

CHAPTER III

PERFORMANCE AUDIT

This chapter presents five performance audits (including one information technology review and one long paragraph). The Performance audits include reviews on Sports Development and Physical education, Functioning of Institutions run under Child Welfare Schemes and under Juvenile Justice Act, Traffic Improvement and Road Safety in Chennai Metropolitan Area and Functioning of Institute of Distance Education of University of Madras. The information technology review is on Computerisation of District Employment Offices.

YOUTH WELFARE AND SPORTS DEVELOPMENT DEPARTMENT AND SCHOOL EDUCATION DEPARTMENT

3.1 Sports Development and Physical Education

Highlights

Sports development is an essential component of human resource development, and helps to inculcate comradeship and competitive spirit. Excellence in sports enhances the sense of achievement, national pride and patriotism. As such, sports and games are widely perceived to be an effective tool for national integration and for personality development of the youth. Physical education in schools is the stepping stone for success in sports and it helps to inculcate discipline, team spirit and unity in childhood.

- Minimal sports infrastructure like outdoor stadia, swimming pools and indoor stadia, crucial for sports development, were lacking in many of the districts, for which Rs 28.90 crore would be required. Instances of under-utilisation of grants given for infrastructure, abnormal delay in execution of projects and infrastructure lying idle were noticed in audit.

(Paragraphs 3.1.8.1, 3.1.8.2, 3.1.9.1 and 3.1.10)

- Under public-private partnership, Sports Development Authority of Tamil Nadu permitted establishment of infrastructure for swimming and tennis in Tiruvallur District and squash in Chennai by three private agencies without ensuring any benefit to deserving sports persons and students.

(Paragraph 3.1.11)

- World Beater Talent Spotting Scheme, implemented for identification of talented sports persons early in childhood, failed at all levels due to poor conducting of specified tests, inadequate coverage of unaided schools and poor participation of students in higher level competitions.

(Paragraph 3.1.9.3)

- **As of March 2008, against the requirement of 235 coaches there was shortage of 83 posts for various disciplines affecting sports development. Non-performing coaches, identified through an evaluation by SDAT, continued working. The schemes for upgradation of coaching skills and scientific training were not implemented properly.**

(Paragraph 3.1.13)

- **Physical education, essential for the development of personality of each child, was not given due importance in schools due to shortage of Physical Education Teachers, lack of sports infrastructure like playgrounds in schools, lack of funds to carry out Physical education activities and inadequate supervision.**

(Paragraph 3.1.14)

3.1.1 Introduction

Sport is listed in the State List of the Seventh Schedule to the Constitution and Government of India (GOI) plays a supplementary role in the development of sports. Both the GOI and State Governments have brought out several schemes in successive Five Year Plans to develop sports and integrate Physical education with sports.

The objective of sports development in Tamil Nadu is to promote and encourage quality participation, and improve the morale and performance of Tamil Nadu sports persons at national and international events through recognition, quality training support schemes and world class infrastructure.

3.1.2 Organisational Set up

Sports Development Authority of Tamil Nadu (SDAT) is the apex body for implementing all policy decisions on sports and youth welfare activities of the State Government. SDAT is a society, registered under Societies Act, established in 1992. The Chief Minister is the President of the authority. The executive powers of SDAT are vested in the Executive Committee (EC), headed by the Minister for Sports and Youth Welfare Department. The administrative head is the Secretary, Sports and Youth Welfare. Member Secretary (MS) of the Executive Committee is the Chief Executive Officer. The Executive Committee exercises all administrative and financial powers of the authority and generally pursues and carries out the objects of the authority as set forth in the Memorandum of Association executed. An organisational chart of SDAT is given in **Appendix 3.1**.

For Physical education, there is no organized structure at primary/middle school level. Physical education at High/Higher Secondary schools is organized at State level under the Chief Inspector of Physical education- Men (CIP-M) and Chief Inspector of Physical education- Women (CIP-W), who report to the Director of School Education. An organisational chart of Physical education functionaries under Secretary to Government, School Education Department is given in **Appendix 3.2**.

3.1.3 Audit coverage

The performance audit covered planning, funding, execution and monitoring in respect of the activities of SDAT aimed at creation, maintenance of sports infrastructure, talent identification, coaching and organizing sports events etc., to inculcate competitive spirit. On the Physical education front, the audit focused on the organization, supervision of Physical education at grass root level, talent identification and hosting of competitive games at various levels. Records relating to the five-year period 2003-08 were checked in Youth Welfare and Sports Development Department in the Secretariat and Sports Development Authority of Tamil Nadu (SDAT), Directorate of School Education, Offices of the Chief Inspector of Physical education, (CIP-M) and (CIP-W). An in-depth study was also carried out in seven sample districts,¹ out of 30, selected on random sampling basis, by checking records of 26 offices/institutions in the sample districts (**Appendix 3.3**) along with records of 61 schools. Apart from this, a survey questionnaire was also administered to Headmasters of 1034 schools for eliciting their views on the implementation of schemes in schools.

3.1.4 Audit objectives

The objectives of the performance audit were:

- To assess the adequacy and effectiveness of programmes and projects aimed at improving the availability of sport infrastructure
- To study the adequacy and effectiveness of organization and participation in sporting events
- To assess the efficiency and effectiveness of various coaching programmes implemented by SDAT for coaching talented students and youth
- To assess whether the system in place for administration of sports in the State is efficient and provides effective support for achievement of the objectives
- To study the efficiency and effectiveness of Physical education imparted in schools and its relevance in development of sports

3.1.5 Audit criteria and methodology

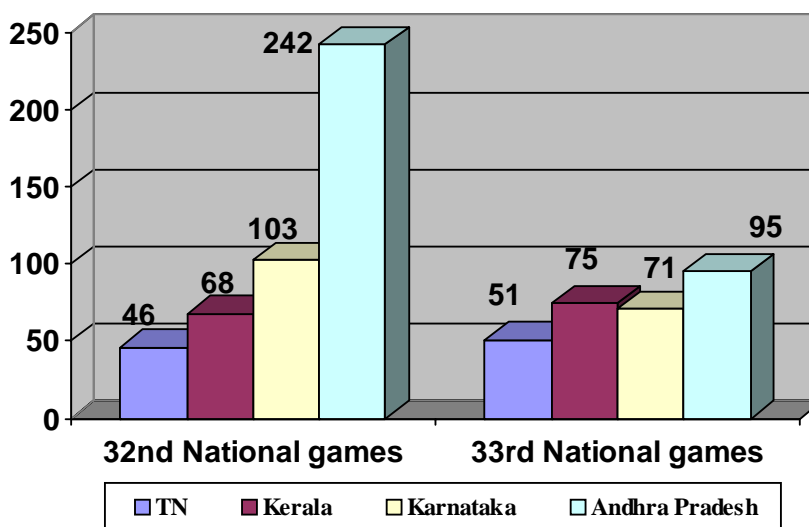
Goals set in Five Year Plans, Government policies, codes and manuals, scheme guidelines, Government orders, standards set by sports bodies etc., were adopted as the criteria to assess and measure the performance of SDAT in sports development and the Directorate of School Education in Physical education.

¹ Chennai, Dharmapuri, Dindigul, Erode, Kancheepuram, Madurai and Tiruvarur.

Entry conferences were held with the Member Secretary (MS), SDAT and Director of School Education (DSE) in January 2008. In the field audits during February – April 2008, the audit teams studied auditees’ records, collected information through questionnaires, ascertained auditees’ responses to audit observations and made site inspections along with the officers of auditee institutions. A survey was conducted among Headmasters of 1034 Government and aided/unaided private schools to obtain their views on the schemes implemented. Exit conferences were held with Secretary to Government, Youth Welfare and Sports Development Department and with Director of School Education in June 2008.

3.1.6 Sports scenario in the State

The performance of the State in terms of medal tally at national level continues to be below average. In the last two National Games (2002 at Hyderabad and 2007 at Guwahati), organized by the Indian Olympic Association, the State was placed in 10th and 14th positions, with 46 and 51 medals respectively. Five States² with a smaller population than Tamil Nadu won more medals in the National Games at Hyderabad and eight³ such states showed better performance in the National Games at Guwahati. The other three southern States outperformed Tamil Nadu in the medals tally⁴.



Performance of school teams from Tamil Nadu in National level competitions was poor.

The games organised by the School Game Federation of India (SGFI) are the National level competition for school students (under 14-junior, under 17-senior and under 19-super senior). In the SGFI games held during 2004-2007, school teams from Tamil Nadu were placed at low positions as indicated in **Table 1**.

² Karnataka, Kerala, Punjab, Haryana and Manipur.

³ Assam, Delhi, Haryana, Karnataka, Kerala, Madhya Pradesh, Manipur and Punjab

⁴ Kerala 2002: 68 medals, 2007: 75 medals, Andhra Pradesh 2002: 242 medals, 2007: 95 medals, Karnataka 2002: 103 medals, 2007: 71 medals.

Table 1

Performance at SGFI				
Year	2004	2005	2006	2007
Position at National level	13	12	11	15

Audit Findings

3.1.7 Budget provision and expenditure

The budget allocation and expenditure under Sports Development and Physical education during last five years 2003-04 to 2007-08 is given in **Table 2**.

Table 2

(Rupees in crore)

Year	Sports Development		Physical education ⁵	
	Budget allocation	Expenditure	Budget allocation	Expenditure
2003-04	14.05	14.02	0.93	0.68
2004-05	39.40	39.39	0.90	0.87
2005-06	43.99	43.98	1.55	1.49
2006-07	26.07	28.57	1.58	1.54
2007-08	34.72	34.72	2.94	2.93
Total	158.23	160.68	7.90	7.51

(Source: - Appropriation Accounts of respective years)

Sports development was funded by the grants in aid given by GOI and State Government to SDAT for various purposes. Government of India provided 50 *per cent* of the cost of the District Sports Complex, indoor stadia and swimming pools and the State Government provided 25 *per cent* cost. The district level stadium committee, headed by the District Collector concerned had to mobilise the remaining 25 *per cent* through public contribution. Subsequent to the withdrawal of GOI assistance from April 2005, State Government provided 75 *per cent* of the cost to SDAT. State Government allocated funds for the inspection of Physical education activities in schools.

The grants given for various schemes/activities by State Government and Government of India to SDAT during the years 2003-04 to 2007-08 are given in **Table 3**.

⁵ The budget and expenditure under 'Physical education' do not include salaries of Physical Education Teachers and Physical Directors as there is no separate head of account for booking the expenditure on their salaries in Government account and their salaries are included in the account along with the salaries of all other teachers.

Table 3

(Rupees in crore)

Year	State Government Grants				GOI grants for Infrastructure	Total Grants (by both GOI and State) ⁶	Internal Revenue generation	Total
	For infrastructure (a)	For Schemes (b)	For Regular activities (c)	Total State Grant (a+b+c)				
2003-04	2.56	2.34	7.07	11.97	2.07	14.04	1.96	16.00
2004-05	21.41	10.36	6.93	38.70	0.66	39.36	2.87	42.23
2005-06	7.29	29.38	7.12	43.79	0.41 [@]	44.20	3.19	47.39
2006-07	7.99	12.19	7.85	28.03	0.51 [@]	28.54	3.71	32.25
2007-08	4.57	18.76	9.93	33.26	1.80 [@]	35.06	*	35.06
Total	43.82	73.03	38.90	155.75	5.45	161.20	11.73	172.93

* under compilation by SDAT

@ Grants sanctioned by GOI relating to previous years received subsequently

The internal revenue generation by SDAT comprises fee received from use of stadium and swimming pool, interest earned on deposits and miscellaneous receipts, etc. No budget or projections were prepared by SDAT for their revenue receipts. The rates for the usage of open stadia and indoor stadia were last revised in 1996 and 2001 respectively. For use of infrastructure created at Jawaharlal Nehru stadium, hockey stadium, aquatic complex, indoor stadium and other sports facilities in Chennai, for non-sports activities, rates were fixed in 1996 and no revision was made thereafter.

3.1.8 Planning for sports development

3.1.8.1 Inadequate planning

Long term plan and Perspective plan for development of sports not prepared.

SDAT did not have a long term plan for sports development with well defined targets. The Executive Committee (EC) of SDAT appointed four sub-committees, as decided in the EC meeting held in February 1999, for drafting a comprehensive perspective plan upto 2020 for sports development as viewed by Planning Commission. The resolution of the EC was not followed and the perspective plan not prepared. However annual plans were compiled and were executed.

Of the plan outlay of Rs 83.55 crore⁷ envisaged for Tenth Five Year Plan (2002-07) for sports development, the State's share was Rs 70.59 crore against which the State Government released Rs 63.76 crore⁸. The financial achievement under Tenth Plan was 76 per cent as against the achievement of 132 per cent (approximate) under the Ninth Plan. The poor achievement was

⁶ The year-wise receipt of Government grant (both State and GOI) by SDAT in this table is at slight variance with the table No.2 due to accounting of receipts at the year end in the subsequent year.

⁷ State share: Rs 70.59 crore, GOI share: Rs 11.90 crore and other receipts: Rs 1.06 crore.

⁸ Excluding expenditure incurred towards conduct of Rural Sports, the outlay of which was not included in the Tenth Plan outlay.

mainly due to the inability of SDAT to utilise the grants in aid released by State Government. As of March 2008, Rs 6.94 crore, being the unspent balance of the grants given by Government for creating infrastructure, was invested by SDAT outside Government account (**Appendix 3.4**), as the same was not immediately required for utilisation. Though Government was aware of the delayed/non execution of schemes and investment of unutilized funds, it continued to give grants in succeeding years based on new proposals and such unutilized funds continued to be with SDAT till its final utilization.

Several projects/ schemes proposed in the Tenth Five Year Plan were not taken up. As against the target of laying four synthetic athletic tracks⁹ by SDAT and three artificial hockey turfs¹⁰ by the end of March 2007, only two synthetic athletic tracks (Madurai and Coimbatore) and one artificial hockey turf (Tirunelveli) were laid during 2006-07. The Accounts Officer, SDAT told Audit (April 2008) that no proposals had been sent for synthetic track in Tiruchirappalli and Nagercoil so far and proposals would be submitted in due course. Against the earmarked amount of Rs four crore for broad basing talent identifications, a scheme “World Beater Talent Spotting Scheme” (WBTSS) was implemented at a cost of Rs 1.08 crore, during 2002-07 and the audit findings noticed in the scheme are discussed in Paragraph 3.1.9.3.

