at the rate of two *per cent* of the contract value for each month subject to a maximum of 25 *per cent* of the contract cost was leviable. The service provider failed to implement required modules within stipulated period and work is still incomplete though a payment of ₹ 1.40 crore including taxes had already been released upto April 2017. However, no penalty was levied for delay in execution of works though the penalty of ₹ 1.20 crore (25 *per cent* of ₹ 4.78 crore) was leviable as per terms and conditions of the contract.

The University stated (September 2017) that the firm had been asked to deploy its project team to complete the work.

2.1.9 Academic activities

The main objective of the University is encouragement of interdisciplinary higher education and research with special emphasis on studies of life sciences and environmental and ecological sciences. Audit observed the following shortcomings:

Quality and Administrative issues

2.1.9.1 Non-enforcement of standards for quality education in affiliated colleges

The University's conditions of affiliation to colleges are contained in Statute 38 of the University Act. There were 249 Colleges/Institutions affiliated to the University as on March 2017. An inspection is required to be conducted through a Committee constituted by the Vice Chancellor before granting affiliation, to check the availability of infrastructural facilities, faculty and other supporting systems. On the basis of the report of the Committee, the Academic Council/

Executive Council grants affiliation. The affiliation granted to a college or an institution is required to be renewed on a year to year basis. The University had devised an inspection proforma containing details of available human resources and infrastructure. The proforma was revised in December 2014 and the colleges were to be given marks based on (a) teaching and non-teaching staff; (b) infrastructure and amenities (c) academic requirements. Colleges getting 71 *per cent* and above marks, 51-70 *per cent* marks and below 50 *per cent* marks in each category were to be graded as 'A'; 'B' and 'C' respectively. Colleges with 'B' grade were to be given conditional affiliation with the stipulation that deficiencies pointed out would be removed within a year before the next academic session, whereas notices for disaffiliation process are to be served to Colleges/Institutes falling under 'C' category.

Scrutiny of inspection reports of 40 out of 249 affiliated Colleges showed the following deficiencies/shortcomings:

(i) *Non-categorisation of the colleges*

A total of 114 inspections were conducted in respect of the selected 40 Colleges/Institutes¹⁵ during 2011-17. The proforma devised for inspection was not completely filled up in any of these inspection reports. Categorization of the Colleges/Institutes as 'A', 'B' and 'C' was not done though 22 inspections¹⁶ were conducted since December 2014 when categorization was introduced. In the absence of complete information in inspection proforma and categorization of colleges on the basis of marks, it could not be ascertained whether the colleges/Institutions were eligible for affiliation. However, provisional affiliation was granted to the Institutions/Colleges.

The University stated (October 2017) that prescribed proforma was filled for inspections carried out after December 2014 and a web portal is also developed in 2016 containing all information regarding land, infrastructure, faculty, staff, library, etc. The reply of the University regarding categorization of Colleges/Institutions after December 2014 was not correct as irregularities pointed out were in respect of inspections carried out after December 2014.

(ii) *Continuation of provisional affiliation of the colleges/institutions despite non-removal of deficiencies*

As per Statute, in case of deficiencies, the Academic Council/Executive Council was to specify the points on which it considers the college deficient and fix time frame, within which the college was required to comply with. Inspection teams had reported deficiencies as per details given below:

- ***Non constitution and non-approval of Governing body:*** Each college was to have a managing committee known as governing body consisting at least 11

¹⁵ Test checked colleges of colleges/Institutes: Engineering- 16, Degree-9, Architecture-3, Management-9, Law-2 and Hotel Management-1.

¹⁶ Detail of inspections in different type of colleges/Institutes: Engineering- 2, Degree-11, Architecture-2, Management-3, Law-3 and Hotel Management-1.

members and the same was to be got approved from the University. Audit observed that governing body was not constituted by 14 colleges. Six colleges had constituted the governing body but the same was not got approved from the University.

- ***Non appointment of teaching and non- teaching staff as per norms:*** The selection of teachers in affiliated colleges/institutions was to be done by the Selection Committee which should have at least three outside experts and appointment letter was not to be issued till the approval of the proceedings of the selection committee by the University.

Inspection Committees had noticed that in 33 out of 40 colleges, either teaching staff was not selected through duly constituted committees or the proceedings of the selection committee were not got approved from the University.

- ***Shortage of staff and infrastructural facilities:*** In 27 colleges, Inspection Committees had reported shortage of teaching staff or teaching staff with inadequate qualifications as also shortage of equipment in labs in 16 colleges.

These colleges were granted affiliation year after year although the shortcomings reported during inspection of these colleges persisted. Thus, the University did not exercise proper control on the functioning of affiliated colleges.

The University stated (October 2017) that it takes action against defaulting colleges/institutes like imposing penalty, reduction in intake capacity of students and puts them in 'no admission' category. The reply has been given in general terms and reply to specific cases has not been furnished.

(iii) Continuation of colleges without affiliation

Audit observed that Inspection Committees were not constituted for granting extension of provisional affiliation for the session 2015-16 and 2016-17 to any of the professional (Engineering/Law/Management/Architecture) colleges. These colleges were functioning without getting affiliation for the above two sessions. Despite non-affiliation, the University conducted examination for the courses in these colleges and had also declared the results. The University also kept on displaying these colleges among affiliated colleges on its website.

The University agreed (October 2017) that due to non-rectification of deficiencies by most of the colleges, the Inspection Committees were not constituted for granting affiliation for the session 2015-16 and 2016-17 and added that the Apex Body i.e. All India Council of Technical Education/ Bar Council of India/Council of Architecture (AICTE/BCI/COA) has been granting approval for running the said courses. The reply was not acceptable as University was responsible for giving affiliation and approval by AICTE/BCI/COA is only one of the criteria, for continuing affiliation and the University had not put these colleges under 'no admission' category.

(iv) Non-submission of returns

As per clause 15(b) of Statute 38, the recognized colleges were to submit a report by 31 August of every year indicating the change in the management and teaching staff and qualification of new staff among other details to the Registrar. Audit noticed that none of the colleges had submitted the report. However, no action was initiated against the defaulting colleges (August 2017).

Thus, University failed to implement an objective system of assessment of educational standards in the Colleges/Institutes. Despite Inspection Committees persistently pointing out deficiencies, the University failed to fix time frame to set right the deficiencies or initiate disaffiliation of these colleges. Instead, provisional affiliations were continued to be granted year after year despite deficient human resource and infrastructure depriving the students of quality education.

The Dean, College Development Council stated (September 2017) that almost 90 colleges have uploaded complete information and assured that the information in respect of remaining colleges would be completed in time-bound manner before start of next academic session. As regards submission of returns, it was stated (October 2017) that instructions had already been issued to all the colleges to submit annual returns.

2.1.9.2 Teacher-student-ratio

University Grant Commission (UGC) recommended teacher-student-ratio of 1:10 for Science and 1:15 in Humanities/ Social Sector for post graduate teaching courses.

Audit observed that during the years 2012-17, out of 15 test checked teaching departments, faculty were more than the norms in three¹⁷ social departments and two science departments (Microbiology and Centre for Medical Biotechnology). The teaching faculty were less than norms in 10 social departments (details are given in *Appendix 2.1*).

The Principal Secretary agreed during exit conference that necessary steps would need to be taken to improve the teacher-student ratio.

2.1.9.3 Teachers' work load less than norms

As per UGC norms, workload of the teachers in full employment should not be less than 40 hours a week for 30 working weeks in an academic year.

Audit observed that out of 15 test checked teaching departments, only four departments (Mathematics, Pharmaceutical Sciences, Chemistry and Psychology) had teachers' workload as per UGC norms. Teachers' workload remained short by 40 to 65 *per cent* during 2012-17 in nine teaching departments as depicted in **Table 2.1.2**.

¹⁷ (i) Defence and Strategic Studies, (ii) Psychology and (iii) Environment Sciences.

Table 2.1.2: Teachers' workload in teaching departments

Name of Department	Average number of teachers	Total working hours as per norms	Actual workload (in hours)	Shortfall (in Hours)	Percentage of Shortfall workload
Defence & Strategic Studies	3.0	18,000	6,300	11,700	65
Geography	9.4	56,400	20,970	35,430	63
Sociology	6.4	38,400	15,360	23,040	60
Economic	7.6	45,600	22,460	22,140	48
Political Science	2.0	12,000	6,300	5,700	48
Environment Sciences	7.0	42,000	17,580	24,420	58
Bio-Chemistry	5.0	30,000	11,580	18,420	61
CMBT	3.6	21,600	9,660	11,940	55
Microbiology	8.0	48,000	28,800	19,200	40

Source: Information supplied by teaching departments

Two departments (Public Administration and Physical Education) did not supply the information. The University had not established any system to ensure adequate work load for teachers.

2.1.9.4 Vacancies in teaching/non-teaching cadres

For the purpose of maintaining academic standards in educational institutions, the availability of qualified and experienced faculty is a pre-requisite. Posts of non-teaching staff should also be filled up for the smooth working of administrative work of the University. Audit observed that various posts of teaching (Regular and Self Financing Scheme) and non-teaching such as Clerks, Assistants, Superintendents, Assistant Registrars, Deputy Registrars and Registrar were not filled by the University during the period 2012-17 as detailed in **Table 2.1.3:**

Table 2.1.3: Details of sanctioned, filled up and vacant post

Name of the Post	2012-13			2013-14			2014-15			2015-16			2016-17			Percentage of vacancy
	S	F	V	S	F	V	S	F	V	S	F	V	S	F	V	
Teaching posts (Regular)	385	316	69	386	312	74	385	303	82	386	294	92	386	285	101	18 to 26
Teaching posts (SFS)	200	89	111	200	95	105	200	96	104	200	96	104	200	95	105	52 to 55
Non-Teaching Staff	1,168	907	261	1,171	931	240	1,154	939	215	1,144	912	232	1,144	871	273	19 to 24

Source: Information supplied by the University

S: Sanctioned Posts F: Men in Position V: Vacancy

Non-filling up of the vacancies adversely impacts the quality of education. Shortage of non-teaching cadres also adversely affects the administrative functions of the University.

