

Chapter-V

Conclusion and Recommendation

5.1 Conclusion

Government of India has been taking measures to provide separate toilets for girls and boys in government schools through various schemes but there were gaps in achieving this objective due to poor maintenance of toilets, lack of dedicated funds, poor water availability inside toilets etc. MHRD launched SVA in September 2014 with focus on improving sanitation facilities in schools with contribution from Government owned entities in the corporate sector. CPSEs participated in SVA by deploying funds from their CSR budget. Their mandate was to construct at least one functional toilet each for girls and boys in every Government school within one year i.e. by 15 August 2015. 53 CPSEs participated in this Project and constructed 1,40,997 toilets as per MHRD.

Audit examined construction of toilets by seven CPSEs viz PFC Limited, REC Limited, PGCIL, NTPC Limited, NHPC Limited, ONGC and CIL with its seven subsidiaries (under MoP, MoC and MoPNG) which constructed more than 5,000 toilets each and 1,30,703 toilets in total, at a cost of ₹2,162.60 crore. Field survey of 2,695 toilets, selected through multi stage statistical sampling was also carried out, to assess availability and usability of the toilets.

During the survey, 200 toilets were not found in the respective schools and 86 toilets were found to be only partially constructed (11 *per cent* of sample). Out of these, payment vouchers/ UCs were produced to Audit in respect of 79 toilets, indicating irregularities.

Audit graded the toilets based on criteria similar to that adopted by Government for Swachh Vidyalaya Puraskar and found that only 25 *per cent* of toilets in the audit sample got five/ four-star rating while 75 *per cent* toilets got three-star or below rating, indicating need for improvement.

The survey also revealed that 30 *per cent* of toilets which were constructed were not in use due to reasons such as lack of running water, cleaning arrangements, damages to toilets etc. Around 72 *per cent* of toilets in the sample did not have running water, though it was a key facility insisted upon while entrusting the work to the CPSEs. There were inadequacies in providing other amenities such as hand washing facility, ramp/ staircase etc. Defective construction of toilets, provision of temporary/ moveable toilets (instead of permanent structures) and damaged/ overflowing leach pit were also noticed during the survey.

The CPSEs were required to maintain the toilets constructed by them for three to five years but only three CPSEs (NTPC for conventional toilets, REC and CIL subsidiaries BCCL, CCL, ECL and SECL) incorporated the maintenance clause in the MoUs/ contracts but later withdrew these clauses. PFC, PGCIL, NHPC, ONGC and CIL (subsidiaries MCL, NCL and WCL), NTPC for prefab toilets, neither included any clause for maintenance in the MoUs/contracts nor provided funds to the school management. Lack of maintenance arrangements was one of the main reasons for the toilets not being used. The survey further

revealed that out of 1,967 coeducational schools in the audit sample, there was no functional toilet in 99 schools and in 436 coeducational schools there was only one toilet. Thus the CPSEs did not fulfil their mandate of providing at least one functional toilet each for boys and girls in these schools.

The CPSEs were required to conduct the survey in the identified schools before starting the construction of toilets. But PFC and CIL (subsidiary SECL) did not conduct the survey while the other CPSEs which conducted the survey did not cover all the schools identified by them which resulted in non-optimum utilization of resources.

The seven CPSEs constructed 65 *per cent* of toilets on their own and offloaded the remaining 35 *per cent* to SGAs, as the work was lagging behind. The award activity by the CPSEs itself took time up to May 2015. Since construction time of four months was needed, compliance of Government directive to complete all toilets by 15 August 2015 could not be ensured by the CPSEs. Yet, the CPSEs declared that all the toilets were completed in time, though only 33 *per cent* out of 40 *per cent* of toilets for which completion certificates were provided to audit, were completed by due date. Mis-reporting is evident from discrepancy in data of completed toilets as per MHRD and MoP/ MoC figures. Further, completion certificates were not provided to Audit in 60 *per cent* cases for toilets constructed by CPSEs on their own and for toilets constructed through SGAs, UCs were not available in 22 *per cent* cases.

MHRD prescribed standard design of toilets, but allowed flexibility to the CPSEs in designing the toilets for improvement. Four CPSEs (NTPC, PGCIL, REC and CIL) did not provide basic amenities such as running water, hand washing facility and urinals, at the design stage itself. This affected functionality/usability of the toilets. Further, the CPSEs (NTPC, PGCIL, PFC, REC and CIL) constructed about 40 *per cent* of their toilets by using prefab technology, though the administrative ministries and MHRD specifically barred them from using prefab structures in toilets. Prefab toilets have lower strength and life, besides involving higher cost of ₹150.46 crore. Also, extra cost of ₹49.30 crore was incurred due to payment of implementation charges at higher rate to implementing agencies, which were appointed on nomination basis in violation of CVC guidelines.

5.2 Recommendation

- The Ministries may look into the issue of non-existing/ incomplete toilets, which were claimed as constructed. The misreporting regarding timely completion of toilets and discrepancies in figures of completed toilets may also be examined to ensure availability of required toilets.
- The CPSEs/Ministries may address absence of basic amenities in the toilets like running water, hand wash facility, urinals, drainage of waste water, etc.
- The CPSEs/Ministries may sort out the issue of regular maintenance of toilets to ensure their sustained usability.

- During execution of such projects, monitoring may be done through Geo tagged photos.
- Since Audit survey covered 2 *per cent* of total toilets, the CPSEs are advised to review/survey the remaining 98 *per cent* toilets and take appropriate action for rectification of deficiencies.



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