3.1.8.2 Infrastructure

Sports infrastructure like outdoor stadia¹¹, swimming pools, indoor stadia¹² etc. are crucial for sports development. State Government released Rs 43.82 crore to SDAT during 2003-08 towards creation of new sports infrastructure in all the 30 districts of the State. Audit scrutiny revealed the need for more sports infrastructure, ineffective utilisation of grants given for new infrastructure, unplanned development and poor maintenance of several sports infrastructure, as discussed below:

Districts lacking minimum sports facilities.

The existing norm for district level sports complex stipulates one outdoor stadium, one indoor stadium and a swimming pool as minimum facilities in every district. Vellore has no District Sports Complex at all. The position showing districts which lack minimum facilities is given in **Table 4**.

⁹ In District Sports Complexes at Madurai, Coimbatore, Tiruchirappalli and Nagercoil.

¹⁰ Madurai, Tiruchirappalli and Tirunelveli.

¹¹ Outdoor stadium consist of 400 metre running track, Gymnasium, foot ball/hockey grounds, volley ball courts, basket ball courts, kabbadi court, changing rooms, toilets etc.

¹² Indoor stadia with galleries for indoor games like badminton, table tennis etc.

Table 4

Sl. No.	Infrastructure component	Total Number of districts	Districts wherein infrastructure under development	Districts which lack the infrastructure
1	Outdoor Stadium	30	(1) Karur (2) Namakkal (3) Sivaganga (4) Thiruvallur	(1)Vellore
2	Indoor Stadium	30	(1) Dharmapuri (2) Kancheepuram (3) Krishnagiri (4) Thiruvallur (5) Tiruchirappalli	(1) Coimbatore, (2) Dindigul, (3) Karur (4) Nagapattinam, (5) Namakkal, (6) Perambalur, (7) Pudukottai, (8) Salem, (9) Sivaganga, (10) Thanjavur, (11) Theni, (12) The Nilgiris (13) Tiruvarur, (14) Tiruvannamalai, (15) Thoothukudi, (16) Vellore, (17) Viluppuram and (18) Virudhunagar
3	Swimming Pool	30	(1) Krishnagiri (2) Sivagangai (3) Theni (4) Thiruvarur (5) Tiruvannamalai	(1) Coimbatore, (2) Kancheepuram, (3) Karur, (4) Namakkal, (5) Perambalur, (6) The Nilgiris , (7) Vellore, (8) Villupuram and (9) Virudhunagar

Considering the prevailing cost as per the recent estimate¹³ for outdoor stadium, indoor stadium and swimming pool, Government needs at least Rs 28.90 crore¹⁴ for providing the minimum sports infrastructure in these districts. As GOI transferred all centrally sponsored schemes to the states and consequently withdrew their assistance from April 2005, State Government would need more allocation for meeting the needs of the above sports infrastructure.

• **Outdoor stadia**

Lack of essential facilities in outdoor stadia.

The existing outdoor stadia in the sample districts lacked several essential facilities as mentioned in **Table 5**.

Table 5

Name of the District	Facilities lacking in the existing outdoor stadia due to non-provision
Dharmapuri	Fitness centre, accommodation facilities for trainees, Rest rooms, wash rooms, flood light system, six tracks (against the required number of eight tracks)
Dindigul	Rest room, Accommodation facilities for trainees
Kancheepuram	Residential accommodation for trainees, Rest room for players, toilet/bathroom, football and handball play fields require repair.
Madurai	Toilets, fitness centre, toilet/bathroom for trainees, drinking water facilities, bathroom
Thiruvarur	Fitness centre, accommodation facilities for trainees, flood light facilities.

¹³ Outdoor stadium: Rs one crore, Indoor stadium: Rs 1.20 crore and Swimming pool: Rs 70 lakh.

¹⁴ Rs 21.60 crore for 18 Indoor stadia, Rs One crore for one outdoor stadium and Rs 6.30 crore for 9 swimming pools.

Because of this, many sports events could not be conducted effectively in the districts, depriving sports persons of these districts of the opportunity to participate in such events.

- **Taluk level infrastructure**

Of the 15 mini stadia planned for the taluks only 5 were constructed.

To provide playground facilities at decentralized locations (taluk level) in addition to the facilities already available in districts, Government sanctioned and released Rs 3.37 crore during 2004-07¹⁵ to SDAT to construct 15 mini stadia, of which only five¹⁶ were completed as of March 2008. Of the estimated cost of Rs 30 lakh for each stadium, State Government intended to provide Rs 22.50 lakh and the District Collector concerned was to mobilise the remaining amount of Rs 7.50 lakh through public contribution.

The number of works taken up and completed and the number of pending works are given in **Table 6**.

Table 6

	Number of Mini Stadia Proposed	Funds released (Rs in crore)	Number of Mini stadia completed	Number of pending works	Remarks
Phase I	10	2.25	4	6	Abnormal delay in identification of land and delay in identifying alternate site due to unsuitability of site selected earlier, and subsequent delay in selecting the tenderer and in entrustment of works were the main reasons for the delay in taking up and completion of six mini stadia under phase I.
Phase II	5	0.60	1	4	Mini stadia works at Virudhachalam for which Rs 22.50 lakh was released and at Thandarampet (Tiruvannamalai district) for which Rs 7.50 lakh was released are in progress. Mini stadia proposed at Andipatty and Srivalliputhur could not be taken up for want of land. The mini stadium sanctioned for Andipatty was shifted to Attur in Salem district for which Rs 7.50 lakh was released in October 2007 and the work was yet to commence (March 2008)
Total	15	2.85	5	10	

Though Government intended to provide mini stadia in all 206 taluks in the State, no assistance was provided to the scheme after 2005-06 as the Department failed to provide necessary budget provision. As the assistance was provided based on first come first served basis and based on the mobilisation of public contributions, one district (Tirunelveli) got three stadia, two districts (Krishnagiri and Perambalur) got two stadia each and eight

¹⁵ November 2004: Rs 2.25 crore for 10 mini stadium, May 2005: Rs 37.50 lakh and September 2006: Rs 75 lakh the remaining five stadia.

¹⁶ Uthangarai (Krishnagiri District), Sivakasi (Virudhunagar District), Tharangambadi (Nagapattinam District), Paramakudi (Ramanathapuram District) and Gandhi Madan (Nilgiri District).

districts got one each. The remaining 19 districts were not sanctioned any stadia. Thus infrastructural facilities were inadequate in the State.

No proposal was submitted by MS, SDAT for posting staff for the maintenance and use of the constructed mini stadia, to the Executive Committee, SDAT for their maintenance and utilization.

- ***Stability and public safety***

According to Tamil Nadu Public Building Licence Act 1965, all public buildings should obtain structural stability certificate from PWD to ensure public safety. None of the sample sports complexes, however had obtained this certificate. In Kancheepuram, the reinforced rods in the roof of the stadium complex were exposed, corroded and plastered surface was worn out at many places in the gallery and in the rooms in front of the building. Though the EE, PWD Kancheepuram certified (October 2007) the roof as unsafe and forwarded the certificate to District Sports Officer (DSO), even as of February 2008 no remedial action was taken and the stadium continued to remain in use even in a dilapidated condition, posing a threat to daily users, sports-persons and the general public. Also, none of the stadia test checked by audit had emergency evacuation plans for public safety, though these stadia were utilised for hosting local and District sports events and had galleries for thousands of spectators.

3.1.9 Execution of projects/Schemes

3.1.9.1 Abnormal delay in execution of projects

Abnormal delay in commencement and completion of projects

Of the 22 major infrastructure projects (information compiled by Audit) in 17 districts audit observed abnormal delays in completing 20 projects from the date of sanction. Though GOI stipulated that the Districts Sports Complex and indoor stadia be completed within two years and swimming pools within one year from the date of sanction, delays ranging between 3 to 101 months were noticed in nine completed works, while ten works were incomplete as of March 2008, after 10 to 149 months of their sanction. Work on indoor stadium at Mogappair, sanctioned by Government (May 2005), was not taken up as of March 2008 entailing delay of 34 months (**Appendix 3.5**).

The reasons for abnormal delay in commencement and in the eventual completion of projects are given below:

(i) Delay in identification of land led to delayed commencement of the work of four projects of District Sports Complex at Karur, Sivaganga, Tiruvallur and Namakkal.

(ii) Delay in calling of tender and entrustment of works led to delayed commencement of the indoor stadium at Tiruchirappalli, District Sports Complex at Dindigul, and swimming pool at Erode. Taking up of work with incomplete proposals led to subsequent corrections resulting in abnormal

delay in commencement of work of District Sports Complex at Sivaganga.

(iii) Due to abnormal delay in engaging consultant for civil design and calling for tender, the work of indoor stadium at Mogappair (Tiruvallur District) sanctioned by Government in May 2005 at an estimated cost of Rs 90 lakh had not commenced (April 2008) and the sum of Rs 22.50 lakh released by Government remained unutilized.

(iv) Failure in mobilisation and short mobilisation of public contribution committed by the district level stadium committee led to delay in execution of four projects viz. swimming pools at Erode, Tiruvannamalai, Thiruvarur and indoor stadium at Dharmapuri. The practice of seeking public donation and its eventual non-receipt in time caused delay in execution of projects. The district level stadium committee was allowed to obtain voluntary donation from public, retain it in a corpus fund for specific purposes and utilize the funds on the projects when needed. Perusal of records indicated that the District Collectors diverted Rs 3.27 crore in 11 works apart from District Panchayat Fund, Collector's discretionary fund and Panchayat Union Fund from other Government schemes¹⁷, when the committed public contribution was not received in time.

(v) Of the 22 selected projects, SDAT had not inspected nine projects¹⁸ reflecting the absence of regular and continuous monitoring.

(vi) Though commented upon in earlier Audit Reports¹⁹ the skeet and trap equipment of the shooting range at Avadi had not been commissioned due to delay in land allotment and a new site identified for the construction of velodrome²⁰ is yet to be taken over by SDAT and Rs 1.36 crore out of Rs 4 crore earmarked for velodrome was in fixed deposits (March 2008).

- **Delay in test checked Projects**

Delay in completion of works in districts. Failure to forward proposals to GOI in time led to loss of GOI assistance of Rs 1.10 crore.

Delay in identification of suitable land, and administrative procedure led to belated finalisation of proposals. Further, lack of coordination between district administration and SDAT resulted in non-commencement of works and non-completion of six major works in as many districts thus postponing the benefits that could accrue for the development of sports in those districts (**Appendix 3.6**). Failure to forward complete proposals in time to GOI in four projects²¹ due to non-identification of land resulted in loss of central grant of

¹⁷ Small Saving Incentive Scheme, Self Sufficiency Scheme, Member of Legislative Assembly Constituency Development Scheme, Member of Parliament Local Area Development Scheme, Sampoorana Grammen Rozgar Yojana, Rashtriya Samvikas Yojana.

¹⁸ Swimming pools at Pudukottai, Tiruvarur and Nagercoil Indoor stadia at Dharmapuri and Nagapattinam, District Sports Complex at Tiruvallur, Pudukottai, Namakkal and Karur.

¹⁹ Paragraphs 4.4.5 and 4.1.3 of Audit Reports of Comptroller and Auditor General of India – Civil – Government of Tamil Nadu for the year ended March 2006 and March 2007 respectively.

²⁰ Cycling track with steeply banked curves.

²¹ District Sports Complex at Tiruvallur, Karur, Namakkal and Sivaganga.

Rs 1.10 crore, as the GOI withdrew their assistance for sports infrastructure from April 2005.

3.1.9.2 Defective execution of infrastructure

- **Indoor Badminton hall at Kancheepuram**

Uneven finishing of flooring in indoor badminton hall in Kancheepuram led to non laying of synthetic rubber mats.

The work of construction of an indoor badminton hall with two courts sanctioned under Self Sufficiency Scheme (a State Scheme for creation of minor infrastructure) at a cost of Rs 24 lakh (inclusive of Rs 6 lakh public contribution collected) was entrusted (May 2006) to Kattidamayyam²² by the District Collector, Kancheepuram with due date of completion as 30 September 2006. Modifying the scheme, Government subsequently sanctioned (September 2006) Rs 55 lakh for construction of indoor badminton hall containing two courts, one at Kancheepuram (Rs 15 lakh) and another at Chennai (Rs 40 lakh). SDAT released Rs 15 lakh (April 2007: Rs 7.50 lakh and September 2007: Rs 7.50 lakh) as State share. The balance amount was to be met by the District Collector by getting funds under Self Sufficiency Scheme (SSS) for 2005-06. When the work was under execution by Kattidamayyam, the proposal was again revised (March 2007) to construct four courts with synthetic rubber flooring at a total cost of Rs 67.50 lakh²³ with revised date of completion as June 2007. However, Kattidamayyam entrusted the work to a private agency "T" (M/s Turret and Alps) and Rs 51.18 lakh was given as advance to the private agency between May 2007 and December 2007. The synthetic rubber mats could not be laid in the court due to uneven finishing of the flooring works by the private agency. The work was stopped in January 2008, as the private agency which had executed the works did not turn up. In response to audit query, the Member Secretary, SDAT wrongly stated (March 2008) that the work was completed without verification based on the UC given by Kattidamayyam. However, the Additional Collector, DRDA Kancheepuram stated (March 2008) that Kattidamayyam would complete the work after rectification of flooring. This indicated the absence of proper monitoring of work by the District Sports Officer, who is in charge at district level and by MS, SDAT at state level.

Non-preparation of a comprehensive proposal based on the requirement of the end user, at the initial stage itself led to modification of scheme in the intermediary stage which had affected the quality of works besides time-overrun.