The University stated (February 2017) that Government had allowed to fill up only teaching posts and permission to fill up non-teaching posts was not granted. Thus, the shortages would impact the quality of education.

Academic performance and implementation of scheme

2.1.9.5 Deterioration in Academic performance

The performance of a university can be judged from research output, enrolment of students, drop out and pass out percentage, placements, etc. Audit observed the following:

Research projects: The University received grants from University Grants Commission (UGC), Council of Scientific and Industrial Research, Indian Council of Social Science Research, Department of Science and Technology under Ministry of Science and Technology for research programmes/projects. Overall 92 research projects at an estimated cost of ₹ 8.58 crore were assigned to the University during 2012-17. As of March 2017, 37 projects involving expenditure of ₹ 4.86 crore, were completed. Out of 55 incomplete projects, 21 had crossed their scheduled date of completion. Out of 21 cases, in 13 cases UGC granted extension while in remaining eight cases, time extension was not granted.

In one instance, a research project on “Haryana Economy and issues of Governance and Corruption” assigned by UGC in March 2009, to be completed in five years, could not be completed (August 2017) despite spending ₹ 27.45 lakh rendering entire expenditure unfruitful. The expert committee of UGC discontinued (August 2014) the project.

Declining pass out percentage of students in university campus: The percentage of passed out students vis-a-vis students who appeared in examination for test checked departments during 2012-16 is depicted in **Table 2.1.4** below:

Table 2.1.4: Details of students appeared, dropped out and passed in test checked departments

Year	No. of students admitted	Students appeared	Students Dropped out	Students passed	Percentage of pass out to total admitted	Percentage of pass out of total appeared	Percentage of dropped out to total admitted
2012-13	1,542	1,300	242	1,039	67	80	16
2013-14	1,601	1,356	245	1,091	68	80	15
2014-15	1,671	1,440	231	1,120	67	78	14
2015-16	1,657	1,377	280	845	51	61	17

Source: Information compiled from the data furnished by Departments

It was observed that there was significant fall in pass percentage during the year 2015-16 and dropout students remained between 14 and 17 per cent during the period of audit.

- **Downward trend in overall pass percentage:** Overall pass out percentage of the University including students from affiliated colleges is depicted in **Table 2.1.5** below:

Table 2.1.5: Details of students appeared and passed in examinations

Year	Students appeared	Students passed	Percentage
2012-13	6,41,328	3,55,787	55
2013-14	6,43,790	3,32,029	52
2014-15	6,48,396	2,89,330	45
2015-16	6,30,294	2,59,363	41

Source: Information supplied by the University

It is observed that pass out percentage had fallen from 55 to 41 in last five years. The University did not ascertain the reasons for the poor results for initiating remedial action.

- **Vacant seats in regular courses:** From the information supplied by the test-checked teaching departments, audit observed that a large number of available seats remained vacant in 21 courses of seven departments during 2012-17

(**Appendix 2.2**). It was observed that 65 *per cent* in M.Sc. Geo-informatics (4th Semester) in Geography and 48 *per cent* in Defence M. Phil., 53 *per cent* in Pre-Phd Defence, 40 *per cent* each in M. Phil/Pre-Phd in Public Administration, M.A. and M.Tech 1st in Geography were vacant. The University needs to re-assess the requirement of the concerned courses and to re-fix the intake capacity accordingly.

- **Decreasing trend of enrolment of students in Directorate of Distance Education:** Courses offered by the University through DDE and number of students enrolled is depicted in **Table 2.1.6** below:

Table 2.1.6: Details of trend of enrolment of students in distance education

Year	In courses BA, MA, M Com etc.	In courses BBA, MBA, MCA etc.	Total No. of students enrolled	Per cent of decrease compared to 2012-13
2012-13	65,783	44,416	1,10,199	-
2013-14	59,414	21,554	80,968	27
2014-15	61,560	3,384	64,944	41
2015-16	67,503	144	67,647	39
2016-17	71,344	0	71,344	35

Source: Information supplied by the Department concerned

It is observed that enrolment of students was only in traditional BA, MA, M Com etc. courses. In other courses such as MBA, MCA, etc. the enrolment had declined to zero in 2016-17.

In the meeting (February 2012) of a Committee constituted by the Vice Chancellor, it was also resolved that DDE would make a survey and find out new programmes which might be useful for rural development, women and child welfare for the society. The University did not conduct the survey as of April 2017.

The University replied (September 2017) that some new courses are in the process of commencement in the near future.

- **Career counselling and placement cell:** The University had established a career counselling and placement cell in March 2011 for the students. At IHTM and UIET the placement position is depicted in **Table 2.1.7** below:

Table 2.1.7: Details showing number of students got placements

Department	2012-13		2013-14		2014-15		2015-16	
	AS ¹⁸	SS ¹⁹	AS	SS	AS	SS	AS	SS
IHTM	230	30(13)	216	62 (29)	181	156(86)	Not Available	104
UIET	439	78(18)	431	48(11)	579	76 (13)	479	61(13)

Source: Records maintained by the University

It is observed that the actual placement remained in the range of 13 to 86 *per cent* in respect of IHTM and 11 to 18 *per cent* in respect of UIET. Audit observed that in the meeting of Departmental Coordinators held in September 2013, it was resolved to start an interactive web portal/ page of the Career Counselling and Placement Cell but same had not been started (September 2017).

¹⁸ AS-Actual strength.

¹⁹ SS-Student Selected and percentage shown in brackets.

Thus, academic performance indicators such as research output, drop out and pass out rate, enrolment of students, placements, etc. showed declining trends during the performance audit period. The University had not analysed the reasons for declining trend in performance indicators, thereby, the main objective of the University i.e. to promote and develop interdisciplinary higher education could not be fully achieved.

2.1.9.6 Technical Education Quality Improvement Programme

Technical Education Quality Improvement Programme-II is a centrally sponsored scheme (CSS) on sharing pattern of 75:25 between the Centre and the States for the State funded/aided Institutions. The project was for four years commencing from 2010-11 and funds of ₹ 10 crore were sanctioned to UIET. However, out of ₹ 10 crore, the UIET received ₹ seven crore during 2012-17 and balance funds of ₹ three crore had not yet been received from Government (April 2017). Audit observed that certain components were not properly implemented and allocated funds remained unspent as detailed in **Table 2.1.8**.

Table 2.1.8: Details showing the funds remained unspent

(₹ in lakh)

Sr. No.	Name of component	Funds allocated	Funds utilised	Funds unspent	Percentage
1	Faculty and Staff Development	100	31.84	68.16	68
2	Institutional Management Capacity Building	30	1.22	28.78	96
3	Academic Support to Weak Students	40	1.45	38.55	96
4	Implementation of Institutional Reforms	20	1.17	18.83	94
5	Incremental Operating Cost	100	16.30	83.70	84
6	Refurbishment of Infrastructure	50	0	50.00	100
Total		340	51.98	288.02	85

Source: Information compiled from data supplied by the University

As per rules, Board of Governors was empowered to appoint faculty and staff with the required qualifications and experience on contract basis for 11 months or longer terms till regular appointments were made. However, guest teachers were being appointed by the Director, UIET instead of Board of Governors, which was irregular. The Principal Secretary stated during the exit conference that the procedure prescribed would be followed.

As per guidelines, the Institute should explore and generate revenue through activities such as consultancy projects sponsored by private or public sector, sponsored research projects, offering specially tailored continuing education programmes, interest generated from any investment, testing and certification, patents and copyrights, uses of high tech equipment by industries and others, etc. but no such revenue generating activities were undertaken (May 2017).

2.1.10 Infrastructure

2.1.10.1 Shortage of Infrastructure

Audit scrutiny of 15 test checked teaching departments²⁰ revealed shortage of infrastructure like class rooms, laboratories, research rooms and computer laboratory as depicted in **Table 2.1.9** below:

Table 2.1.9: Details of deficient infrastructure in test checked Departments

Facility	Classroom	Laboratories	Research Room	Computer Lab
Required	83	62	71	19
Available	61	56	54	12
Shortage	22	6	17	7
Percentage of shortfall	27	10	24	37

Source: Information supplied by the Departments concerned

As evident from the above table, the shortfall in class rooms, laboratories, research rooms and computer laboratory was 27, 10, 24 and 37 *per cent* respectively. Audit observed that no plan was made to provide adequate infrastructure in a time bound manner despite availability of funds with the University.

2.1.10.2 Non-functioning of Choudhary Ranbir Singh Institute of Social and Economic Change and idling of infrastructure

The University established Choudhary Ranbir Singh Institute of Social and Economic Change (March 2012) in a newly constructed building at a cost of ₹10.30 crore. The aims and objectives of the Institute were to undertake various research proposals funded by State Government, to cater to the training needs of Government officials working at different levels in the Panchayati Raj Institutions and other Government departments directly dealing with the implementation of various schemes meant for the general public and to impart training to politicians. The governing body decided (March 2015) to start short term training and certificate programmes on various themes²¹.

Audit observed that the Institute had been working with one Director with two support staff since 2012-13. The Institute had neither imparted any training nor any research projects were received from any department for implementation. The Institute incurred an administrative expenditure of ₹ 68.09 lakh during 2012-16.

²⁰ (i) Defense & Strategic Studies, (ii) Chemistry, (iii) Public Administration, (iv) Political Science, (v) Psychology, (vi) Mathematics, (vii) Medical Biotechnology, (viii) Microbiology, (ix) Biochemistry, (x) Pharmaceutical Sciences, (xi) Environmental Sciences, (xii) Economics, (xiii) Sociology, (xiv) Physical Education and (xv) Geography.

²¹ Health and Environment, Empowering Women through self Help Groups, Anti Human Trafficking, Entrepreneurship and Skill Development, Rural Development, Human Rights, Rural Health Care Training, NGO Management, Business Skills and Competency in Power Distribution.

Thus, the expenditure of ₹ 10.98 crore incurred on construction of building during 2012-16 did not yield any results.

The Director stated (April 2017) that due to non-availability of regular faculty, MA course on Population Studies was transferred to Geography Department and research project proposals would be submitted to various Government and Non-Government funding agencies after filling up the posts of faculty. The Principal Secretary stated that steps need to be taken to make the Institute functional to meet its objectives.

2.1.10.3 Losses incurred in working of Printing Press

As per paragraph 26.5 of University Calendar Vol. IV, University Press is responsible for printing and binding of the printed material of all the offices of the University. The University Press suffered a loss of ₹ 4.53 crore during 2012-16 as detailed in Table 2.1.10 below:

Table 2.1.10: Details of income and expenditure of University Press

(₹ in crore)			
Year	Income	Expenditure	Loss
2012-13	1.23	2.46	1.23
2013-14	1.84	2.66	0.82
2014-15	1.49	3.70	2.21
2015-16	2.86	3.13	0.27
Total	7.42	11.95	4.53

Source: Data compiled from the records of the University

It was further noticed that DDE got printed its study material for a cost of ₹ 19.13 crore from a private firm during 2012-2015. The DDE got its study material worth ₹ 2.21 crore printed at University Press in 2015-16. This helped bring down the loss of the press to ₹ 0.27 crore during 2015-16 from ₹ 2.21 crore in 2014-15 which shows that losses in the press were mainly due to under utilisation of capacity. Thus, getting the printing material done from private firm by DDE resulted in under utilisation of press and huge losses.

The University stated (September 2017) that the University Press had shown its inability to print the study material of DDE. However, Audit did not observe anything on record of the University that the Press has refused to carry out the work of DDE.

2.1.10.4 Printing of study material in excess of requirement

Paragraph 12.7 (i) of University Calendar IV stipulates that over-stocking and associated loss must be avoided.

Audit observed that the DDE got the books printed from a private firm without assessing the proper requirement. The firm supplied 2.85 lakh books of different streams to the University worth ₹ 3.27 crore during April 2013 to February 2014 but 43,000 books valuing ₹ 0.64 crore from all streams were still lying in the stock even after lapse of four annual sessions (August 2017). In case of environment studies, out

of 18,000 books supplied during July 2013, 17,000 books worth ₹0.26 crore were lying surplus (August 2017). In addition to above, DDE got printed books from University Press out of which 2,47,730 books were lying surplus in the store (May 2017). Out of these, 2,13,963 books were those which had more than 1,000 copies of the same subject. Thus, the DDE printed books in excess, without assessing the requirement.

2.1.10.5 Non-utilization of working women hostel

Under the centrally assisted scheme of “assistance to voluntary organizations in the field of construction/expansion of hostel building for working women with day care center for children”, MDU had constructed (June 2007) a Hostel of 1,322 square metre with cost of ₹ 1.49 crore to accommodate 60 working women. Audit noticed that average occupancy of hostel was only 5.4²² persons and ranged between zero and eleven during 2012-17. Thus, the hostel remained unutilized/nominally utilized for the last five years resulting in unfruitful expenditure of ₹1.49 crore.

2.1.10.6 Evaluation of facilities and activities of the University

In order to monitor the satisfaction level among students in respect of various facilities/activities carried out by the University, a system of periodical feedback should have been evolved. However, no mechanism was evolved to take feedback from students. During performance audit, feedback from 183 students, (132 girls and 51 boys) was taken through questionnaire method with the help of University’s staff to assess the level of satisfaction of students. The students were asked to rate the availability of various facilities as poor, average, good and excellent. Details of rating given by the students are given in **Table 2.1.11**:

Table 2.1.11: Details of percentage of students who rated the facilities

Activities	Number and percentage of students who rated the facilities									
	Poor		Average		Good		Excellent		No comments	
	No.	Percentage	No.	Percentage	No.	Percentage	No.	Percentage	No.	Percentage
Faculty	29	16	58	32	72	39	24	13	0	0
Syllabus	12	7	65	36	78	43	26	14	2	0
Course content	15	8	58	32	85	46	25	14	0	0
Behaviour of Admin. Staff	25	14	54	29	75	41	29	16	0	0
Computer Facilities	50	27	46	25	54	30	32	17	1	1
Laboratory	29	16	68	37	54	30	29	16	3	1
Environment in campus	16	9	41	22	82	45	44	24	0	0
Grievance redressal system/ complaint system	48	26	55	30	59	32	20	11	1	1
Relationship with faculty/ teaching staff	15	8	56	30	78	43	34	19	0	0
Industry connection/ Job Placement	75	41	55	30	37	20	15	8	1	1
Security	20	11	57	31	68	37	37	20	1	1
Quality of Wi-Fi / Internet	18	10	49	27	61	33	54	30	1	0

Source: Compiled from the feedback of the students

Analysis of the data revealed as under:

²²

11 in 2012-13, Nil in 2013-14 & 2014-15, 9 in 2015-16 and 7 in 2016-17.

- Overall 52 *per cent* students were satisfied with the faculty while remaining 48 *per cent* expressed dissatisfaction.
- Overall 57 *per cent* students were satisfied with syllabus coverage; while 43 *per cent* were not satisfied. However, 60 *per cent* students were satisfied with course content.
- 57 *per cent* students found the behavior of Administrative Staff cooperative while 43 *per cent* were not satisfied.
- Only 46 *per cent* students were satisfied with laboratory facilities while remaining 54 *per cent* found these inadequate.
- 56 *per cent* students found grievance redressal system as defective/ weak.
- 71 *per cent* students were not satisfied with the working of Placement Cell in connection with Job/campus placement/ Industry connection.
- However, 69 *per cent* students were satisfied with overall environment in the Campus.

The University stated (October 2017) that efforts are being made to improve overall performance/ satisfaction level on different parameters.

Feedback through questionnaire was also obtained from girl students to ascertain the steps taken by University to handle/curtail eve teasing cases. As per feedback given by girl students, 46 *per cent* of them had faced the problem of eve teasing in the University but only 12 *per cent* had lodged complaints. It was also noticed that 54 *per cent* of girl students were unaware about existence of anti-sexual harassment cell in the University. More than 50 *per cent* girls expressed concern about safety in the University Campus.

The University stated (September 2017) that a committee had been constituted for redressal of complaints. Further, workshop on "Women Safety and Self-Defense Techniques" in collaboration with Women Police Station, Rohtak was being organised and Chairperson of the committee also interacts with newly admitted students to generate awareness about gender sensitization, women safety, etc.

2.1.11 Internal control mechanism

Internal control and monitoring provides reasonable assurance to the management about the compliance of applicable rules and regulations. There were cases of inadequate control such as non-submission of progress reports of civil works, non-maintenance of asset registers and non-conduct of physical verification and pending audit observations as discussed below.

As per provisions contained in paragraph 18.9.1, the Divisional officer is required to submit progress report of works to Superintending Engineer/Chief Engineer. Scrutiny of the records showed that monthly/quarterly physical and financial progress reports of works were not being submitted to the Technical Advisor/VC by the Engineering Cell. Scrutiny of the records of 30 works revealed that execution of 10 works was behind schedule by two to eight months. Progress of works was not being monitored by the higher authorities. The Principal Secretary

directed the Executive Engineer to follow the procedure of PWD and upload monthly information on the website.

The Fixed Assets Register containing detailed record (purchase/construction, location, addition, disposal, depreciation, etc.) of moveable/immoveable property/assets was not prepared although there were fixed assets worth ₹ 527.67 crore as per Annual accounts 2014-15. Further, as per rules²³, physical verification of store articles of all departments/offices of the University was required to be conducted by the Estate Officer each year. Audit, however, observed that physical verification of assets was not conducted during 2012-17. As a result, the authentication/existence of assets could not be verified.

The pendency in settlement of audit paragraphs/ requisitions/observations of Local Audit Department is depicted in **Table 2.1.12** below:

Table 2.1.12:Details of pending audit observations of Local Audit Department

Years	Opening Balance		Additions		Settled		Outstanding	
	Audit Para	Requisition	Audit Para	Requisition	Audit Para	Requisition	Audit Para	Requisition
2012-13	88	782	15	14	32	86	71	710
2013-14	71	714	15	12	9	97	77	629
2014-15	77	629	10	16	3	51	84	594
2015-16	84	594	17	18	2	25	99	587
2016-17	89	587	-	22	1	26	88	583

Source: Data supplied by the University

It is observed that there is huge pendency of audit paras and requisitions. The outstanding paragraphs included cases of embezzlement/ misappropriation of funds and stores, shortages of stores/stock, non/short recoveries, loss of revenue, excess/irregular/ avoidable payments, etc. Twenty of these audit para /requisitions were pending since 1978-79. Non-compliance of audit observations defeats the very purpose of conducting Audit and of improving systems.