- **Gymnastic play area in aquatic complex at Velachery**

Gymnastic play area established in aquatic complex at Velachery without any indoor facilities

Government decided (June 2006) to hold gymnastic events of the National Sports Festival during November 2006 in the Aquatic complex at Velachery. The Member Secretary of SDAT communicated this decision to the Stadium Officer in August 2006. As the Aquatic complex had no facility of a

²² Kattidamayyam: Non-Governmental construction agency under District Administration.

²³ SSS: Rs 24 lakh, SDAT funds: Rs 15 lakh collector's Discretionary funds: Rs 20 lakh and Public contributions through District Collector: Rs 8.50 lakh.

gymnastic play area, the stadium officer proposed (September 2006) to construct a gymnastic play area and the proposal was approved (September 2006) by the Member Secretary, SDAT. Tenders were invited in October 2006 and the work was awarded to a private contractor on 30 October 2006 with the condition that the work be completed in one month. As the work was not completed, the venue for the event was shifted to University Stadium. The work was completed only in December 2006, well after the completion of National Sports festival, at a cost of Rs 6.29 lakh without any indoor facilities.

- ***Poor Sub-base work for Tennis and Basketball courts at Madurai***

Creation of poor sub-base in tennis and basket ball courts, led to additional expenditure for rectifying the defects.

As per the uniform design adopted for synthetic tennis courts and synthetic basket ball courts, in the sub-base one asphalt layer is provided above two layers of Water Bound Macadam (WBM). The sub-base works for tennis and basket ball courts in District Sports Complex Madurai were executed (June 2005) at a cost of Rs 11 lakh. After completing the works, it was noticed (May 2006) that the courts were on low lying area without proper drainage and the completed sub-base for these courts were found to be unsuitable for laying synthetic layer due to undulation, caused by stagnation of rain water. Another asphalt layer with thick seal coat was provided (August 2007) to the sub-base of these courts at a cost of Rs 6.64 lakh. Preparation of estimate and consequent execution of work without analysing the site condition and non-provision of proper drainage facilities led to the execution of additional work at a cost of 6.64 lakh to make the courts usable. The AEE, SDAT agreed (April 2008) that the correction to the sub-base was essential to ensure proper slope and finish to facilitate better drainage.

3.1.9.3 Deficiencies in implementation of schemes

- ***Poor implementation of World Beater Talent Spotting Scheme***

Failure of World Beater Talent Spotting Scheme.

National Sports Policy 2001 and the State Policy on Sports development place greater thrust on identifying talented sports persons, early in their childhood, so as to coach them to reach high performance levels. With this approach, Government launched (April 2002) the scheme “World Beater Talent Spotting Scheme” (WBTSS). The scheme was implemented jointly by the Director of School Education (DSE) and SDAT for all the students studying in classes VI, VII and VIII. Under WBTSS, all schools in the State are to conduct a battery of five tests²⁴, once a year (increased to three times a year from 2004-05).

There are 17957 (Government and Private) Middle, High and Higher Secondary Schools in the State according to the Educational Statistic Handbook of Tamil Nadu for 2006-07. Records showed that Sports Development Authority of Tamil Nadu called for and compiled the data on implementation of WBTSS from the reports of 12897 schools during 2002-07

²⁴ The five tests are (i) 50 M running to test speed (ii) 800 M for boys and 600 M for girls running to test endurance (iii) Shot put to test strength, (iv) Long Jump to test explosive power and (v) 6 x 10 M shuttle to test agility.

and of 13218 schools during 2007-08. According to these reports the percentage of schools that did not conduct the tests during 2004-08 ranged between 32 and 46 *per cent* as mentioned in **Table 7**.

Table 7

Year	Total number of schools	Number of schools which furnished test reports (Percentage)	Number of schools which had not conducted the tests (Percentage)
2004-05	12897	7186(56)	5711(44)
2005-06	12897	8249 (64)	4648(36)
2006-07	12897	8767(68)	4130(32)
2007-08	13218	7129 (54)	6089(46)

(i) The particulars compiled by Audit from the Headmasters of 61 schools revealed the following about the first leg²⁵ of implementation of scheme.

Scheme not implemented in 35 *per cent* schools due to non-availability of PETs and play fields.

(a) Thrity five *per cent* of Headmasters found it difficult to conduct the tests in their schools due to non-availability of Physical Education Teachers and play fields. Though Government had issued instructions to Chief Educational Officers (CEOs) to depute Physical Education Teachers from Government High/Higher Secondary Schools to middle schools which did not have PETs, CEOs of six sample districts²⁶ had not arranged such deputation of PETs resulting in non-conduct of specified tests.

Poor coverage of unaided schools under the scheme.

(b) Twenty three *per cent* of Headmasters of unaided schools were not aware of the scheme procedures indicating that details of the scheme had not reached the unaided schools, constituting 22 *per cent* State student strength, to a large extent. It is clear that the State did not put in place an adequate system to disseminate its schemes and directions for development of sports.

77 *per cent* of schools conducted tests once against three tests envisaged.

(c) Against the envisaged three annual tests, 77 *per cent* of the sample schools conducted the test only once during 2005-08. The mandatory Physical education report cards indicating the performance of students in the tests with the parents' signature were not printed in many schools due to funds constraint, despite Government instructions to utilize the money available in the games fund for this purpose.

Poor participation of students in next level competitions due to non-allowing TA.

(ii) The second leg²⁷ of WBTSS, aimed at taking students into the fold of SDAT's coaching at educational district level also failed to a larger extent, as only 26 to 37 *per cent* students (19142) out of selected students (64017) took part in the five day coaching camps in the second level conducted at the educational district level during 2005-08.

The Headmasters replied that the students could not attend the camps as they were not allowed any travelling allowance (TA) and most of the students were

²⁵ First leg of the scheme is identification of talented students at school level through a battery of five tests.

²⁶ Chennai, Dharmapuri, Kancheepuram, Erode, Thiruvarur and Madurai.

²⁷ Second leg is the participation of students selected in the first leg in district level camps

from a poor background. Thus the scheme was deficient to this extent. Further 67 per cent of the Headmasters, who responded to the audit questionnaire, indicated that SDAT did not promptly communicate the details of camps. As a result, 44875 talented students were denied the opportunity of attending second leg camps during 2005-08.

Eligible students did not participate in the regional level camps.

As per the scheme, two students who occupied the first two positions at Educational District level camps are permitted to take part in the regional level camp. The DSO, Dharmapuri admitted (February 2008) that those students who topped the list were not willing to participate, as they did not want their studies getting disturbed. The DSO, Madurai stated (March 2008) that some of the students who did well in district level camps did not participate in the regional level camps. However other willing next ranking students participated in such camps.

Non-ascertaining of the availability of internet facilities in most of the schools led to the failure of a web based mail system.

(iii) As the reports under WBTSS were not received by the District Sports Officers from Regional Inspectors of Physical education within the stipulated time, identified students were not able to participate in district camps. To overcome this MS, SDAT launched (May 2004) Tamil Nadu School Mail System, a web based system to capture the data of students taking part in the specified tests. SDAT spent Rs 5.90 lakh during 2004-05 towards the development of software and procurement of a web server and other peripherals. As against the 15000 schools envisaged to be covered under the scheme in the State, only about 300 to 400 schools uploaded their data during 2004-06 and the system was not operated after 2006-07. Most of the schools in the State do not have internet connection and even the office of the Chief Inspector of Physical education does not have a telephone connection. Therefore, the hasty introduction of school mail system in May 2004 without ascertaining the possibility of its utilisation at ground level showed lack of understanding of the ground realities by MS, SDAT and its very limited coordination with DSE.

Thus, the scheme WBTSS launched for early identification of children with an aptitude for sports, met with failure at all levels due to inherent deficiencies in the scheme as also failure in following the guidelines prescribed for the implementation of the scheme by SDAT.

- ***Champion Development Scheme***

Poor implementation of Champion Development Scheme.

Under the scheme, SDAT identifies and gives assistance to exceptionally talented sports persons who have the potential to win medals at the international levels so as to enable them to compete successfully and to bring laurels to the country. The basic eligibility criteria for consideration under Champion Development Scheme (CDS) is that the person should have won gold/silver medals in Junior/Sub-junior nationals and should be aged below 20 years. The assistance under CDS is being met from the accrued interest of the

Sports Development Fund²⁸ of Tamil Nadu.

The position of sports persons of different disciplines²⁹ identified under CDS and the expenditure incurred during 2003-08 are given in **Table 8**:

Table 8

Year	Number of players under the scheme				Expenditure incurred under the scheme (Rupees in lakh)
	At the beginning of the year	Identified and inducted during the year	Weeded out of the scheme during the year	At the end of the year	
2003-04	46	11	Nil	57	15.78
2004-05	57	22	12	67	17.99
2005-06	67	18	Nil	85	12.92
2006-07	85	14	Nil	99	5.51
2007-08	99	10	32	77	(NA)

(NA) – Not available as the Income and Expenditure statement is under compilation.

Against the physiological test envisaged to be conducted once in six months under CDS to identify the physical suitability and constraints in the sports discipline to which the beneficiary belonged, 36 players and 7 players took the test at Bangalore once and twice respectively during 2003-05, and no player was sent to Bangalore³⁰ after September 2005 by SDAT, which is responsible for conducting of such tests. Psychological motivation workshops were held in Chennai on three occasions and no workshop was conducted after July 2005. Despite the scheme providing for the formation of a team of nutritional experts to recommend proper diet to the players depending on their discipline, nutrition advice was provided to just 12 players only once (February 2004).

MS, SDAT stated (April 2008) that three panels of experts were formed to cater to the needs of CDS players. However these panels were formed only in July 2007 after a delay of two years since the conduct of last physiological test and psychological workshops. Only 12 CDS players were covered in all three components viz. nutritional, physiological and psychological workshops by these panels since July 2007. MS, SDAT did not insist on the players to submit a self performance report to SDAT by fifth of every month to evaluate the quality of their training and performance as required in the scheme. Thus the Member Secretary, SDAT failed to evaluate the performance of beneficiaries under Champion Development Scheme defeating the objective of training.

²⁸ A fund constituted for assisting sports development activities with a corpus of Rs ten crore of which the Government has provided share of Rs one crore and the remaining to be obtained by SDAT from sponsors.

²⁹ Swimming, Tennis, Squash, Sailing, Athletics etc.

³⁰ Institute for Sports Development in Bangalore, wherein such physiological tests were conducted.

Besides the decline in the number of players enrolled, the expenditure incurred under the scheme also declined from Rs 17.99 lakh in 2004-05 to Rs 5.51 lakh in 2006-07. SDAT stated that only willing players were brought into the scheme and assistance was provided to them. The reply was not tenable as the scheme clearly envisaged that talented persons be identified and provided assistance. The absence of publicity of the scheme led to continued decline in the number of players enrolled under the scheme.

- ***Advanced Training and Participation in Competitions Abroad for Outstanding Sports Persons***

The main objective of the scheme, introduced in 2004-05, is imparting of advanced training to sports persons, who have the potential to win medals in international tournaments, and participation of such sports persons who were trained under this scheme in international events. Government provided a grant of Rs 35 lakh during 2004-05. In the subsequent years, Government reimbursed the amount incurred under the scheme. Against Rs 113.14 lakh provided during 2004-08, Rs 107.28 lakh was spent under the scheme. Only 12 players and two contingents of hockey and tennis players each were sent to international institutions for advanced training at an expenditure of Rs 13.87 lakh (13 per cent of total expenditure of Rs 107.28 lakh). The remaining expenditure was mainly to facilitate participation of sports persons in international tournaments.

3.1.10 Idle infrastructure

Based on Member Secretary SDAT's proposal, Government sanctioned (May 2005) 14 synthetic tennis courts³¹ and these were constructed in seven places at a cost of Rs 1.10 crore between April 2006 and October 2007. Of these 14 courts, two courts in Mogappair (Tiruvallur District) were handed over to a private tennis academy and two courts in Madurai were put to use with the help of a contract coach. SDAT did not plan to provide coaches to the tennis courts initially and the Member Secretary, SDAT proposed (April 2007) to run these courts by engaging private coaches. However the Executive Committee of SDAT rejected the proposal (12 April 2007) and directed the Member Secretary to engage coaches on contract basis. As a result 10 courts³² constructed at a cost of Rs 78.80 lakh remained idle for periods ranging upto two years. No contract coaches were also recruited (April 2008). As the synthetic surface of tennis courts had only a life span of six years, the delay in commissioning the courts, resulted in wastage of two years (33.3 per cent) of their life span. In addition, SDAT lost revenue as usage charges from these tennis courts, as Audit noticed that two Mogappair courts earned a revenue of Rs 1.40 lakh per annum.

10 tennis courts costing Rs 79 lakh lying unused in five districts

³¹ Concrete courts with synthetic layer

³² Chennai: 2, Cuddalore: 2, Kancheepuram: 2, Tiruvannamalai: 2 and Krishnagiri: 2.

Against plan of construction of two hostel buildings for 100 students each, buildings constructed at a cost of Rs 61.08 lakh could only accommodate 15 students, resulting in their non-utilisation.

Further, SDAT proposed to construct two hostel buildings, one each in Madurai and Tiruchirappalli at a cost of Rs 60 lakh each to accommodate 100 students in each hostel. Government sanctioned and released (May 2005) Rs 60 lakh for construction of first phase of the buildings in both the places. In the first phase, SDAT proposed to construct hostel buildings in both the places with a dormitory hall for accommodating 15 students, a warden room, toilet block, kitchen and dining room at a cost of Rs 30 lakh each. The first phase of construction of buildings of Madurai and Tiruchirappalli were completed in February 2007 at a cost of Rs 30.63 lakh and Rs 30.45 lakh respectively. Government sanctioned (September 2006) Rs 66.50 lakh³³ for the construction of second phase of the buildings for hostels at Madurai and Tiruchirappalli for accommodating about 85 children. The estimate for the second phase of Tiruchirappalli hostel was sent to the Member Secretary of SDAT in March 2008. The details of estimates for Madurai hostel were however not made available to Audit. The works are yet to be taken up (April 2008). Perusal of records showed that the wardens of Madurai and Tiruchirappalli had not shifted students from their existing hostels to the buildings constructed under phase I, as the buildings could only accommodate 15 students against their present strength of 100 students. As a result the two buildings constructed at a cost of Rs 61.08 lakh were lying idle from February 2007 and the students were deprived of the benefits of the project.