2.1.12 Conclusion

The internal receipts of the University were declining and revenue expenditure was increasing. Issues indicating allotment of work of computerization in a non-transparent manner, avoidable payment of Service Tax and non-adjustment of long pending temporary advances showed weak financial management in the University. Colleges were granted affiliation without enforcing the prescribed standards impacting the quality of education. Imbalance in teachers' workload indicated poor utilization of manpower. Pass out percentage of students was declining. Placement of students in IHTM and UIET was also poor. There were huge vacancies in courses leading to non-utilisation of created capacity. There was under utilisation of University infrastructure especially of Choudhary Ranbir Singh Institute of Social and Economic Change and of printing press. Non-maintenance of assets register, non-conducting of physical verification, non-submission of physical and financial progress reports of civil works and long pending audit paragraphs of local audit report showed lack of internal control.

²³ Rule 28.11 of University Account Code Calendar (Vol. IV).

2.1.13 Recommendations

The Government may consider the following:

- Planning should be more focused to address issues of declining internal receipts, decreasing enrolment in courses offered by Directorate of Distance Education, vacant seats in various courses, etc.;
- Financial management should be strengthened especially with reference to investing surplus funds properly, timely adjustment of temporary advances, etc.;
- High value contracts should be executed in a transparent manner following all financial rules and works should be completed in a time bound manner including the ongoing work of computerisation of the University activities;
- Adherence of prescribed standards for granting affiliation to colleges should be enforced;
- Posts in various teaching Departments should be rationalised and mechanism should be put in place to ensure that the teachers have adequate workload;
- Improvement in utilisation of existing infrastructure including Choudhary Ranbir Singh Institute of Social and Economic Change and Working Women Hostel should be ensured; and
- Internal control mechanisms and compliance to observations of Local Audit Department should be enforced.

The audit findings were referred to the Government in August 2017 and further reminder was issued in November 2017 but their reply was still awaited.

Jail Department

2.2 Management of Jails in Haryana

The management and administration of jails is governed by the Prisons Act, 1894, Prisoners Act, 1900 and the Punjab Jail Manual (PJM), 1894 as applicable to Haryana. The main purpose of establishing jails is to confine offenders and also to undertake social reclamation programmes for their rehabilitation and reintegration into society on their release from jails. A performance audit of management of jails in Haryana brought out deficiencies in planning, financial management, providing safety, security, facilities and privileges to prisoners and their rehabilitation which undermined the objectives of the Department. Some of the significant audit findings are summarised below:

Highlights

Perspective plan for identifying the thrust areas requiring attention was not prepared. New jail manual on the lines of modern prison manual of Government of India was not prepared.

(Paragraph 2.2. 6.1)

As against the availability of funds of ₹ 97.77 crore with Haryana State Police Housing Corporation Limited (HSPHCL), only ₹ 68.69 crore was spent (70.25 per cent).

(Paragraph 2.2.7.2)

There was shortage of arms and ammunition and security equipment, and existence of high rise buildings and common roads adjoining jails which were security threats to jails.

(Paragraphs 2.2.8.1, 2.2.8.2 and 2.2. 8.6)

Capacity utilization of jails was imbalanced as inmates of three overcrowded jails were not shifted to other jails where space was available. Besides, two female hostels and a school building in District Jail Faridabad were lying unutilised for last seven years.

(Paragraphs 2.2.9.1(i) and (ii))

In District Jail, Narnaul, prisoners suffering from tuberculosis (TB) were kept along with other prisoners posing health hazard.

(Paragraphs 2.2.9.1 (iv))

There were insufficient beds in jail hospitals, lack of medical infrastructure, non-availability of lady doctors for female inmates and non-deployment of psychiatric counsellors.

(Paragraph 2.2.9.2)

Working of jail factories was not satisfactory as factories were operational only in 9 out of 19 jails in the State.

(Paragraph 2.2.9.5)

Concept of open jail and rehabilitation of prisoners after their release required attention.

(Paragraphs 2.2.10.3 and 2.2.10.4)

The State Advisory Board to advise the State Government on matters relating to correctional work in prisons and Board of Work Programme and Vocational Training for guidance, supervision and control of vocational training for after care homes for discharged prisoners were not constituted.

(Paragraph 2.2.12)

2.2.1 Introduction

The management and administration of jails fall exclusively in the domain of the State Government and are governed by the Prisons Act, 1894, Prisoners Act, 1900 and the Punjab Jail Manual (PJM), 1894. The main purpose of establishing jails is to confine offenders committing offences under the various laws and also to take social retrieval programmes aimed at reforming them for their rehabilitation and reintegration into society on their release from jails. The proper functioning of jails requires support from Police Department and District Administration for providing police guards to prisoners outside the jail for court *peshis* (appearances), medical treatment and for grant of parole and furlough. The Model Prison Manual (MPM), 2003 issued by Government of India (GOI), contains detailed guidelines for streamlining prison administration and reforms of prisoners but the same has not been adopted by the State Government (October 2017). As proper norms/standards were not prescribed in PJM on some major issues, such as security and medical facilities provisions of MPM have been taken as criteria to assess the performance.

2.2.2 Organisational set-up

The Additional Chief Secretary (ACS) to Government of Haryana, Home Department is the administrative head at the Government level. Director General of Prisons (DGP) is the head of the Department who is assisted by the Additional Director General of Prisons (ADGP), Inspector General of Prisons (IGP) and Additional Inspector General of Prisons (AIGP). There are three²⁴ Central Jails (CJs) and sixteen District Jails (DJ) at district level and one Jail Training School (JTS) at Karnal. The CJs, DJs and JTS are managed by Jail Superintendents (JSs).

2.2.3 Audit objectives

The audit objectives of the performance audit were to ascertain whether:

- Planning process was adequate and effective;
- financial management was efficient;
- safety and security arrangements were efficient and effective;
- facilities, privileges and infrastructure as envisaged in the Acts, Rules and Manual were provided and reformative and rehabilitative activities were in conformity with Rules and Regulations; and

²⁴ (i) Ambala, (ii) Hisar-I and (iii) Hisar-II.

- human resource management, internal control and monitoring mechanism was adequate.

2.2.4 Scope of audit

Records of Director General of Prisons (DGP), Jail Training School, Karnal and eight²⁵ Jails (out of 19 Central and District Jails in the State), selected on the basis of Probability Proportional to Size without Replacement Method (PPSWOR), for the period 2012-17 were test checked between January 2016 and March 2017. An entry conference was held in March 2017 with the DGP wherein audit scope and audit objectives were discussed. Exit conference was held in July 2017 with Home Secretary and DGP wherein audit findings were discussed and deliberations of conference have been appropriately incorporated in the report.

2.2.5 Audit criteria

The audit criteria were derived from the following sources:

- The Prison Act, 1894 and the Prisoners Act, 1900;
- Punjab Jail Manual (PJM), 1894 as applicable to Haryana and amended from time to time;
- Recommendations of Haryana Jails Reforms Committee (September 2010).

2.2.6 Planning

2.2.6.1 Non-formulation of perspective plan and new jail manual

Planning plays a vital role in effective management of an organization. Perspective plan should be prepared taking into consideration the thrust areas such as works to be executed for expansion, requirements of modernization for strengthening the infrastructure, contingencies after proper survey and identification of the gaps in resources, both in terms of finances and manpower. The perspective plan should also enable chalking out detailed activity and application of controls and checks provided in the Acts, Manual and Rules in force. Audit observed that the Department did not prepare any perspective plan during 2012-17. Neither was any survey carried out to identify the thrust areas requiring attention.

GOI forwarded (December 2003) the Model Prison Manual (MPM) 2003 to the State Government for adoption and implementation. The MPM provides for formulation of the State Prison Manual on its lines without diluting the concept of basic uniformity in law and procedure. Audit observed that MPM was not adopted as of October 2017. A Committee comprising five members headed by DGP was constituted in March 2008 after more than four years of receipt of MPM for preparation of Haryana Jail Manual on the lines of MPM. The Committee submitted (March 2010) its report to Jail Department for necessary action.

²⁵ (i) Karnal, (ii) Gurugram, (iii) Narnaul, (iv) Sirsa, (v) Rohtak, (vi) Ambala (CJ), (vii) Hisar-I (CJ) and (viii) Hisar-II (CJ).

Thereafter, the Government further constituted a Committee in February 2011 headed by Law Secretary-cum- Legal Remembrancer to offer further comments. Though the GOI has also revised the MPM in 2016, the committee is yet to finalize Haryana Jail Manual. In the meantime, a sub-committee headed by IGP had been constituted to look into the New Model Prison Manual 2016 before its implementation /adoption. The Committees had not submitted their report as yet (July 2017). The activities of the Department were being governed by the Punjab Jail Manual which has become outdated with passage of time.

Due to non-preparation of perspective plan and non-adoption of MPM, or formulation of new jail manual, there remained weaknesses in major areas, viz. security, provision of facilities and privileges and rehabilitation of prisoners as discussed in paragraphs 2.2.8.2, 2.2.8.6, 2.2.9.2 (i) (ii) (iii), 2.2.10.3 and 2.2.10.4.

The Department stated during the exit conference that new jail manual is almost complete and the same would be sent to Government for approval. It was also added that perspective plan would also be prepared in future. However, the New Jail Manual had not been sent to Government for approval (August 2017).