3.1.11 Public Private Partnership

Government permitted private agencies to establish and maintain sports infrastructure without insisting on arrangement of coaching for deserving sports persons and recommending free entry for use of sports services by students.

Government took a policy decision (June 2002) for developing sports infrastructure in association with private sector and issued orders permitting SDAT to enter into Memorandum of Understanding with the private sector agencies for creating infrastructure for sports. The land was not to be transferred where the infrastructure was to be created.

(a) Perusal of three cases where Government permitted private partnership in developing infrastructure for swimming and tennis in Tiruvallur District and squash in Chennai revealed that the MS of SDAT had not followed a transparent process of calling for 'Expression of interest' from various agencies associated with the sports before selecting the agencies. The MS of SDAT also failed to incorporate a suitable clause in MoU (while submitting the proposal through the EC) for arranging coaching of eligible persons as recommended by Government, and for recommending a lower rate or free entry for deserving sports persons and poor students to use these facilities. The EC had also not considered the inclusion of such clauses for the benefit of deserving sports persons and students. As a result, the private agencies fixed high commercial rate for the utilisation of the services, which prevented participation of sports persons and students who could not afford the high rates being charged, as discussed in **Appendix 3.7**.

³³ Rs 30 lakh for construction of each building and Rs 6.50 lakh for purchase of furniture

(b) Test check of two more projects of public-private partnership revealed non-creation of sports facilities as envisaged by SDAT and thereby the intended objective of encouraging and popularising sports was not achieved, as discussed below:

- ***Private Academy for Table Tennis***

On a proposal by former national table tennis (TT) Champion Sri Chandrasekar to establish an academy for TT coaching, Government ordered (March 1996) the purchase of 9690 sq.ft. of land at Mugappiar Eri Scheme, Chennai. The land purchased at a total cost of Rs 20.06 lakh³⁴ was placed at the disposal of the academy (March 2001) on a ten year lease at the rate of Rs 1000 per ground per annum. Government had stipulated that the academy should be established within a period of five years from the date of getting possession of the land. The academy was not established and it approached (February 2007) SDAT for extension of the lease period to twenty years on the ground that the sponsors were worried about the short duration of lease. Despite his failure to submit any documentary proof for the mobilisation of required funds through sponsorship for establishing the academy in the near future, EC of SDAT accorded approval (April 2007) to certain amendments in the lease deed already enacted including the extension period of lease from the initial 10 years to 20 years and sought for the approval of Government. Government had not furnished (August 2008) any details regarding their approval, though called for by Audit in March 2008.

- ***Indoor stadium at Dharapuram***

Under the scheme of providing financial assistance to State and private agencies, GOI approved (August 1996) the construction of an indoor stadium at Dharapuram by a private trust "V" (Vishnu Lakshmi Trust), on their land, at a total estimated cost of Rs 71.25 lakh and sanctioned Rs 52.50 lakh. After the trust spent its share of Rs 19.10 lakh for the project, GOI assistance of Rs 47.25 lakh³⁵ was released to it through State Government. After getting the second instalment from GOI, the trust did not restart the work, citing various reasons such as non availability and rising cost of building materials, continuous rain etc. Despite GOI and State Government directing (October 2000 and December 2003) the trust to complete the work, no progress was noticed even till August 2007. The Senior Regional Manager, SDAT, Coimbatore, found during his inspection (August 2007) that the trust had converted the unfinished building into class rooms with black boards and was running a school, for its personal gain. Thus the buildings partly constructed were not utilised for furthering sports development and the GOI assistance of Rs 47.25 lakh incurred on it became unfruitful. The MS, SDAT stated (April 2008) that he would initiate action against the trust in consultation with GOI.

³⁴ Cost of the land: Rs 14.53 lakh, Registration and other charges: Rs 5.53 lakh.
³⁵ August 1996 (Rs 25 lakh) and July 1997 (Rs 22.25 lakh).

3.1.12 Sports Coaching Centres

3.1.12.1 Functioning of sports hostels and sports schools

Government provides financial assistance to four sports hostels³⁶, run by SDAT to help students pursue their regular course of study in a school of their choice in the vicinity of the hostel. Government also provides assistance to seven private schools having their own hostels wherein students excelling in sports are admitted. The students of sports hostels are provided specialised coaching by the coaches attached to the hostels. Selection of students for admission into sports hostels/schools was based on a district level efficiency test, followed by a state level test.

Perusal of connected records revealed the following:

Few students applied for admission to sports hostels.

(a) The number of students who applied for admission to sports hostels was very low in several districts and no application was received in several districts for disciplines like swimming and boxing during the years 2005-06 and 2007-08 (**Appendix 3.8**). All the schools in each district had not been addressed individually by the District Sports Officers in order to broad base the selection through wide publicity.

Admission of students of class IX and class XI against the decision of MS, SDAT.

(b) The MS of SDAT decided, among other things in a meeting of wardens of sports schools and hostels held in March 2005 that students of class IX and Class XI be avoided for selection in future and only classes VI and VIII students be considered so that they could stay for more years in sports schools/hostels as against the present situation. However, 487 out of the 796 students, newly admitted during 2005-08, were students of standard IX and standard XI, which was against the decision made by MS, SDAT in March 2005. As these students would spend less than four years in the hostel and they would be appearing in two crucial public examinations viz SSLC and plus two, their selection would not serve the purpose of sports development.

(c) In Tiruchirappalli and Tirunelveli hostels, coaches for two (Hockey and boxing) and three disciplines (Athletics, Hockey and Swimming) respectively against five and four disciplines respectively were not available thereby defeating the purpose for which such special hostels were established.

(d) The coaches of different disciplines of Madurai hostel informed (March 2008) Audit that a specified minimum number of students were required for effective coaching in team games. However the number of students available for three team disciplines in Madurai hostel was found to be insufficient to have effective coaching, as given in **Table 9**.

³⁶ Boys hostels at Madurai, Tiruchirappalli and Tirunelveli and Girls hostel at Erode.

Table 9

Name of discipline	Minimum students required for effective coaching	Availability of Children								
		Children of age under 14			Children of age under 17			Children of age under 19		
		2005-06 (A)	2006-07 (B)	2007-08 (C)	(A)	(B)	(C)	(A)	(B)	(C)
Basket ball	12	Nil	3	1	Nil	4	2	Nil	11	7
Foot ball	25	Nil	Nil	Nil	11	17	20	8	8	12
Volley ball	20	10	3	3	Nil	10	8	Nil	Nil	6

(e) As per the norms prescribed by Government the students of sports hostels were to be provided with 3000 kilo calories per day, 60 per cent of energy from carbo-hydrates and 20 per cent from protein. However, no attempt was made to evaluate the diet by a qualified nutritionist at any time, to ascertain whether the diet supplied in these hostels would be of the specified calories as per the standards. This was because there was no post of dietician available in these hostels and the menu was being decided locally.

3.1.12.2 Sports Academies

Government established 17 specialised sports academies in nine districts³⁷ during 2003-06 in the state with the main objective of identifying talented individuals and grooming them in a particular game, and also monitoring their performance to produce players of international standards through scientific and systematic training. MS, SDAT stated (June 2007) to Government that expenditure was incurred in connection with the training of sports persons under nutritional assistance, psychological motivation, sports medicines, technical analysis by engaging experts.

However, test check in two academies viz Diving Academy and Hockey Academy, both in Chennai revealed that no expenditure was incurred under these items except for one seminar on sports medicine held in Hockey Academy (during 2007-08). Apart from coaching camps for 27 days during 2005-08 conducted in two to four phases every year, no other training was conducted in the two test checked academies. None of the sports persons out of 41 to 56 enrolled in hockey academy per annum during 2005-08 secured any medal or any placement at State and National level and only one person out of 16 to 21 enrolled per annum during 2004-08 of Diving Academy performed very well at Junior National level.

3.1.13 Coaching

3.1.13.1 Inadequate availability of coaches

Government established (1962-2000) District Sports offices in all districts and sanctioned a total of 139 posts of coaches of which only 85 posts were filled up by SDAT as of March 2000. Sports Authority of India had placed 46 of their coaches under the control of SDAT. Based on the infrastructure facilities

³⁷ Chennai (6), Madurai(4), Salem (1), Virudhunagar(1), The Nilgiris (1), Tirunelveli(1), Pudukottai (1), Dindigul (1) and Nagercoil(1).

available in the districts and at State headquarters, SDAT assessed (March 2000) the requirement of coaches as 196 and decided to fill up the vacant posts (65) on contract basis. However SDAT started engaging coaches on contract basis only from April 2004. During the period 2004-08 many coaches retired and left SDAT and several new sports infrastructure were created³⁸. Based on SDAT's own assessment (March 2000) and further requirement of coaches for the new infrastructure created subsequently, Audit worked out that SDAT required a total of 235 coaches as of March 2008 (**Appendix 3.9 A**). As against this, SDAT had only 152 coaches (63 SDAT coaches, 13 SAI coaches and 76 contract coaches).

No requirement of coaches assessed since March 2000.

The MS, SDAT stated (April 2008) that the vacancies could not be filled up due to the Government ban on recruitment of posts since 2001. Though the ban was lifted in February 2006, no recruitments were commenced by SDAT even as of March 2008 and the matter was under prolonged correspondence with employment exchanges. It was further observed that no comprehensive assessment of requirement of coaches was made since March 2000 and no proposal was submitted to Government even as of June 2008 for creating new posts. The failure of MS, SDAT to take any concrete action to create and fill up the posts of coaches permanently, resulted in shortage of 83 coaches against the requirement of 235 posts (**Appendix 3.9 A and B**).

No coach for identified priority games in two districts.

SDAT has identified (December 1994, March 1997) athletics, hockey, volleyball, shooting, boxing, weight lifting and swimming as priority games³⁹ for the purpose of prioritising assistance and encouragement. However, two districts (Sivaganga and Thiruvallur) had no coaches for any of these priority games. In nine districts⁴⁰, there was only one coach for each priority game and in five districts⁴¹ two coaches each for the priority games. Thus even the identified priority games were neglected in 16 districts.

3.1.13.2 Performance of coaches

The performance of coaches was evaluated by the MS, SDAT based on the medal winners produced by them at State/National level. Analysis of the performance of coaches revealed that of the 62 regular coaches, 13 had not produced any State/National level medal winners during January 2004 - December 2006.

Contract Coaches, who had not performed were allowed to continue in SDAT.

In addition, 66 contract coaches were appointed during the first phase viz. April 2004 to August 2005. Of these, 20 were employed on contract basis by the MS, SDAT without the specified proper sports qualification. As per the contract agreement these coaches were to be provided incentive, based on the medal winning performance of their trainees. SDAT identified (July 2007). 41 of them as non-performers. However, 14 of these identified non-performers subsequently performed satisfactorily and received incentives. Three coaches

³⁸ Seven tennis stadia, 15 boxing rings, and 12 swimming pools

³⁹ The games in which the State had potential, had been selected as priority games to improve those games by giving priority to them.

⁴⁰ Kancheepuram, Nagapattinam, Ramanathapuram, Tiruvannamalai, Villupuram, Krishnagiri, Tiruvarur, Karur and Perambalur

⁴¹ Cuddalore, Namakkal, Salem, The Nilgiris and Theni

resigned or did not report and two coaches were weeded out. The remaining 22 non-performers continued to work with SDAT.

3.1.13.3 Upgradation of coaching skills

Poor implementation of the scheme of upgrading the knowledge and skill of coaches.

Government introduced (2004-05) a scheme “Upgrading the knowledge and skill of coaches” to provide opportunities to talented coaches and Physical education Teachers (PETs) to upgrade their skills and acquire international exposure through short-term courses/clinics abroad. Under the scheme Government agreed to provide a sum of Rs 30 lakh per annum. However due to poor implementation, SDAT could avail only a sum of Rs 37.94 lakh during 2004-2008 (32 *per cent* of total outlay for four years), out of which only Rs.17.30 lakh was utilised.

Audit scrutiny revealed that SDAT conducted only five coaching camps, two sports clinics and one sports seminar during 2003-08, apart from sending four coaches for training and as observers for National and International sports events in India and abroad. Though the MS, SDAT justified the continuance of the ‘upgradation of coaches’ scheme every year continued poor expenditure during 2004-08 showed that no concrete action was taken in this regard and SDAT had failed to avail funds and utilise the entire outlay of Rs 1.20 crore. Further, MS SDAT informed (May 2007) Government that coaches could be sent abroad only on invitations. Audit observed that MS, SDAT failed to probe the possibility of finding advanced training institutes abroad, tying up with them through formal MoUs for deputing coaches for advanced training under this scheme. In reply to an audit enquiry the MS, SDAT stated (April 2008) that steps would be taken to conduct training programmes in future.

3.1.13.4 Absence of latest techniques for coaching

National Sports Policy emphasises the need to provide scientific and technological back up to sports coaching. The MS, SDAT proposed (February 2005) to launch video simulation technology⁴² to analyse the players’ technical and bio-mechanical movements using specialized software for maximizing coaching inputs.

Video simulation technology envisaged for enhancing technical skills was not introduced due to non-purchase of required software.

SDAT engaged (March 2005) a consultant to demonstrate the new technique under Silicon Coach Software Training programme and trained 10 SDAT coaches on these techniques. MS, SDAT procured (April 2005) seven video cameras and accessories at a cost of Rs 2.80 lakh and spent Rs 80,000 on consultation charges. However, SDAT did not procure the required software to introduce the video simulation technique on a regular basis. The expenditure incurred on the purchase of video cameras thus proved unfruitful in the absence of the required software.

MS, SDAT had not taken any initiative for providing consultants for Sports

⁴² The technology involves video graphing the players from vantage points, feeding the video clips into the computer and analysing the players’ motion using specialised software.

medicine, psychology and nutritional advice. The MS, SDAT stated (April 2008) that the above programmes were not continued due to change in the management of SDAT. The new management did not continue the programme. Thus, the objective of providing scientific and technological backup to coaches was not achieved.

3.1.14 Physical Education in Schools

Government recognized the importance of Physical education and made it compulsory in schools. Physical education in schools has a direct bearing on achievements in sports. Identifying and encouraging talented sports persons has to ideally commence from early childhood, much before the designated agency for sports development intervenes with expert coaching techniques. The synergy created between sports development programmes and Physical education programme therefore could help the State to achieve laurels in the sporting arena.

Audit scrutiny revealed the following.

3.1.14.1 Shortage of Physical Education Teachers

Government prescribed (December 1997) norm of one Physical education Teacher (PET) for a High School with student strength above 250 and for every additional 300 students one additional post of PET was to be created subject to a maximum of three PETs per school. In respect of Higher Secondary schools, one Physical Director (PD) post is allowed in lieu of one Physical Education Teacher post.

The sanctioned strength of Physical Education Teachers/ Physical Directors and vacancy position in the State as of 2007-08 were not made available by the Director of School Education (DSE). The vacancies for 2006-07 revealed that against the sanctioned strength of 7,881 posts in all the High and Higher Secondary schools, 834 posts (11 per cent) were vacant. Specific reasons for the vacancy and the action taken to fill up the vacancies were not furnished by the Director of School Education.

The vacancies of Physical Education Teachers/ Physical Directors vis-a-vis the sanctioned posts in the sample districts along with shortage noticed as per norms fixed for providing PETs/PDs is given in **Appendix 3.10**, which ranged upto 33.1 per cent in respect of PETs and 37.5 per cent in respect of PDs. The shortage of PETs contributed to the following deficiencies as noticed in sample schools during 2003-08

(i) Physical education classes for different standards were clubbed together. PETs could not give individual attention to every student for furthering the talent identified.

(ii) Of the 61 sample schools, 36 per cent did not conduct "Jump, Run and Throw" (JRT) test, which is required to be conducted for students of all classes VI to XII at regular intervals to monitor and improve their performance. The Chief Inspector/Inspectress of Physical education (CIPE)

Eleven per cent Shortage of Physical Education Teachers in schools.

Non-conducting of mandatory sports tests in schools.

attributed (March 2008) the non-conducting of JRT tests to the introduction of World Beater Talent Spotting Scheme (WBTSS) tests. This is not tenable since WBTSS is not a substitute for JRT, as WBTSS covers only students of classes VI to VIII.

(iii) None of the sample schools (2004-05: 18 schools, 2005-06: 10 schools, 2006-07: 7 schools and 2007-08: 9 schools) conducted three WBTSS tests stipulated since 2004-05. Also, 17 per cent of Headmasters due to lack of sufficient Physical Education Teachers expressed difficulty in conducting WBTSS tests. Though Government permitted the diversion of Physical Education Teachers from nearby Government schools to the needy schools where PETs were absent, no such arrangements were made by the concerned Chief Education Officers for conducting the WBTSS tests. Due to non conducting of WBTSS tests, the Department lost the opportunity of identifying talented students at an early age.

(iv) Of the sample schools, 20 per cent did not conduct the intramural games⁴³ for want of sufficient Physical Education Teachers and students were deprived of the opportunity to develop a competitive culture through sports.

(v) Tenth Five Year Plan set up a goal of providing one PET in each of the middle schools in the State. However, Government had not taken any final decision in this matter. While none of 35146 primary schools in the State had a PET post, only 7 per cent of middle schools in the State (582 of 8126 schools) had sanctioned posts of PETs. Availability of adequate PETs in primary/middle schools is essential for identifying sports talent in children, as it was the right stage for identification. In neighbouring Karnataka, one PET is posted to every middle school to handle Physical education class, irrespective of student strength.

3.1.14.2 Lack of sports infrastructure in schools

Though National Bank for Agriculture and Rural Development (NABARD) and State Government provided funds of Rs 435 crore and Rs 111 crore respectively during 2002-08 towards development of infrastructure like construction of class rooms, library buildings, drinking water and toilet facilities, no play fields were constructed as part of school infrastructure during 2002-08. This reflected the importance given by Government/DSE to the creation of sports infrastructure in schools.

Scrutiny of records revealed that during 2003-06, GOI share of Rs 24.17 lakh (40 schools) and State share of Rs 50 lakh (51 schools) were given for the development of play fields. As the total number of Government schools was 12305, the coverage of schools (91 schools) was very meagre and hence was too low to make any impact. According to the survey questionnaire prepared by Audit, the delay/non-conducting of intramural games and WBTSS respectively was attributed to lack of play fields. Test check also revealed that 15 per cent of the sample schools did not have a play ground. Since school is the starting place for talent to be spotted in young children, failure in creating

Non-availability of play fields in all schools led to inadequate sports development.

⁴³ Games conducted within a compound of the school among students of that particular school by dividing the students into various houses for sports purposes.

play fields with necessary facilities would defeat the objective of Physical education.

3.1.14.3 Lack of funds to carryout Physical education

Lack of funds in schools led to non-conduct of Physical education activities.

According to Government orders, schools collect games fees as a component of special fee, at the rate of Rs 10, Rs 20 and Rs 30 from students of Standard VI to VIII, Standards IX and X and Standards XI and XII respectively. Of this, Rs 3, Rs 6 and Rs 9 respectively are to be remitted to Government account and the balance kept in school games fund and utilized for conducting intramural games, annual sports day, TA/DA expenses to the participants of extra mural games, maintenance of play fields and purchase of sports articles. However survey reports compiled by Audit revealed that 13 *per cent* of the 1034 Headmasters, cited lack of funds for not conducting intramural games and WBTSS tests. Schools which won games at zonal level did not participate in the next divisional level due to insufficient funds to meet TA/DA expenses. In respect of students selected for representing the State in School Games Federation of India (SGFI) games, the schools/students concerned were forced to spend during 2006-07 and 2007-08, atleast Rs 2500 per student to facilitate their participation, for want of funds in games fund and Government/DSE did not provide any financial help, there by forcing poor students to find sponsorships.

The games fund was used for various items of expenditure like purchase of sports articles, conducting school sports day (intramural games), payment of TA/DA to students participating in zonal and State level games, payment of affiliation fee to district school athletic association, remittance of one-third to Government account, maintenance of play fields, etc. Obviously, nothing was left out of the meager amount of Rs 10/20/30 per student to do very much to encourage Physical education.

3.1.14.4 Inadequate supervision of Physical education

Inadequate number of inspecting officers led to poor supervision.

Physical education in boys schools and co-education schools in 30 districts is administered through Regional Inspectors of Physical Education (RIPE) under the control of Chief Inspector/Inspectress of Physical education (CIPE) respectively. Chief Inspector/Inspectress are State level officers and play the main role in organizing sports events among the schools. The details of posts of RIPE and CIPE sanctioned and in position are given in **Table 10**:

Table 10

Category of schools	Regional Inspectors/Inspectress of Physical education (RIPE)		Chief Inspector/Inspectress of Physical education (CIPE)	
	Sanctioned	In position	Sanctioned	In position
Boys Schools/Co-education Schools	21	16	1	Vacant since July 2005
Girls Schools	4	4	1	1

As each Regional Inspector has to supervise around 718 schools every year at an average spread over atleast in two districts, and each Regional Inspectress has to look after at least five districts, shortage of manpower resulted in poor

supervision resulting in 59 *per cent* of sample schools not being inspected even once during 2003-08. This was aggravated further by the absence of any norms for the periodicity of inspection.

3.1.14.5 Participation in sports events

Competitions as a part of Physical education starts with intramural games at school level and culminates in state level school events. The survey statistics compiled by Audit indicated that 23 and 27 *per cent* of the sample schools did not send their students to participate in individual and team events respectively. Of 1034 Headmasters from whom details were collected, 52 *per cent* reported that due to want of adequate play fields, paucity of funds, lack of PETs and their academic time table, they could not conduct intramural games.

Middle school students were not invited to inter-school sports and games events.

The students of middle schools were not invited to inter-school sports and games events on the plea that they were under another HOD viz Directorate of Elementary Education and they do not contribute funds for hosting the events. The availability of PETs in a mere seven *per cent* of middle schools also made their participation in the events impossible. As a result, about 9.76 lakh class VI to VIII students studying in the middle schools (19 *per cent* of total students) were deprived of the chance to showcase their talents. Though Government/Department was well aware that it was the right time to train them and develop their talents, no action was taken.

Though 29.76 lakh students (43 *per cent*) of High/HS schools in the State were studying in schools run by Government and local bodies, the number of medals won by them was less (9 *per cent* of the total medals) than their counterparts in private schools. The lack of attention by PETs/PDs in sports related activities resulted in poor performance of students of Government schools at State level games.

3.1.14.6 Failure in obtaining funds for conducting school games

No funds released by Government for conducting school games after 2000-01.

For conducting events at State and District level, no funds were released by GOI after 1999-2000 and by State Government after 2000-01. This was mainly because, the State Government did not send proposals to GOI from 2001-02 onwards, neither did the Director of School Education demand funds in the State budget during 2002-03 to 2005-06. As a result, 76 students, who were selected as main players under various disciplines had not participated in the events, as seen from the test check of SGFI entry forms relating to participation in games during 2005-06 to 2007-08. In their place, second line students/standbys, who could afford to spend money, were allowed to participate in the games. Thus, the State was not represented by its best players. Besides, due to lack of funds, eligible players were deprived of the certificate of participation in such events which helps them get admission into professional colleges.

Affiliation fees of Rs 60,000, to be paid by DSE to SGFI for the years 2006-07 and 2007-08 is yet to be paid by the State despite several reminders. This could lead to banning of Tamil Nadu team in SGFI games.

3.1.15 Asset management

SDAT holds land, play fields and buildings all over the State. Besides, it also took over the land and buildings which belonged to the erstwhile sports councils, apart from the lands and buildings allotted/allocated by Government from time to time. However, SDAT did not maintain any record indicating the details of assets held in different parts of the State and the title deeds/alienation orders in respect of those properties were not kept in safe custody. Audit noticed that none of the sample districts had maintained such asset register. Thus, SDAT did not have a system of recording details of the assets.

- **Encroached lands**

Test check in two sample districts viz. Chennai (5,000 sq.m in Thiruvanniyur) and Dindigul (4 acres) revealed that the land of SDAT were encroached upon for over 17 and 16 years respectively (**Appendix 3.11**), reflecting the failure of the authority in keeping track and maintaining its assets.

- **Poor maintenance of Swimming Pools**

Maintenance of water quality is the most important factor in a swimming pool and any failure in this aspect would cause health problems to swimmers. According to Bureau of Indian Standards (BIS), the pH level⁴⁴ of the swimming pool water should be tested twice daily and the Total Dissolved Solids (TDS)⁴⁵ value and the residual chlorine value should be maintained within the standards, so as to make water fit enough for swimming.

Scrutiny of records in sample districts revealed the following:

(i) The MS, SDAT had not issued any instructions regarding the periodicity at which the value of pH, TDS and residual chlorine of the water were to be tested and as a result tests were not carried out regularly during 2003-07. Test check also revealed that TDS kits were not available in six out of the seven test checked swimming pools and the one available in Velachery swimming pool was not fit for use.

(ii) Water quality tests conducted at Anna swimming Pool and Velachery swimming pool (both in Chennai) revealed that the water was unfit for swimming due to high level of TDS. However no steps were taken by SDAT to change the water at periodic intervals.

(iii) The filtration plants at Velachery and Shenoy Nagar swimming pools (both in Chennai) were not operated for many years due to faulty/eroded inlet

⁴⁴ pH level – This should be between 7.5 to 8.5 to maintain the neutrality of water (neither acidic nor alkaline).

⁴⁵ TDS-Total Dissolved Solids are unfiltered Solid Wastes (body wastes, Chlorine, dirt, pollen etc) which reduce the activity of Chemicals added and should be maintained below 1500 mg/l.

Poor maintenance of water quality in swimming pools.

and outlet pipelines. Backwashing through filtration plant has also not been done to reduce the TDS, as the same was not working.

(iv) The pH level of water in the diving pool with capacity of 25 lakh litres at Velachery Aquatic Complex at Chennai was found to be 11 on 18 March 2008 indicating high alkalinity of water. The diving pool was not cleaned since August 2005 and the chemicals added to water to maintain the water quality had formed silt in the diving pool resulting in high alkalinity in the water. The authority stated that cleaning could not be taken up, due to water scarcity and lack of facility to store 25 lakh litres.

Non availability of required equipment in four swimming pools.

(v) While training aids such as kick boards, pull buoys, hand paddles, stretch chords, weight training equipment and heart rate monitors were not available in three district swimming pools (Erode, Dindigul, and Madurai), stretch chords and heart rate monitors were not available in Velachery, and Shenoy Nagar swimming pools (both in Chennai).

Life guards without requisite qualification in four swimming pools.

(vi) Of the 16 life guards of four swimming pools⁴⁶ (in three sample districts) who are required to watch the swimming pool activities from an elevated "Lifeguard stand" for ensuring safety of swimmers, only two possessed (one each in Dindigul and Velachery) the requisite life saving certificate. MS, SDAT had not taken any steps to provide the necessary life saving training and certificate to the remaining life guards. Also four swimming pools⁴⁷ had not been provided with life guard stands.

Perusal of records showed that seven deaths⁴⁸ occurred during 2002-08 in SDAT swimming pools.

3.1.16 Miscellaneous

3.1.16.1 Equipment for synthetic athletic track not purchased

Track equipment not purchased for synthetic track – failure to prepare comprehensive proposal.

A synthetic athletic track sanctioned (November 2004) at a cost of Rs 2.50 crore in Madurai stadium was completed (July 2006) at a total cost of Rs 3.38 crore. The additional expenditure of Rs 0.88 crore was due to the highly specialised nature of the work with a sub-base which has exclusive designs and an imported synthetic surface. After completing the work, Government sanctioned and released (September 2006) Rs 30 lakh to SDAT for procuring track equipment⁴⁹ of international standard to conduct national and international level competitions, for the newly laid synthetic track at Madurai along with the synthetic track under construction in Coimbatore through the respective District Sports Officers. The equipments were not purchased even as of April 2008 and the amount was kept in fixed deposits. The Universities Athletic Meet, National Women Athletic Meet, and Inter

⁴⁶ Velachery (4), and Shenoy Nagar (4) (both in Chennai), Dindigul (4), Erode (4).