2.2.7 Financial management

2.2.7.1 Budget provision and expenditure

The budget provision and expenditure incurred thereagainst during 2012-17 is depicted in table below:

Table 2.2.1: Details of budget allocation and expenditure

(₹ in crore)

Year	Plan				Non-Plan			
	Original Budget	Reappropriation	Expenditure	Excess(+)/savings(-)	Original Budget	Reappropriation	Expenditure	Excess(+)/savings(-)
2012-13	43.94	28.64	28.63	(-) 0.01	95.43	98.03	97.37	(-) 0.66
2013-14	45.80	14.21	15.05	(+) 0.84	101.30	129.71	127.72	(-) 1.99
2014-15	25.00	24.18	24.39	(+) 0.21	148.06	160.68	160.92	(+) 0.24
2015-16	55.00	54.62	51.05	(-) 3.57	182.05	189.05	179.39	(-) 9.66
2016-17	75.00	59.56	60.32	(+) 0.76	218.87	226.22	199.77	(-) 26.45
Total	244.74	181.21	179.44	(-) 1.77	745.71	803.69	765.17	(-)38.52

Source: Appropriation Account

The above table indicates that there were total savings of ₹ 40.29²⁶ crore under plan and non-plan during 2012-17. In the year 2016-17, the savings were ₹ 26.45 crore (11.69 per cent) under non-plan.

2.2.7.2 Accumulation of funds with HSPHCL

Funds under Plan are mainly meant for construction works for housing and office buildings and are drawn and spent by Public Works Department (PWD) Buildings and Roads (B&R). PWD (B&R) executes some works at its own level and some works are got executed through Haryana State Police Housing Corporation Limited (HSPHCL) as Deposit Works. PWD (B&R) placed ₹ 79.29 crore during 2012-17 at the disposal of HSPHCL for execution of various jail works. ₹ 97.77

²⁶

Plan: ₹ 1.77 crore and Non-plan: ₹ 38.52 crore

crore including opening balance and interest of ₹ 18.48 crore was available with HSHPCCL for execution for capital works. However, HSHPCCL utilized only ₹ 68.69 crore and ₹ 29.08 crore remained unspent as on 31 March 2017. According to the instructions issued (March 2011) by Finance Department, HSPHCL was required to pay interest at the rate of six *per cent* per annum on half yearly basis on unutilized funds and the Department was responsible for recovering and depositing the same in receipt head of the Government. Audit observed that neither the HSPHCL paid the interest amounting to ₹ 5.57 crore on unutilized funds for the period 2012-17 nor the Department demanded the same for depositing in the Government account.

Audit further observed that the Department was not monitoring the execution of works by HSPHCL as physical and financial reports of ongoing/complete works, project wise saving/excess were not even available with the Department. As a result, status of each work was not known to the Department for taking remedial action required, if any. The Department stated (July 2017) during exit conference that work-wise details would be obtained from HSPHCL and accounts would be reconciled.

2.2.7.3 Outstanding recoveries on account of job work/sales by jail factories

In three out of eight test checked jails, an amount of ₹ 1.12²⁷ crore on account of sale of items such as furniture, *niwar*, leather, socks, etc. manufactured in jail factories was outstanding from September 1986 to March 2016 against the Government Departments/Institutions (April 2017). The Superintendents of Jails concerned intimated (April 2017) that efforts were being made to recover/adjust the outstanding amounts. It was assured during the exit conference that outstanding amount would be analysed and cleared through adjustment or recoveries would be made.

2.2.7.4 Non-leasing out of vacant shops

In district jail Sirsa and Rohtak, eight and seven shops were constructed in 2008-09 and 2012-13 respectively. These shops were lying vacant since their construction except one shop at Rohtak which was rented out in October 2016. Non-leasing of vacant shops had caused loss of revenue to the Government. Further, the Department had not explored any possibilities for alternative use of shop buildings. The DGP agreed during exit conference that construction of shops was beyond requirement and would not be included in future plans.

2.2.8 Safety and security management

Safety and security arrangements are to be made in accordance with the Acts and Rules and needs of the jails. An appraisal of security arrangements of the selected eight jails revealed deviations from the procedures relating to security and surveillance or prisons and prisoners, as discussed below:

²⁷ (i) Ambala: ₹ 0.99 crore (June 2008 to June 2013), (ii) Hisar-I: ₹ 0.12 crore (May 2010 to May 2012) and (iii) Karnal: ₹ 0.01 crore (September 1986 to March 2016).

2.2.8.1 Shortage of arms and ammunition in prisons

Para 327 of PJM prescribes that every warder shall be provided with military breach loading fire-arms and buckshot ammunition. Further, as per para 369 of the Manual, 40 rounds ball, 50 rounds blank and 30 rounds of buckshot were required to be allotted to individual officials. Ammunition for Deputy Superintendents, Senior Assistant Superintendents, Assistant Superintendents was to be provided on the scale allowed for warders. In test checked eight jails, there was shortage of Pistols/Revolvers and Rifles/Guns and ammunition as on 30 April 2017 as given in **Table 2.2.2** below:

Table 2.2.2: Details of shortage of arms and ammunition

Arms			
Kind of Arms	Requirement as per manual	Available	Shortage (percentage)
Pistol/Revolver	72	21	51 (71)
Rifle/Gun	1,368	841	527 (38)
Ammunition			
(.410 Musket rifle total No. 307)	Requirement as per manual	Available	Shortage (percentage)
Round Ball	12,540	5,382	7,158 (57)
Round Blank	15,050	7,425	7,625 (51)
Round Buckshot	10,450	9,417	1,033(10)

Source: Compiled from the records of test checked jails

Thus, there was shortage of arms and ammunition in the jails which is bound to have an adverse impact on the security of jails.

The DGP stated during the exit conference that norms of arms and ammunition were on higher side. The reply is not acceptable since the norms as per Punjab Jail Manual would need to be followed till the same Manual is re-visited and amended.

2.2.8.2 Non-functional/lack of modern security equipment

Each prison should be equipped with modern security equipment like Jammers, CCTV Camera, Door Frame Metal Detector (DFMD), Hand Held Metal Detector (HHMD), Night Vision Binocular, Search light, tear gas equipment, finger print machine, alarms and sirens, X-ray screening, sensor, walkie-talkie, body scanner, etc.

Scrutiny of records of test checked jails revealed that out of 220 existing security equipment like mobile phone jammers, DFMD, HHMD, and Search lights, 151 (69 per cent) were non-functional (**Appendix 2.3**) and jails were not equipped with modern security equipment like body scanner, night vision binocular and sensor (September 2017). Audit observed that there was no provision of these modern equipment in the PJM as that Manual was a very old one. However, adequate provision for these modern equipment has been made in the MPM (Para 23.17 to 23.22). But due to non-adoption of MPM/non-revision of PJM, security arrangement had not been modernized in jails.

The DGP also directed (December 2015) all Jail Superintendents to install intercom at the sensitive points and watchtowers in order to establish better connectivity amongst the security staff but the same had not been procured (September 2017). In the absence of these, there were cases of prisoners escaping

and contraband items in the possession of prisoners right from the beginning, not being detected as discussed below:

- **Escape of prisoners:** Information furnished (September 2017) by the DGP for the period from January 2012 to December 2016 showed that 10 prisoners managed to escape from jails. However, all the escaped prisoners were arrested subsequently.
- **Recovery of prohibited items:** Scrutiny of the search and seizure registers maintained in test checked jails revealed that 8,412 surprise inspections/checkings of prisons/prisoners were carried out by the Superintendent of Jails/District Administration during 2012-16, in which 1,425 prohibited items (*Appendix 2.4*) i.e. mobile phones, chargers, batteries, mobile sims, blades and intoxicants like opium, smack, *sulfa* liquor and drug-tablets were recovered from the possession of prisoners during 2012 to 2016.

The Department stated during exit conference that the procurement of modern security equipment to check the prohibited items was under process. The procurement had not yet been made (August 2017).

2.2.8.3 Non-functioning of walkie-talkie sets

In order to establish better connectivity between security staff, the DGP office procured 200 *walkie-talkie* sets at a cost of ₹ 33.20 lakh in December 2011 for all jails in the State. It was noticed that in seven out of eight test checked jails, 89 walkie-talkie sets along with related accessories were received in January 2012 from the DGP office. Out of these, 77²⁸ walkie-talkie sets had become non-functional. Of these, 43²⁹ sets became non-functional in five jails within the warranty period of three years. Audit observed that walkie-talkie sets were sent for repair/replacement by Jail Superintendents concerned to DGP between August 2012 and November 2015 but action taken for repair/replacement of sets was not on record.

Thus, non-functional walkie-talkie sets affected internal communication between security staff within the jail premises. Besides, an expenditure of ₹ 12.78 lakh incurred on purchase of these 77 sets became unfruitful. The Department stated during exit conference that procurement of *walkie-talkie* was under process.

2.2.8.4 Installation of CCTV Cameras inside the jails

The Ministry of Home Affairs, GOI directed (December 2015) the Principal Secretary, (Home and Prisons) of States and DG (Prisons) of all States/UTs to install CCTV cameras inside all the prisons within a period of one year but not later than two years. Scrutiny of records revealed that the CCTV cameras had not yet been installed (April 2017) in any of the test checked jails. The Department stated

²⁸ (i) Central Jail Ambala:12; (ii) Gurugram: 15; (iii) Hisar-I: 15; (iv) Hisar-II: 08; (v) Narnaul: 10; (vi) Rohtak: 08;and (vii) Sirsa: 09.

²⁹ (i) Central Jail Ambala:12; (ii) Gurugram: 08;(iii) Hisar-II: 08; (iv) Narnaul: 08; and (v) Rohtak: 07.

during exit conference that the procurement of CCTV cameras was under process. However, procurement was not made as of August 2017.

2.2.8.5 Under-utilisation of Video Conferencing System

With a view to producing the prisoners before the Courts (*peshis*) through Video Conferencing and to mitigate the problem of arranging police escorts, escape of prisoners during transit, smuggling of prohibited substances into jails, besides, speedy disposal of cases, the Department got the Video Conferencing System (VCS) installed/commissioned in 2007 in all jails in the State at a cost of ₹ 3.28 crore.