⁴⁷ Velachery, Shenoy Nagar (both in Chennai), Dindigul and Erode.

⁴⁸ One death each in Erode, Nagercoil and Anna Swimming Pool, Chennai and two deaths in Salem and Tiruchirappalli swimming pools.

⁴⁹ Rotary board, Lap counter (equipment used in track events of international standard), Electronic starting gun, Variflex quick shade in stand canopies.

Sports-Hostel Athletic Meet were held in October 2007, November 2007 and February 2008 respectively on the synthetic track at Madurai Stadium, without the required equipment.

MS, SDAT failed to prepare a comprehensive proposal including the purchase of equipment at the initial stage of sanction of laying synthetic track itself for the approval of EC. As a result, the required equipment could not be purchased immediately after laying the track and the purpose of laying synthetic track for providing an opportunity to Indian athletes to experience international standard, was not achieved.

3.1.16.2 Unfruitful expenditure on Computerisation

Expenditure incurred on computerisation became unfruitful, as the system ceased functioning.

SDAT proposed (April 2005) to implement e-office, a computer based solution to enable faster processing and movement of files in SDAT headquarters and to make it a paperless office and for minimising deficiencies, improving responsiveness and simplifying the work of monitoring the schemes.

Accordingly, Member Secretary, SDAT after discussion selected (August 2005) “Min Aluvalagam”⁵⁰. The developer implemented the package in September 2005 at a cost of Rs 5 lakh and SDAT incurred an expenditure of Rs 8.21 lakh on computers and other peripherals. Being a ready made package, SDAT had not carried out a full fledged testing. Instead of utilising the services of the developer for customisation of the software package and its testing, MS of SDAT decided (April 2006) to do it with in-house expertise. No annual maintenance contract with the developer was entered into. The system ceased to function from June 2006. Perusal of records revealed that SDAT did not follow a formal and structured approach for implementing the system. Even the basic requirement of preparing “User Requirement Specification” before proceeding to development/customisation of the system was not followed. The software could not handle the system of recording “note orders for bill payment” and the cash transactions of SDAT. The General Manager, SDAT stated (April 2008) that the firm failed to correct the bugs which arose during the implementation stage and the source code provided by the firm was not functioning properly and the system administrator/computer programmer in SDAT was unable to rectify the problems in the e-office software. SDAT further stated that the firm would be approached again to rectify the deficiencies and to provide the correct source code to implement the e-office system.

3.1.17 Monitoring

Under the Societies Act, all registered societies should convene their annual general body meeting every year. General Body of SDAT with the Chief Minister as its president, met only twice (July 1993 and February 1997) since its inception in 1992. Further, SDAT has no system of reporting its activities including physical and financial performance achieved under various schemes

⁵⁰ A package developed in Linux platform with “MYSQL/PGSQL” as back end.

in an annual report for being presented to the General body meeting and Government. As such, Government is not in a position to have a comprehensive view of the programmes/schemes implemented by SDAT. It was further noticed that though the Secretaries to the Government, Sports and Youth welfare, Finance and Education were members of Executive Committee of SDAT under the Chairmanship of the Minister of Sports, they failed to monitor various schemes being implemented by SDAT leading to delays in completion of projects, lack of facilities in stadia and poor supervision in respect of CDS. Non-conducting of Advanced Training to Coaches and Sports Persons resulted depriving the benefits that could accrue from such training to them. Further, EC also failed to take notice of procedure for appointment of coaches with proper qualifications and weeding out of poor-performing coaches etc which resulted in poor performance by the sports persons trained by them.

In so far as Physical education is concerned the CIPE at State level and RIPE at District level are required to organize and monitor the Physical education activities of schools. However, no specific norms were laid out for inspection of schools and number of schools to be inspected during a year. Audit noticed that 59 percent of the sample schools were not inspected even once in the last five years. Shortage of manpower has contributed to this failure.

Due to poor monitoring and inadequate training as discussed in above paragraphs, the State could not improve its performance and the best position so far obtained was only 10th (2002) and 11th (2006) in National Games and SGFI games respectively and the State fared even worse (14th and 15th) in the above games during 2007.

3.1.18 Conclusion

Sports Development Authority of Tamil Nadu, the apex body for development of sports in the State, did not have a long term plan with well-defined targets and had not prepared the envisaged perspective plan. Sports infrastructure like outdoor stadia, swimming pools and indoor stadia, crucial to sports development, were lacking in districts. While SDAT was unable to spend Government grants given for infrastructure, abnormal delays were noticed in both taking up and completing many works in sample districts for providing infrastructure facilities. Infrastructure created was lying idle in two sample districts. SDAT permitted the establishment and maintenance of sports infrastructure for swimming, tennis and squash by three private agencies without any benefit to sports persons and students in the form of coaching or nominal rate or free entry to the created infrastructure. 83 out of 235 posts of coaches required were vacant. Continuation of non-performing coaches, improper implementation of schemes for upgradation of coaching skills and scientific training further affected sports development. World Beater Talent Spotting Scheme, implemented from April 2002, for identifying very young, talented sports persons for coaching to reach high performance levels, failed due to poor coverage of schools by the prescribed tests and poor participation of students in successive level competitions.

Imparting of Physical education in schools, envisaged for the full development of each child, was deficient because of shortage of Physical Education

Teachers, lack of play fields, lack of funds and inadequate supervision.

3.1.19 Recommendations

- A comprehensive plan for creation of sports infrastructure like outdoor stadia, swimming pools and indoor stadia has to be drawn up for each district, and necessary infrastructure created by utilizing Government grants, after assessing the extent of utilisation of existing infrastructure.
- Projects should be approved, only after finalising the site required for construction.
- Immediate action should be taken to complete the works lying incomplete for a long time, to avoid further cost escalation, and utilisation ensured.
- Required number of coaches for all disciplines should be provided to give effective coaching. The knowledge of coaches should be enhanced through scientific and updated training.
- SDAT must provide trained life guards in all the swimming pools besides maintaining the water quality in the swimming pools as per the prescribed norms.
- All schools (including middle) should be provided with sufficient Physical Education Teachers, infrastructure like play fields and sports equipment and enough funds given for imparting quality Physical education.

The above points were referred to Government in July 2008; reply has not been received (November 2008).

**SOCIAL WELFARE AND NUTRITIOUS MEAL PROGRAMME
DEPARTMENT**

3.2 Functioning of Juvenile Homes and other Institutions for children in need of care and protection

Highlights

For providing care, training and rehabilitation to neglected children and children in conflict with law by setting up Homes for them, the Juvenile Justice (Care and Protection of Children) Act, 2000 was enacted by Government of India (GOI) on 30 December 2000 and the corresponding rules were notified in June 2001. GOI amended the Act in August 2006 and prepared the model rules for the amended JJ Act in October 2007. To provide for the supervision and control of orphanages and homes for neglected women and orphaned/destitute children who are in need of care and protection, GOI enacted the Orphanages and Other Charitable Home (Supervision and Control) Act in 1960. In Tamil Nadu, functioning of the Juvenile Homes and other child care institutions run by Government and NGOs and the implementation of the relevant Acts/ Rules was deficient, resulting in denial of care, protection and welfare to the targeted children. Major audit findings are as under:

- **Though the amended JJ Act, 2006 required formation of Child Welfare Committees and Juvenile Justice Boards in each district, only eight JJBs and 18 CWCs are functioning for the 30 districts in the State. This led to delay in clearance of cases referred to them.**

(Paragraphs 3.2.8.1 and 3.2.9.3)

- **In violation of the Act, juveniles in conflict with the law and the children in need of care and protection were being kept in the same premises, exposing the innocent children to the delinquent juveniles.**

(Paragraph 3.2.9.1)

- **Children Homes and orphanages run by Government have not been authorized to place children for adoption, as required under JJ Act.**

(Paragraph 3.2.9.2)

- **Government had not established Special Homes for mentally or physically challenged destitute children. Services of medical officers were also not provided to a Home run by an NGO in Mayiladuthurai for children with special needs. This resulted in denial of medical facilities to 129 special children residing in the home.**

(Paragraph 3.2.11)

- **The destitute homes and the orphanages run under Director of Social Welfare (by both Government and NGOs) were not registered as per Section 19 of the amended JJ Act, 2006.**

(Paragraph 3.2.13.1)

- **The practice of insisting upon certificate of income or a certificate for the status of orphan deters the admission of orphans and hardly any orphans were admitted in the orphanages, in violation of the Act.**

(Paragraph 3.2.13.3)

- **Funds raised in September 2002 for rehabilitation of over 45,000 street children in six municipal corporations were lying unutilized (Rs 38.19 lakh) as of April 2008. Absence of adequate programmes led to non-rehabilitation of more than 30,000 street children in Chennai alone. Government did not act upon a proposal for establishing ten training centres for the children in four existing shelters.**

(Paragraphs 3.2.14.1 and 3.2.14.2)

- **There were only 18 Probation Officers against 68 required for the 22 Government Homes. Assignment of non-probation duties and other duties to them led to accumulation of more pending cases.**

(Paragraph 3.2.17.1)

- **For want of adequate staff, 40 out of the 45 units were inspected only once during the last five years. Five units were not inspected at all. As a result, major deficiencies were not identified.**

(Paragraph 3.2.20.1)

3.2.1 Introduction

Children constitute the principal asset of any country and their development is the best way to develop national human resources. A lot more has to be done for the health, nutrition and education of children and their protection is most important as they are vulnerable to exploitation and abuse. Several Acts in existence pertaining to children are listed in **Appendix 3.12**. The implementation of the Juvenile Justice (Care and Protection of Children) Act, 2000 (JJ Act 2000) in the State was entrusted to the Directorate of Social Defence. For rehabilitating orphans and destitute children, Directorate of Social Welfare (DSW) is separately running orphanages. Besides, NGOs are also running destitute homes for this purpose under the Orphanages and Charitable Homes Act, 1960.

The JJ Act 2000 was amended by GOI as the Juvenile Justice (Care and Protection of Children) Amendment Act (Amended JJ Act) 2006 and came into effect from 22 August 2006. Government of India modified the model

rules for the amended JJ Act 2006 in October 2007. State Government is yet to prepare the model rules for the implementation of the Act in the State.

3.2.2 Organisational set up

Directorate of Social Welfare (DSW) manages various orphanages, destitute homes and child care institutions for orphans and destitute children while Directorate of Social Defence runs Observation Homes, Children Homes, Special Homes and After Care Centers meant for children in conflict with law. Both the Directorates are under the control of Secretary, Social Welfare and Nutritious Meal Programme Department at Government level. The Director of Social Welfare (DSW) is assisted by District Social Welfare Officers, who are responsible for implementing the scheme of Government orphanages and NGO run destitute homes in the districts. The Commissioner of Social Defence (CSD) is assisted by a Joint Director, Deputy Director and Assistant Directors for implementing the schemes of various homes in districts. An organisational chart of the Directorates is given in **Appendix 3.13**.

As of March 2008, 260 institutions were functioning in the State under the control of CSD and DSW for rendering various services to children, as shown in **Table 1**.

Table 1

Name of the Directorate	Number of institutions functioning		
	Under Government	Under NGOs	Total
Directorate of Social Defence	30*	29*	59
Directorate of Social Welfare	27	174	201
Total	57	203	260

* including 15 Reception Units which accommodate the children only for a short stay.

3.2.3 System of providing services to the children

3.2.3.1 Child care services provided under Juvenile Justice Act

There are two categories of children as per Juvenile Justice Act, 2000 *viz.*, children in need of care and protection and children in conflict with law.

Children in need of care and protection are produced before Child Welfare Committees (CWC) by any Police officer, any public servant, childline, social worker, public spirited citizen and by the child on their own are kept in Reception Unit pending enquiry by CWC. After enquiry the child is either reintegrated with family or is sent to Children Homes for rehabilitation.

Children in conflict with law are produced before Juvenile Justice Boards (JJBs) by Police and are kept in Observation Homes or sent on bail pending enquiry. After enquiry the child is either acquitted or kept in Special Homes for rehabilitation. Children discharged from Children Homes/Special Homes are sent to 'After Care Centres' for higher education, ITI training, degree courses, etc.

3.2.3.2 Child care services provided through Government Orphanages

Government through its order in 1979 decided to start orphanages and admit children who are orphaned/abandoned by parents or relatives, children of single parent families where either of the parents had died/been imprisoned for a long term or had deserted, whose annual income was Rs 12,000 only and the children whose parents were unable to take care of them due to leprosy or mental illness etc.

Various institutions established under the two Directorates and the services provided in such institutions are given in **Appendix 3.14**.

3.2.4 Audit objectives

Performance audit was conducted to assess the following:

- The mechanism for enforcing various Acts and Rules relating to children including the institutions run by NGOs
- Method adopted for admission of children to various institutions
- Adequacy of institutions as compared to the estimated number of the targeted children and quality of services provided
- Quality (including adequacy of manpower) of the existing monitoring system

3.2.5 Audit criteria

The following criteria were adopted to assess the performance of various schemes in achieving the envisaged objectives.

- Government policy and provisions of Orphanages and Other Charitable Home (Supervision and Control) Act, 1960 and rules relating to the Act.
- Government policy and provisions of Juvenile Justice (Care and Protection of Children) Act 2000, as amended in 2006 and rules relating to the original and amended Acts.
- Codes and manuals of the Directorate of Social Welfare and Social Defence relating to the welfare and protection of children.

3.2.6 Audit scope and methodology

Performance audit for the period 2003-04 to 2007-08 was conducted in Social Welfare and Nutritious Meal Department (SW&NMP) in the State Secretariat, Directorate of Social Welfare (DSW) and Directorate of Social Defence during December 2007 and April 2008.

At the field level, records of eight out of 30 District Social Welfare Officers, 23 selected Government homes and orphanages and 46 selected institutions

run by NGOs in eight sample districts¹ (**Appendix 3.15**) were verified. The data on delinquent juveniles was collected from the records of State Crime Records Bureau, Chennai, Special Juvenile Police Unit, Directorate General of Police, and data on children neglected, abandoned etc., including street children was obtained from the Corporation of Chennai, Railway Police and Commissioner of Labour.

The audit objectives were discussed with the Secretary to Government, Social Welfare and Nutritious Meal Programme (SW&NMP) Department in an entry conference held in December 2007. An exit conference was held on 8 July 2008 in which the main audit conclusions were discussed with Secretary, SW &NMP Department.

Audit findings

3.2.7 Budget and expenditure

3.2.7.1 Funds provided and expenditure incurred

The budget allotment and expenditure on various schemes implemented by CSD and DSW for the welfare of children during 2003-08 is given in **Table 2**.

Table 2

(Rupees in crore)

Year	Directorate of Social Defence (JJ Act)		Directorate of Social Welfare (OCH Act)		Total	
	Allotment	Expenditure	Allotment	Expenditure	Allotment	Expenditure
2003-04	11.39	10.13	8.11	7.15	19.50	17.28
2004-05	10.07	10.45	7.70	7.32	17.77	17.77
2005-06	12.24	11.30	8.43	9.28	20.67	20.58
2006-07	14.75	12.76	8.97	7.90	23.72	20.66
2007-08	16.35	13.40	10.16	8.81	26.51	22.21
Total	64.80	58.04	43.37	40.46	108.17	98.50

The budget allotment of the Directorate of Social Defence decreased from Rs 11.39 crore in 2003-04 to Rs 10.07 crore in 2004-05 and then increased to Rs 16.35 crore in 2007-08 which showed increasing trend mainly due to increased allotment under child care institutions² under the Directorate. Similarly, the budget allotment of DSW after a marginal decrease from Rs 8.11 crore in 2003-04 to Rs 7.70 crore in 2004-05 increased to Rs 10.16 crore in 2007-08, mainly due to increased allotment under grants to NGOs for running the destitute homes.

¹ Chennai, Coimbatore, Cuddalore, Dharmapuri, Madurai, Nagapattinam, Ramanathapuram and Vellore.

² 2003-04: Rs 6.41 crore, 2004-05: Rs 6.59 crore, 2005-06: Rs 6.87 crore, 2006-07: Rs 7.70 crore and 2007-08: Rs 10.41 crore.

Savings during 2006-07 and 2007-08 were mainly because of reduced expenditure under “Programme for the care of destitute children – Assistance to Private Institution” operated by DSW and “Approved schools” operated by CSD.

3.2.7.2 Government of India grants not claimed

Under the scheme of Prevention and Control of Juvenile Social Maladjustment, GOI was to share the recurring cost of running the observation homes, children homes and special homes under JJ Act as given in **Table 3**.

Table 3

(in per cent)

	GOI	State	NGO
For Government Institutions	50	50	0
For NGO run institutions	45	45	10

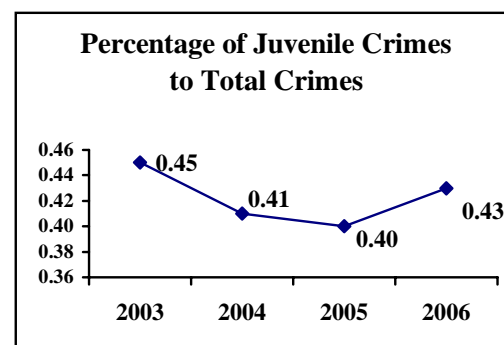
The grant from GOI was claimed by the State Government each year after ascertaining the expenditure incurred for Government run institutions. State Government, inspite of providing feeding charges at specified rates per child to all homes run by NGO’s, did not claim the share of the expenditure from GOI.

As of March 2008, 22 NGO run homes were under the control of CSD in the State. The omission to claim Central assistance of Rs 59.19 lakh towards maintenance grant in respect of 15 NGOs during 1996-99 was pointed out in the Report of Comptroller and Auditor General of India – Civil – Government of Tamil Nadu for the year ended March 1999. During current scrutiny, it was observed that maintenance grant of Rs 62.64 lakh due for 20 children homes and two observation homes run by NGOs relating to the period 2003-07 was not claimed.

3.2.8 Juvenile delinquency

The data compiled by the State Crime Records Bureau revealed that the share of crimes committed by juveniles in the State during the years 2003-06 as a percent of total crimes in the State was 0.45, 0.41, 0.40 and 0.43 respectively as shown in graph. Details are given in **Appendix 3.16**.

The largest number of juveniles indulged in theft (47.2 per cent), followed by burglary (18.5 per cent), causing death by negligence (12.1 per cent), attempted murder (2.8 per cent) and rape (1.2 per cent).



Though the number of juveniles apprehended declined steeply from 5,568 in 2002 to 1,974 in 2006, the number of juveniles apprehended belonging to the age group of 16-18 years was on the high side ranging between 953 in 2003 and 674 in 2006 (**Appendix 3.16**). This indicated that juveniles of this age group need to be given specific rehabilitation programmes.

As per the reports of State Crime Records Bureau, of the total juveniles apprehended during 2006, 19 *per cent* cases were disposed of after advice or admonition, 41 *per cent* were placed under care of parents/guardians, 3 *per cent* were sent to fit institutions³, 8 *per cent* were sent to Special Homes, 5 *per cent* were fined and 3 *per cent* were either acquitted or their cases disposed off. The remaining 21 *per cent* (417 cases) relating to the year 2006 are pending.

3.2.8.1 Inadequate number of institutions

Section 6 of the amended Act, 2006 (August 2006) requires that the Juvenile Justice Board be formed in each district within a period of one year from the date of commencement of the amended Act, by notification in official gazette in order to exercise powers to adjudicate and dispose cases of juveniles in conflict with law. However, as of March 2008, the State had only eight JJBs functioning as against the required 30 JJBs in as many districts in the State with some JJBs having jurisdiction over two to three districts, which eventually resulted in delay in disposal of cases. Similarly, section 16 of the amended Act requires establishment of Child Welfare Committees (CWCs) in each district for exercising the powers and discharging duties in relation to children in need of care and protection, within one year from the date of commencement of the amended Act. Only 18 CWCs⁴ are functioning as against 30 CWCs required in as many districts in the State, eventually resulting in delayed disposal of cases.

Further, model rule 58 to the amended Act provides for the parents / relatives of children visiting their children once in a month or more frequently in needy cases. All the child care institutions formed for taking care and protection of children under the Act have jurisdiction over a large area covering two to four districts. This resulted in admission of children in homes situated at places distant from the area to which they belonged, making it difficult for the parents / guardians from poor families to visit their children periodically.

3.2.8.2 Capacity utilisation of institutions

The details on the sanctioned capacity and the actual capacity utilised for children in the existing childcare institutions under the control of Government and NGOs are given in **Appendix 3.17**.

³ Fit institution means a Government or a registered non-governmental organization or a voluntary organization prepared to own the responsibility of a child and such organization is found fit by the competent authority.

⁴ Chennai, Chengalpattu, Coimbatore, Cuddalore, Dharmapuri, Dindigul, Erode, Karaikudi, Madurai, Nagapattinam, Ranipet, Salem, Tiruchirappalli, Tirunelveli, Thanjavur, Thiruvallur, Thoothukudi and Virudhunagar.

Only 18 CWCs and eight JJBs were available in 30 districts, as against the requirement of one CWC and one JJB in each district.

Against the total sanctioned capacity of 25,897 children in 245 institutions⁵ the actual capacity utilised was 20,172 children in 2007-08. Of the sanctioned capacity of 25,897 children, the total capacity of Observation Homes (2), Children Homes (20) and Destitute Homes (174) run by NGOs was 17,047. These homes accommodated 13,921 inmates during 2007-08. Thus, against sanctioned capacity, NGOs utilised 82 *per cent* while Government run institutions utilised only 71 *per cent* of its capacity.

In the absence of any baseline survey to ascertain the number of children who require care and protection, Audit could not ascertain the number of such needy children remaining uncovered by the institutions.

3.2.9 Implementation of JJ Act and Rules

The JJ Act was enacted to consolidate and amend the laws relating to both juveniles in conflict with law and children in need of care and protection. It also envisaged better treatment of children and catering to their development needs, by adopting a child friendly approach in the adjudication and disposition of matters to the best interest of children and for their ultimate rehabilitation through various institutions established under this enactment.

The deficiencies in implementation of the Act are mentioned in the succeeding paragraphs.

3.2.9.1 Mixing of children

Though the State Rules, 2001 notified under JJ Act 2000 and the GOI Model Rules, 2007 require that each home should establish and maintain exclusive living premises for housing different age groups of children, this was not complied with and children of all age groups from 5 to 18 years were put together. In 12 institutions⁶ in five districts out of eight test-checked, the juveniles in conflict with law and the children in need of care and protection were kept in the same premises. This was in violation of the Rule 40 of State Rules. As a result, innocent children in need of protection were exposed to criminal or quasi-criminal children. The CSD admitted (December 2007) the fact that the practice of keeping both categories of children together exists in three Districts (Salem, Tiruchirappalli and Coimbatore) because both Child Welfare Committees (CWCs) and Juvenile Justice Boards (JJBs) were functioning in the same premises in these cities. The CSD stated that instructions were issued to separate these two kinds of children and put them in different places. A comment on continued mixing of children in

Children in need of care and protection and children in conflict with law kept in the same premises in five districts

⁵ Excluding 15 Reception Units.

⁶ Government Observation Home for Boys and Girls, Government Children Home, Government Special Home for Girls all in Chennai.
Government Observation Home and Reception Unit for Boys and Girls in Tirunelveli.
Government Observation Home, Reception Unit for Boys and Government Children Home all in Thanjavur.
Government Observation Home and Reception Unit for Boys and Girls in Salem
Observation Home run by NGO and Reception Unit for Boys and Girls in Coimbatore.

Observation Home at Coimbatore is included in Para 3.2.10.1. Keeping boys and girls in Reception Units in the same compound was also not advisable and urgent steps need to be taken for providing separate premises in all institutions to prevent untoward incidents.

3.2.9.2 Adoption of children

Adoption of children by suitable parents is a measure for rehabilitation of the children. As per Rule 36 of State JJ Rules, 2001, Children Homes established under JJ Act and orphanages run by State Government should be recognised as agencies for the purpose of placement of children in adoption. GOI also insisted (December 2006) the State Government to ensure that opportunities be given to suitable parents for adoption of orphans, abandoned or surrendered children⁷ in need of care and protection who were admitted in various childcare institutions run by Government/NGOs. However, State Government has not issued orders authorising the homes to undertake adoption as recognised agencies (April 2008). No children from the State run orphanages under DSW or Homes under CSD have been adopted by willing eligible families. Thus the children in such homes were deprived of the opportunity to get rehabilitated within a supportive family.

State Government has not recognised Children Homes and Government Orphanages as special adoption agencies, as required in JJ Act

3.2.9.3 Delay in finalisation of cases

Delays were noticed in finalisation of cases related to both children in need of care of protection (handled by CWC) and children in conflict with law (handled by JJB) as discussed in the succeeding paragraphs.

- *Delay by Child Welfare Committees*

Each Child Welfare Committee constituted under JJ Act consists of a non-official Chairman and four members (including one woman member). The CWCs are vested with powers of Metropolitan Magistrate or Judicial Magistrate First Class. The committees were to sit thrice a week (Tuesday, Thursday and Friday) in the premises of the notified homes for inquiring into the cases of children brought to them. The committee assigns the case of each child to a social worker or child welfare officer of the institution or any recognized agency for conducting the inquiry and submitting a report containing an individual care plan and suitable rehabilitation.

The model rules notified by GOI in June 2001 specified that the inquiry by the CWCs be completed within four months or within such shorter period as may be fixed by the committee. The committee could, in the best interest of the child and for reasons to be recorded in writing, extend the said period under special circumstances.

Scrutiny of relevant records revealed that delays of more than six months were noticed in completing the inquiries during 2003-08 are given in **Table 4**.

⁷ Parents themselves given their children voluntarily for adoption.

Table 4

Name of the CWC	Total cases	Delay in completing the inquiries	
		6 months to one year	More than one year
Mayiladuthurai (Nagapattinam District)	79	25	17
Villupuram ⁸	327	28	26
Dharmapuri	446	24	1

This led to children being kept in Reception Units for longer period thus denying them formal education/vocation training during the period of delay. No abnormal delays were noticed in the remaining five sample districts.

• **Delay in Juvenile Justice Boards**

Finalisation of large number of cases was delayed by JJBs.

Eight Juvenile Justice Boards⁹, against the requirement of 30, were functioning in the State to deal with cases of the children in conflict with law. The Board consists of a Metropolitan Magistrate or a Judicial Magistrate First Class as Chairman with two social workers (including one women social worker) as members having powers conferred under the Criminal Procedure Code 1973. The Boards have to meet three days in a week (Monday, Wednesday and Friday) in the premises of the respective Observation Homes.

As per Rule 10 of State Rules, 2001 (approved in January 2002) under JJ Act 2000, the investigation agency is to complete the investigation in relation to a child in conflict with law within a period of three months so as to enable the JJB to adjudicate the disposition within four months. However the details collected from the eight sample JJBs revealed that cases were pending disposal for more than the prescribed period of four months in 60 to 92 per cent of cases in five JJBs as shown in **Table 5**.

Table 5

SI No	JJB at	Number of cases pending on 31 December 2007	Number of cases pending for more than 4 months	Percentage
1	Chennai	254	152	60
2	Coimbatore	277	248	90
3	Madurai	391	289	74
4	Salem	206	182	88
5	Tirunelveli	362	334	92

The number of cases pending in the remaining three test checked JJBs were relatively low (between 12 and 96). Further perusal revealed that the pendency of cases for more than a year on 30 September 2007 ranged between 18 and 63 in the above 5 JJBs. Details for the period ending 31 December 2007 are yet to be furnished to Audit (April 2008).