In test checked eight jails, against 10,00,452 *peshis*, during 2012 to 2016 (Calendar years), only 69,894 *peshis* (7 per cent) were allowed by the Courts through VCS, out of which, 59,086 *peshis* were attended through VCS and remaining 10,808 could not be attended through VCS due to poor quality of service of VCS, faulty State Wide Area Network connectivity, inadequate technical manpower, IT infrastructure, training, etc. Underutilization of VCS defeated the purpose for which they were procured. Besides, 15 prisoners escaped while ferrying them to and fro from the Courts for *peshis* during 2012 to 2016.

The Department stated during exit conference that insufficient number of VCS in the Courts as well as in Jails was the main reason for underutilization of the system. Department, however, had not given any reply in respect of available VCSs which were not working effectively. Thus, there is a need to install additional VCS and improve functioning of existing VCS to achieve its objectives.

2.2.8.6 High-rise buildings/common road constructed near the boundary wall of prisons

Construction of buildings/roads near the boundary wall of prisons could pose security threats. The PJM does not prescribe any minimum distance for construction of buildings from the main wall of the prison. However, paragraph 2.05 (iv) of MPM prohibits construction of buildings within 150 and 100 metres of prison wall of Central Jail and District Jail respectively. Audit observed that there were security threats in Jails due to buildings/roads near the jails as discussed below.

- In five³⁰ jails high-rise buildings (two and three storey) were constructed 10 and 60 metres distance from the main wall of jails.
- In District Jail Kurukshetra, a marriage palace was constructed without any permission from Town and Country Planning Department by a private person adjacent to west side boundary wall of District Jail which was a gross violation of the provisions of the MPM. The height of building of marriage palace was higher than the boundary and main walls of Jail and scene of the Jail are visible from the roof of the marriage palace.

³⁰ (i) Central Jail-I (ii) Central Jail-II Hisar, (iii) Karnal, (iv) Narnaul and (v) Sirsa.

- In Central Jail, Ambala a path was constructed adjacent to the main wall of Central Jail, and was being allowed for general public as a thorough fare. Prisoners blocks (2,3,4,5 and 6) existed along this path.

Above violations posed security threats to Jails. From the reports of Superintendents of Jails, it was observed that prohibited articles were being thrown inside the jail premises by outsiders.

The Superintendent of District Jail, Narnaul stated (April 2017) that surrounding buildings were constructed after the construction of the new jail. The Superintendent of Central Jail-I Hisar and Sirsa stated (April 2017) that security had been tightened along the outer wall of jails. As regards common path along Central Jail Ambala, the DGP stated (May 2017) that the common path was very old and no permission was granted by the Department. However, ownership of the land would be ascertained from the revenue records. Thus, there is a need to look into the matter from the perspective of the security of the jail. As regards construction of marriage palace in Kurukshetra, the DGP stated (April 2017) that no action could be taken against the owner of marriage palace as the same was in existence prior to construction of District Jail. The District Town Planner, Kurukshetra, however, replied (April 2017) that no building/layout plans of marriage palace was approved by his office. Since the marriage palace was not constructed with the approval of competent authority, the matter needs to be investigated.

2.2.8.7 Incomplete watchtowers of the jail

The State Government accorded (March 2005) administrative approval for ₹ 1.65 crore for the construction of factory workshop, female prison ward, juvenile barracks, hospital, multi-purpose hall and seven watch towers in District Jail, Kurukshetra. These works were completed by incurring an expenditure of ₹ 2.58 crore in September 2009, except for two watchtowers. The contractor left the work of these two watchtowers after constructing the ground floor and the watchtowers remained incomplete (April 2017) causing security threat to prisoners in the jail.

The Department stated during exit conference that HSPHCL would be asked to complete the left-over work of watchtowers.

2.2.8.8 Delay in computerisation of jails

In order to have the interlink of jails to Headquarters, a project of Information Technology (IT) of Jail Department was approved (October 2009) at a cost of ₹ 5.28 crore. The project was to be completed by March 2012 which was to be implemented in three phases.

Scrutiny of records revealed that against the approved cost of ₹ 3.85 crore for the first phase, computers and allied accessories and finger print attendance recording system valuing ₹ 1.08 crore were purchased during 2012-16. However, computerisation of Jails remained unimplemented as computers had not been interlinked through State Wide Area Network. Resultantly, jails could not be

interlinked with headquarters and intended objectives of IT plan could not be achieved fully (March 2017).

During exit conference, the Department stated that all jails in Haryana had been interlinked to each other as well as DGP office by entering into agreement with a software vendor. For this service, the payment was being made on monthly basis to the vendor out of Prisoners Welfare Fund. However, during physical verification by Audit along with departmental staff of two selected jails (Hisar-I and II) in July 2017, Audit found that the prisoner's data including finger prints, name, offences, trial status, visitor's photos and details etc. was being recorded at each jail on stand-alone computers without any proper backup, security and connectivity with other jails and DGP office. Further, the Department was not utilising the captured database as a management tool. Besides, private vendor had complete control and access over the data which was not safe from security point of view. On being pointed out by Audit, the DGP assured during a meeting in August 2017 that system would be connected and proper security measures would be introduced after procurement of servers.

2.2.9 Infrastructure and other facilities to prisoners

2.2.9.1 Infrastructure in prisons

(i) Overcrowding in the prisons

Paragraph 1013 of PJM prescribes that Jail Superintendent should make arrangement for inmates either by providing temporary shelter or transferring them to other jails.

Actual occupancy with reference to authorised capacity in the State was satisfactory. The details are given in **Appendix 2.5**. However, in three³¹ test checked jails, the average occupancy percentage of inmates remained between 145 and 187 (**Appendix 2.5**) leading to overcrowding and non-availability of prescribed ground space and air space to inmates. Audit examination further revealed that there was insufficient space for women inmates in District Jail, Sirsa where against the capacity of eight female inmates in a barrack, 36 to 48 inmates were kept during 2013 to 2016.

The Department stated during exit conference that the proposal to augment the additional capacity of overcrowded jails in question had been sent to Government for approval. It was also added that additional barracks for women inmates would also be constructed.

Thus, there was lack of initiative, on the part of the management for transferring the inmates of overcrowded jails to the under-utilised ones, to ease overcrowding in terms of paragraph 1013 of PJM.

³¹ (i) Narnaul: 187 per cent; (ii) Hisar-I: 154 per cent and (iii) Sirsa: 145 per cent.

(ii) *Non-utilisation of female warders hostels and school building*

The District Jail, Faridabad was started in new building in 2009-10. Scrutiny of records revealed that two female warder's hostels having intake capacity of 30 each and a school building for the children of jail staff was lying unoccupied since the inception of the jail.

The Superintendent of District Jail stated (December 2016) that hostels remained vacant due to non-posting of female warders in the jail. This shows that buildings had been constructed without assessment of requirement. The Department stated (August 2017) Superintendent of District Jail Faridabad has been asked to send the proposal to lease out these buildings to run the school under PPP scheme after making some changes in the buildings.

(iii) *Incomplete factory shed*

The State Government accorded (November 2005) administrative approval of ₹ 3.87 crore for construction of female barrack, juvenile barrack, warden hostel, godown, factory shed, hospital and watch tower in District Jail, Jind. Scrutiny of records revealed that the works were completed by December 2009 at a cost of ₹ 3.75 crore but the factory shed was not handed over to the jail department by PWD (B&R). Audit further observed that outer doors and electrical fittings were lying incomplete in the factory shed since December 2009 with the result that factory in the jail could not be operationalised for the last more than seven years.

(iv) *Non-segregation of prisoners*

The Haryana Jail Reforms Committee recommended (September 2010) keeping prisoners suffering from various contagious and infectious diseases separately. The DGP directed (April 2011) all the Superintendents of Jails to segregate suspected cases of contagious and infectious diseases and to keep them in strict isolation unless medical officers declare them safe. Scrutiny of records revealed that in District Jail Narnaul, prisoners ranging between 15 and 65 suffering from tuberculosis (TB) were kept with other prisoners during 2012 to 2016. This put the health of other inmates in danger. The Superintendent of Jail stated (April 2017) that due to non-availability of additional space in jail, the inmates suffering from TB could not be kept in separate wards. Thus, adequate arrangements were not made to keep prisoners suffering from contagious and infectious diseases separately from other prisoners.

2.2.9.2 *Medical facility and infrastructure*

(i) *Insufficient hospital beds*

Section 39 of the Prisons Act, 1894 provides for a hospital in every prison. Though the PJM does not prescribe the number of beds to be maintained in these hospitals, MPM stipulates this as five *per cent* of the authorized inmate population. The Department had neither taken any initiative to fix the norms of beds in hospitals nor adopted the norms of MPM. Audit noticed that there was shortage of beds in seven out of eight test checked jails ranging between 16 and

92 beds with reference to provisions of MPM, the details of which are given in *Appendix 2.6*. The Department stated during exit conference that the standards of Model Jail Manual were on higher side and were not attainable. The reply of the department is not acceptable as if the standards of MPM were on higher side then department should fix its own standards in consultation with the Government.

(ii) Lack of medical care infrastructure

The PJM does not specify any medical care infrastructure in jail hospitals. However, paragraph 7.32 of the MPM prescribes that a jail hospital should have a dental clinic, an ophthalmology clinic, a minor operation theatre, a clinical laboratory, an X-ray laboratory, a physiotherapy unit and a de-toxification unit with all equipment.

The Department had neither taken any initiative to fix the norms of medical care infrastructure nor adopted the norms of MPM. Audit observed that Ophthalmology clinic was available only in District Jail Rohtak and clinical laboratory was available in Central Jail Ambala and District Jail Narnaul. There were dental chairs in six jail hospitals out of which only four³² were functional. Though X-Ray machines were available in two³³ jail hospitals, no radiographers were posted (September 2017). In the absence of these facilities, the prisoners had to be referred to civil hospitals outside the jails. At an average, 21,897 inmates per year were referred to civil hospitals during 2012-17 in test checked jails. The Department admitted during exit conference that there was overall shortage of medical officers in jails in the State. As against sanctioned strength of 34 Medical Officers, 19 were in position and 15 posts were vacant as of September 2017. The DGP had referred (September 2017) the case to Government for filling up the vacant post on contractual basis.

(iii) Inadequate health care for women inmates

The PJM does not specify any gender specific norms for medical care for women inmates. However, paragraph 24.18 of MPM stipulates that only lady doctor shall look after the medical care of women prisoners during their stay in prison. The Haryana Jail Reforms Committee also recommended (September 2010) posting one female doctor and two nurses in every jail where there were women wards but the Department had neither adopted MPM nor implemented the recommendation of HJRC.

Out of eight test-checked Jails, there were an average of 510 women inmates during 2012-16 (Calendar years) in seven jails and there were no women inmates in Central Jail Hisar-I. However, no lady doctor was posted in any of the jail hospitals except CJ, Hisar-II. Further, only two nurses were posted in jail hospital of Central Jail, Hisar-II. As a result, on an average 168 woman inmates of the

³² Gurugram, Ambala, Rohtak and Sirsa.

³³ Ambala and Rohtak.

jails had to be taken to civil hospitals for outdoor treatment. Thus, the medical facilities available to the women inmates were inadequate.

The DGP stated (August 2017) that a case was sent to Government to create new posts of Lady Medical Officers for the treatment of female prisoners.

(iv) *Non-deployment of psychiatric counsellors*

The HJRC recommended (September 2010) creation of two posts of Psychiatrist-cum Counsellor in every Central Jail and one in each District Jail in view of the menace of drug addiction and depression among the jail inmates. Audit observed that posts of Psychiatric Counsellor were not filled up in any of the jail hospitals in the State. The implementation committee of HJRC recommended that as per prevailing practice Health Department should continue deputing Psychiatrist-cum-Counsellors every week in every Jail but this practice was also not being followed.

The DGP stated during exit conference that de-addiction centres were set up at Central Jail Hisar and District Jail Rohtak but no regular staff had been provided. As regards post of Psychiatrist-cum Counsellor, it was stated (August 2017) that no such posts were sanctioned in the Department.

2.2.9.3 *Non-constitution of Board of Visitors for inspection of Jails*

Para 53-A and 53-B of PJM provide for constitution of a Board of visitors with *ex-officio* and non-official members for each prison. The Board is required to conduct inspection of jails. The board was required to inspect all buildings and prisons, hear any complaints, inspect the prisoners' food and punishment book. The Board of Visitors had not been constituted in any of the test checked jails despite provisions in the Manual.

The Department stated during exit conference that the Government had accorded approval to the proposal of the Department (June 2017) for constitution of Board of Visitors. However, the board had not been constituted (August 2017).

2.2.9.4 *Lack of support from Police Department and District Administration*

- According to Rule 11 of Punjab Prisoners (Attendance in Courts) Rules, 1969, the Superintendent of Jail was to ensure arrangement for adequate police escort to prisoners for '*peshi*' to courts.

In test checked Jails, as against 10,07,040 under trial prisoners (UTPs) for whom police force were demanded to attend *peshi*, 9,79,260 UTPs were presented to courts during 2012-16 and remaining 27,780 UTPs were not produced to court on stipulated dates for want of police force. As a result, under trial prisoners could not get an opportunity for court hearing.

The Department stated during exit conference that due to VIP duties and busy schedule like handling of agitations, adequate police guard could not be provided to prisoners for court *peshis*.

- The Government prescribed in April 1999 the time limit of 21 days for processing the parole/furlough³⁴ cases at the level of District Magistrate. In test checked Jails, 14,387 cases of parole/furlough were sent to District Magistrate for approval during 2012-16. Of this only 1,532 (10 *per cent*) cases were processed within prescribed time i.e. 21 days and 12,855 cases received after due date (**Appendix 2.7**). The delay in approving the parole/furlough was to the extent of eight months during 2012-16. This has defeated the purposes of applying for parole/furlough such as admission of dependants in schools and colleges, delivery of wife, construction/repair of house, marriage, agriculture, etc. The District Magistrates of districts concerned stated (April 2017) that parole/furlough cases referred to the Police Department for verification of convicts were usually delayed by the Police Department.
- The Haryana Good Conduct Prisoners (Temporary Release) Act, 1988 provides for the temporary release of prisoners on the execution of surety bonds with information to police to keep watch on their activities. The prisoner who does not report back within ten days after the due date of reporting back, can be arrested by any Police Officer or Prison Officer without any warrant and the amount of surety bonds could be forfeited. In test checked eight Jails, a total of 12,708 prisoners were temporarily released on parole/furlough during 2012 to 2016. Of these, 12,490 prisoners reported back, 218 prisoners did not report back on due date, of which 91 were arrested, 3 died, 76 surrendered and 48 who were involved in the cases of murder, rape, kidnapping, loot/decoity, Arms Act and Narcotics Drugs and Psychotropic Substances Act were still absconding (December 2016). The details of which are given in **Appendix 2.8**. Further, surety bonds amounting to ₹ 3.91 crore were not forfeited by the District Magistrates concerned in respect of 112 prisoners as of December 2016. The District Magistrates concerned intimated (April 2017) that efforts were being made to recover the amount of surety bonds.

Thus, the system of security to provide police guards to prisoners and to ensure reporting back of prisoners on parole and furlough and approval of parole/furlough cases needs to be strengthened in coordination with Police Department and District Administration.

2.2.9.5 Jobs for prisoners and working of factories in Jails

(i) Work not assigned to rigorous imprisonment prisoners

In test checked jails, there were on an average 3,668 rigorous imprisonment (RI) prisoners during 2012 to 2016, out of which on an average 1,870 (51 *per cent*) were provided work. Thus, 49 *per cent* prisoners deprived of their rights of earning through reformatory employment. Audit observed that job could not be provided due to non-operation of jail factories properly as discussed below:

³⁴ Parole is mere suspension of sentence for the time being and furlough counts toward the total sentence awarded to prisoners.

In the State, the jail factories were operating in 9³⁵ out of 19 Central/District jails as on 31 December 2016. These jails were involved in manufacturing of cloth, soap, phenyl, furniture, iron *almirah* and breads. Although factory of District Jail Narnaul had been shown as operational, the production was negligible during 2012-17 mainly due to non-sanctioning of technical posts by the Department.

In three³⁶ test checked jails, having operational factories with various trades, against the 18 posts of trained masters, only 6 trained masters were available for providing training to inmates for various trades during 2012-17 while in two³⁷ jails, no technical post of any trade was sanctioned by the State Government.

The Department stated during exit conference that initiative would be taken to provide maximum rehabilitation through Public Private Partnership.

(ii) Nugatory expenditure on the pay and allowances of idle factory staff

Central Jail-II Hisar, was manufacturing clothes for convicted prisoners, *niwar*, barbed wire, leather, socks and furniture for sale or to supply on order from other departments. The jail factory remained closed during 2012-17 except for doing some caning work from August 2016. Audit observed that the factory was not working properly due to poor condition of factory building. The factory staff (One Leather Master, one caning Master and one Accountant) remained posted in the jail factory without any work (January 2017). An unproductive expenditure of ₹28.78 lakh was incurred on their pay and allowances (April 2012-July 2016).

The Department stated during exit conference that their services would be utilized for other productive works.

2.2.10 Reforms, rehabilitation and education of prisoners

The ultimate objective of the prison administration is reformation and rehabilitation of offenders and shifting of emphasis from custody and control of prisoners to their training and treatment. This was also stressed in the MPM, which stated that the prisons needed to be equipped with facilities which enable the prisoners to 'learn and earn'. Goal number 16 of Sustainable Development Goals³⁸ also stipulates promoting peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels. Audit observed that steps taken towards achievement of Sustainable Development Goals were not adequate as appropriate correctional and rehabilitation activities and setting up of open jails for prisoners were not undertaken (August 2017) by the Department to bring the criminals to main stream for promoting peaceful and inclusive society as discussed below:

³⁵ (i) Central Jail Ambala, (ii) Hisar-I, (iii) Bhiwani, (iv) Rohtak, (v) Karnal, (vi) Kurukshetra, (vii) Yamunanagar, (viii) Narnaul and (ix) Faridabad.

³⁶ (i) Ambala, (ii) Hisar-I and (iii) Rohtak.

³⁷ (i) Karnal and (ii) Narnaul.

³⁸ The UN General assembly adopted a global development vision 'Transforming our world' and fixed Sustainable Development Goals to be achieved by 2030.

2.2.10.1 Correctional activities in prisons for convicted prisoners

The prison management had started activities like literacy and educational programmes through the National Institute of Open Schooling (NIOS)/Indira Gandhi National Open University (IGNOU) for convicted prisoners, as a part of correctional measures which could change their behaviour and attitude. This would ultimately facilitate their rehabilitation in the mainstream of society. The Department had fixed (May 2017) the target of covering all the convicted prisoners in its key performance indicators. Audit observed that out of eight test checked jails having an average number of 1,385 inmates per year during 2012-16, there were no facilities of literacy programme in two jails (CJ-2, Hisar and DJ, Rohtak). In eight test checked jails, there was an average of 8,864 inmates during 2012 to 2016, out of which 5,582 (63 *per cent*) were put under correctional activities during this period. Of these, 4,138 inmates were imparted education through NIOS/IGNOU and 1,444 prisoners were made literate under the literacy programme during 2012-16. Thus, the targets of covering all the prisoners under correctional activities were not achieved.

2.2.10.2 Vocational training

The major objectives for providing vocational training to inmates are infusing value for work, imparting skills to earn honourable livelihood after release, developing self-confidence and self-esteem and boosting morale amongst inmates. The HJRC recommended (September 2010) reformation of the prisoners and channelizing the energy of the prison inmates towards positive causes. The Jail Administration with the State Departments like Industrial Training and Vocational Department, Technical Department and Education Department, should structure such training programmes for skill development, reformation, education and rehabilitation of the inmates in various trades. The Department had fixed the target of covering all the prisoners in its key performance indicators.

In test eight checked jails, there were on an average 8,864 inmate during 2012 to 2016, out of which 4,857 inmates were enrolled for vocational training and only 3,976 (45*per cent*) inmates were provided training during the same period. Thus, the Department did not pay adequate attention towards vocational training for rehabilitation of inmates.

The Department stated during exit conference that steps would be taken to impart vocational training to maximum prisoners.

2.2.10.3 Non-setting up of Open Jail

Open jails³⁹ are intended to put into practice the contemporary ideology of reformation, correction and rehabilitation of convicted prisoners so that they may lead a self-disciplined and cultured life after release. These institutions provide the prisoners opportunities of employment and living a life in the open. This restores

³⁹ An open jail is any jail in which the prisoners are trusted to serve their sentences with minimal supervision and perimeter security.

the dignity of the individuals and develops self-reliance, self-confidence and social responsibility in them, which are necessary for their rehabilitation in society.

Audit observed that there is no provision for the open jail in PJM as it was very old. However, provision for open jail has been made in the MPM (Para 21.05) but this concept of setting up of open jail could not mooted by the Department due to non-revision of PJM.

The Department stated (April 2017) that a proposal regarding draft Rules for governing the 'Open Air Jails' for the prisoners was sent to State Government in January 2017, which was under consideration by the Government (August 2017).

2.2.10.4 After-care and rehabilitation not provided to released prisoners

The process of after care and rehabilitation of offenders is an integral part of institutional care and treatment. Audit observed that there was no provision for after-care and rehabilitation in the PJM. However, paragraph 20.05 and 20.06 of MPM provide that convicts who are sentenced to five or more years of imprisonment should be brought under the ambit of after-care rehabilitation programmes for providing help in all matters relating to resettlement on their release.

In test checked eight Jails, 1,808 convicts were released during 2012-16 after completion of sentence of more than five years. But no help was extended to any of these convicts. The Department stated during exit conference that there was no scheme in operation. However, it was stated that the issue would be incorporated in New Jail Manual.

2.2.11 Human resource management

2.2.11.1 Shortage of manpower

There were vacancies in key cadres viz. Deputy Superintendents Jail/ Assistant Superintendents Jail/ Sub Assistant Superintendents Jail, Matrons and Warders as given in **Table 2.2.3** below:

Table 2.2.3: Details showing shortages in key posts

Category	Sanctioned strength	Person in position	Shortage	Percentage
Deputy Superintendent Jail	47	43	4	9
Assistant Superintendent jail	78	50	28	36
Sub Assistant Superintendent jail	52	41	11	21
Warder	2,368	1,939	429	18
Matron	48	Nil	48	100
Total	2,593	2,073	520	20

Source: Information furnished by the Department.

It is observed that there is shortage of 36 per cent in the cadre of Assistant Superintendent of Jail and 100 per cent in cadre of Matron. It was further observed that despite overall shortage of warders in the State and rationalisation of manpower in December 2013 by Government, 108 warders were deployed in Central Jail-II Hisar against sanctioned strength of 40. It was also observed that only 159 warders were deployed in Gurugram Jail against the sanctioned strength

of 262. It was further observed that number of inmates in Central Jail –II Hisar was 590 whereas number of inmates in Gurugram Jail was 2077.

The Department stated during exit conference that demand to fill up the vacant post of security staff has been sent to the Government.

2.2.11.2 Inadequate facilities at Jail Training School Karnal

Training is necessary for all officials/security personnel to address the changing needs of prison administration relating to security and management. The position of security staff vis-a-vis training imparted during 2012-17 is given in **Table 2.2.4.**

Table 2.2.4: Details of security staff imparted training during 2012-17

Year	Total No. of security staff in position			No. of security staff imparted training			Percentage
	Head Warden	Warder	Total	Head Warden	Warder	Total	
2012-13	229	2,211	2,440	Nil	Nil	Nil	Nil
2013-14	240	2,160	2,400	Nil	884	884	37
2014-15	233	2,125	2,358	Nil	183	183	8
2015-16	243	2,028	2,271	67	1,280	1,347	59
2016-17	255	1,937	2,192	65	817	882	40

Source: Data furnished by the Department

As evident from the above table, no training was imparted to warders during 2012-13 and to Head Warders during 2012-15. Apart from above, audit observed that no annual targets for imparting training to security staff were fixed during 2012-15. No training was organized for Assistant Superintendent Jail, Female Warders/Female Head Warders and clerical staff during 2012-17. Resource Persons having teaching experience were to be invited for indoor classes but no Resource Persons were invited for indoor classes. The DGP admitted during the exit conference that only one drill instructor was posted to impart training to the security personnel.

2.2.11.3 Non-arranging of target practice for warders

The Musketry Practice Rules (Appendix VII) of the PJM provide that all warders must get target practice of 15 rounds (five rounds each at 50 and 75 yards in standing position and 100 yards in kneeling position) on annual basis for handling firearms. However, target practice for warders had not been arranged even once during 2012 to 2016. Thus, the warders were not fully trained to handle exigencies relating to security arrangements of prisons.

2.2.12 Internal control and monitoring

Internal control and monitoring provides reasonable assurance to the management about the compliance of applicable rules and regulations. The internal control and monitoring in the Department was inadequate as State Advisory Board and Board of Work Programme and Vocational Training were not formed, there was shortfall in inspections of DGP and there were deficiencies in compliance of internal audit observations as detailed below:

- State Advisory Board to advise the State Government and the prison administration on matters related to correctional work in prisons, rehabilitation of inmates and redressal of grievances of prisons or of their relatives was not constituted. Similarly, Board of Work Programme and Vocational Training for planning, implementation, evaluation, guidance, supervision and control of vocational training, and organising workshops for after care homes for discharged prisoners was envisaged in MPM (paragraph 14.04) However, the same has not been constituted.
- As against the requirement of conducting 40 inspections, 34 were carried out by the DGP during 2012-16 (Calendar Year). It was also observed that no inspection note was issued to the inspected jails to take necessary steps to comply with observations/shortcomings, if any. The DGP assured during the exit conference that adequate inspections of jails would be conducted in future.
- Internal Audit Manual had not been prepared codifying the procedures and scope of audit for jails. Annual Audit Plan was not ever prepared to conduct the internal audit of jails. Out of 20 units in the State, audit of eight, six and four units was conducted during 2012-13, 2013-14 and 2014-15 respectively. None of the units had been audited during 2015-16 and 2016-17. 18 Internal Audit Reports with 62 paragraphs remained unsettled (March 2017) due to non-compliance. The Department stated (April 2017) that due to shortage of manpower; internal audit of only a few jails could be carried out. As regards outstanding paras, it was stated that paras would be reviewed at the time of conducting internal audit of the jails in 2017.

2.2.13 Conclusion

Perspective plan after identifying the thrust areas requiring attention and new jail manual on the lines of modern prison manual of Government of India had not been prepared. In the absence of a defined plan and manual, performance of jails could not be assessed against well defined criteria. Financial management was marred by deficiencies and there were unspent funds with HSPHCL. Safety and security of jails were compromised as there was shortage of arms and ammunition, lack of security equipment, existence of high rise buildings and common roads adjoining jails. Capacity utilization of jails was imbalanced. In District Jail, Narnaul, prisoners suffering from tuberculosis (TB) were kept along with other prisoners, posing health hazard. Besides, two female hostels and a school building in District Jail Faridabad were lying unutilised for last seven years. Medical facilities were inadequate as there was insufficient number of beds

in jail hospitals, lack of medical infrastructure, non-posting of lady doctors for female inmates. Working of jail factories was not satisfactory as factories were operational in only 9 out of 19 jails in the State. Targets of providing education and vocational training were not achieved. Concepts of open jail and rehabilitation after the release of inmates required more focus. The State Advisory Board and Board of Work Programme and Vocational Training with a view to improving the efficiency and functioning of Jails were not constituted.

2.2.14 Recommendations

The Government may consider the following:

- preparing perspective plan after identifying the thrust areas and expedite finalization of new Jail Manual on the lines of Modern Prison Manual of GOI;
- expediting procurement of arms, ammunition and modern security equipment;
- optimising utilization of jails, reducing overcrowding and completion of incomplete infrastructure;
- providing health facilities as per norms;
- segregation of inmates suffering from tuberculosis from other inmates,
- improving co-ordination with Police Department and DMs/SDMs for timely provision of guard/parole/furlough to prisoners;
- improving the working of jail factories to rehabilitate the prisoners by engaging them in constructive jobs; and
- implementing the reformative, rehabilitation and educational programme properly.

The audit findings were referred to the Government in August 2017 and further reminders were issued in October and November 2017 but their reply was still awaited.