⁸ Excluding 2007-08 for which details are not made available.

⁹ Chennai, Coimbatore, Cuddalore, Madurai, Salem, Thanjavur, Tiruchirappalli, and Tirunelveli.

Such delays resulted in retention of children in Observation Homes for the period of delay and they could not be discharged or transferred to homes for getting proper rehabilitation benefits. The particulars furnished by CSD to Registrar, High Court showed that the delay was due to non posting of a full time magistrate to the JJBs, besides non formation of special juvenile police units in districts and handling of enquiry by prison Probation Officers. This indicated lack of co-ordination among the departments concerned. The delay in cases was also due to non-provision of infrastructure facilities and amenities for the day to day working of the JJBs, as stated by Members and Magistrates of the four JJBs¹⁰.

3.2.9.4 Recreation facilities

Model rule 28 (h) of JJ Act specified that adequate importance is to be given to providing leisure, creativity, playing facilities to children and ensuring a secured environment in homes where children were boarded. Various homes of the children are provided only with indoor game facilities and the facility for outdoor games, sports, etc., are lacking in the homes. In the test checked districts, four homes¹¹ out of nine Government run homes did not have play ground facilities. In the State as a whole, for 19 Government homes (excluding Reception Units and After Care homes) only 13 posts of Physical Education Teachers were sanctioned, against which five were in position. Government thus did not give adequate attention to providing recreational facilities. Therefore, the children were deprived of the same. While the buildings and surroundings in four homes¹² were not conducive for conducting sports and cultural activities, four homes¹³ functioning in rented buildings did not even have adequate space for playgrounds.

3.2.9.5 Inadequate manpower in Institutions

Under the scheme of Prevention and Control of Juvenile Social Maladjustment, GOI stipulated the staffing pattern of the Observation homes and Children Homes, established under the Juvenile Act for socially maladjusted children. According to the staffing pattern each Observation Home and Children/Special Home should have 23 different categories of staff¹⁴.

Shortage of manpower in the cadre of secondary grade teachers.

The staff position as on 25 February 2008, collected from the Director of Social Defence revealed that of the 1023 posts sanctioned for the Directorate as a whole, only 619 were in position and 404 posts (39 per cent) were vacant. The major vacancies were in the post of Secondary Grade Teacher (54 posts), office assistant (31 posts), watchman (29 posts), Guard/Junior Reception

¹⁰ Coimbatore, Cuddalore, Tiruchirappali and Tirunelveli.

¹¹ Cuddalore, Madurai, Vellore and Villupuram.

¹² Panchampalli, Ranipet, Royapuram and Thanjavur.

¹³ Coimbatore, Cuddalore, Madurai and Villupuram.

¹⁴ Superintendent: 1, Part time Medical officer: 1, Probation officer: 4, Vocational Instructor: 1, Teacher: 1, UDC: 1, Matron: 1, Typist: 1, Caretakers: 6, Chowkidar: 1, Cook: 1, Helper: 1, Group D: 1 and Sweeper: 2.

Home Assistant (26 posts), cook (22 posts) and sanitary worker (21 posts) as of February 2008.

Every institution was to provide education to all children/juveniles according to the age and ability as per requirement. Against 84 posts of secondary grade teachers sanctioned (54 posts), 64 *per cent* were vacant as of February 2008. Data collected from 8 out of 11 children homes functioning in the State, revealed that against 62 sanctioned posts of secondary grade teachers, 36 posts (58 *per cent*) were vacant. The vacancy position in 6 homes¹⁵ was acute, and would, obviously result in inadequate facilities of education to the children of these homes.

As per Government orders (June 2002), subjects like English, Mathematics and Science in Standards VI to VIII of middle schools should be handled by qualified graduate teachers. However, in the 9 middle schools attached to the homes¹⁶, these subjects were handled only by Secondary Grade teachers, as the posts of graduate trained teachers were not provided to these homes (except in school attached to Government Children Home, Chengalpattu).

3.2.9.6 Creation of Juvenile Justice Fund

No separate Juvenile Justice Fund formed as required in JJ Act. The existing Fund did not provide any assistance to children.

Rule 132 of State Rules, 2001 stipulated that the State Government should create a fund at State level called as Juvenile Justice Fund for the welfare and rehabilitation of the child dealt with under the provisions of the Act.

Besides voluntary donations, the Central/State Governments were also to make contributions to the Fund. The Fund was to be applied to implement the programmes for the welfare and rehabilitation of children, to pay grants-in-aid to NGOs, to meet the expenses of State Advisory Board and its purpose and to do all other things that are incidental and conclusive to the above purposes. The management and administration of the fund was to be under the control of State Advisory Board.

No Fund, exclusively for the welfare of children, has been created by the State Government as of April 2008. In July 2002, based on the proposal of CSD, Government changed the nomenclature of an existing welfare fund viz. "Tamil Nadu Welfare Fund for rehabilitation of the victims of moral exploitation" to "Tamil Nadu Social Defence Welfare Fund for women and children" and permitted CSD to utilise the funds for rehabilitation of children being dealt with under the provisions of the Juvenile Justice (care of Protection of children) Act 2000.

Out of the total available amount of Rs 1.81 lakh during 2002-08 under the Fund, Rs 0.96 lakh only was utilised and entire expenditure incurred was

¹⁵ Chengalpattu: 7 out of 13, Ranipet: 4 out of 8, Thattaparai: 7 out of 8, Thanjavur: 4 out of 8, Royapuyram: 3 out of 5 and Mallipudur: 4 out of 6.

¹⁶ Chennai, Chengalpattu, Ranipet, Thattaparai, Panchampalli, Thanjavur, Royapuram, Mallipudur and Villupuram.

towards financial assistance to women admitted to Vigilance/Protective Homes. No expenditure from the Fund was utilised for the welfare of children, though specified in the Government order issued on the Fund. A JJ Fund for children envisaged in the JJ Act 2000 was not created so far for serving the intended objectives.

3.2.10 Functioning of Homes for children in conflict with law by NGOs

Deficiencies noticed during test check in the functioning of various organisations/ institutions formed for the welfare of all children including orphans, juvenile delinquents, deserted and destitute children are discussed in the succeeding paragraphs.

3.2.10.1 Observation Home for children facing enquiry before JJ Boards

Two Observation Homes were run by NGOs in the State and neither were functioning properly.

- ***Observation Home at Coimbatore***

The District Collector, Coimbatore sent (October 2001) a report to Government stating that in violation of the provisions of the Act, the Observation Home run by the NGO (Discharged Prisoners' Aid society) was lodging juvenile delinquent boys and abandoned children in need of care and protection, in the same premises, which was bound to affect children psychologically at a tender age by exposing them to the bad influence of juvenile delinquents. He asked Government to recognize one or two protected homes for lodging the abandoned / orphaned children separately. Subsequently, the CSD requested (July 2002) Government to take over the home, as the management of the institution was not satisfactory. Government directed (June 2005) the CSD to inspect the home and forward a report to the Government for taking further action. The Assistant Director, Social Defence inspected (August 2005) the home and communicated the following:

- (i) The management did not take proper care of the personal hygiene of children.
- (ii) The staffing pattern of the home was not in accordance with the norms specified by the Government of India, educational needs of children were totally neglected and no professionally equipped, trained staff were posted for providing counseling, vocational guidance, moral support etc.,
- (iii) No vocational training was imparted, as there was no post of instructor in the home.
- (iv) Children were not given balanced diet and no efforts had been taken by the management to improve the quality of food and clothing;

Government did not take over the Observation home at Coimbatore, despite its poor functioning.

- (v) Bedding was not provided as per norms fixed by Government.

Assistant Director suggested the shifting of CWC to another campus and attaching it to another Children Home. He added that an NGO had to be identified in the district in order to look after innocent children in need of care and protection. In fact, a child of 13 years of age kept in the Observation Home run by the NGO in Coimbatore was beaten to death by fellow children in May 2008, as reported in the Press.

- **Observation Home at Madurai**

The Madurai based NGO (Children Aid Society) run observation home was not providing adequate medical, sanitation facilities, etc., for the children from 1996 onwards. The home had 25, 15, 33 and 17 children during 2003-07 against the sanctioned strength of 50. CSD forwarded (August 2000) a proposal to Government for taking over the home by Government stating that the NGO did not take proper care of the children of the home. No action has been taken by the Government (January 2008) even after lapse of seven years.

3.2.10.2 Children Home for girls at Madurai

A children home for girls at Madurai was functioning since May 2000 under the control of one NGO viz., People Association for Rural Development (PARD). As against the sanctioned capacity of 100, the actual children in the home during 2004-05 to 2006-07 were 15, 4 and 2 respectively.

Inspection of the home by the Probation Officer (October 2006) revealed that only 35 girls were admitted in the home since its commencement in May 2000 till March 2005. From March 2005 onwards, only two girls were in the home. The Probation Officer recommended the transfer of these two girls to a nearby home, to avoid payment of maintenance grant etc., to this NGO.

Perusal of connected records revealed that despite non-production of certain records including the stock register of diet articles during earlier inspection conducted by the Deputy Director (Regional office), Madurai in March – April 2004, no timely action was taken against the home except for the issue of a memo, calling for an explanation. Grant of Rs 2.37 lakh was also paid (March 2007) for the period April 2005 to March 2007. Government finally derecognised the home run by PARD only in June 2007.

3.2.10.3 Absence of rehabilitation measures

Welfare measures provided for rehabilitating the children admitted in 22 child care institutions for children in conflict with law viz., Government Children Homes (11), Government Observation Homes (6), Special Homes (2) and After Care Homes (3) such as marriage grant, family support scheme, lump sum assistance etc., are given in **Appendix 3.18**. No rehabilitation measures were provided to children admitted in institutions run by NGOs (two Observation Homes and 20 Children Homes) depriving those children of such benefits. The NGOs also did not introduce these welfare measures on their own utilising their funds to provide benefits to the children of their homes.

Only two girls were in a NGO run Home for Girls at Madurai, since March 2005.

Rehabilitation measures were not available in homes run by NGOs

3.2.10.4 Court directives to improve the condition of children homes

One NGO (Children Aid Society, Madurai) had filed a writ petition in High Court, Madras (2006) under Article 226 of the Constitution of India to direct all concerned to carry out the developmental activities for the improvement of the welfare of the children of petitioner's home. The High Court appointed an Expert Committee for this purpose with five members under a retired Judge to examine the conditions in different children in Homes, Special Homes, Observation Homes, shelter homes and the working of the JJBs and CWCs functioning under the Directorate of Social Defence and to make comprehensive recommendations for improving the conditions of the children of the homes and their rehabilitation. Five regional committees formed in October 2006, submitted their reports to the Expert Committee after visiting all the homes in their respective regions. The Expert Committee submitted their recommendations to improve the conditions in the homes especially in the areas of vocational training in modern trades, creation of more infrastructural facilities, fine tuning of probation services, enhancing the quantum of grants in aid to NGOs, improvement of the health care system prevailing in homes, appointment of more trained professionals to the homes and improvement of the competence of staff.

The major recommendations of the Committee are given below:

- a) Revamp Academic and Vocational Programmes
- b) Match buildings to meet the needs and functions of the concerned Institutions
- c) Fine tune the Probation Services
- d) Role of Police in handling child related cases
- e) Tracing parents of children who lost contact with their families
- f) Enhancing grants
- g) Differently abled Children
- h) Appoint Professionals such counsellors, psychologists, social workers and criminologists.
- i) Improving functioning of Juvenile Justice Boards by providing social worker members, full time magistrate etc.
- j) Improve competency of the staff
- k) Provide adequate budget for maintenance
- l) Ensure minimum standards

Details of action taken by the Department and Government reply on the recommendations and the Court's subsequent directives are given in **Appendix 3.19**. Of the 12 major issues for which directions were issued, Government promised to take action on all the issues within three to six months and submitted an "Action Taken Report" to the High Court

(March 2008). The next hearing in the case fixed for July 2008 has not taken place so far (September 2008).

3.2.11 Home for Children with Special Needs

According to Section 2 (d) (iii) of JJ Act 2000, a child in need of care and protection includes a child who is mentally or physically challenged or ill children or children suffering from terminal diseases or incurable diseases having no one to support them. Rule 47 of model rules for management of Juvenile/special homes established under the JJ Act 2000 issued (January 2006) by State Government stipulate that the State Government should run a home for destitute mentally challenged children and children with multiple disabilities. Such homes should have comprehensive care and rehabilitation centre involving the local community, local NGOs and should include specialized services with inputs from experts/academic bodies. Despite the above stipulation, State Government did not establish a special home for children with special needs. At present, no Children Home for the welfare of children with special needs is functioning under Government. Three such homes are run by NGOs with two at Chennai (Children Homes under Bala Vihar one for mentally challenged girls and another for mentally challenged boys) and another at Mayiladuthurai (Children Home under Arivagam for mentally and physically challenged).

Children with special needs referred to by the CWCs/JJBs from different areas of the State are being admitted in these homes and taken care of. The NGOs running these homes are getting only maintenance grants and no other grants like staff grant, building grant etc for taking care of said children with special needs. Due to the absence of more such homes in the State, children with physical and mental disabilities were put to hardship in getting admission and the parents/guardians were also experiencing difficulties in visiting these homes from different parts of the State.

A proposal by CSD, as part II scheme during 2006-2007 for starting three Government Children Homes and one home under NGO at a cost of Rs. 67.23 lakh¹⁷ for maintenance of differently abled children or ill children or children suffering from terminal diseases who require trained staff to look after them specialised doctors in the particular fields, facilities for frequent hospitalization of these children, supply of nutritious food, supply of extra clothing and bedding and other implements was not approved by Government.

¹⁷ Cost of personnel (Administrator: 1, Physiotherapist: 1, Social Worker: 1, Trained teacher: 1, Clerk: 1, Caretakers: 5, Attendant: 3, Sanitary worker: 2, Vocational Trainer: 1, Psychologist: 1, Medical Doctors (Part time): 2 and cook: 1): Rs 9.06 lakh per annum. Building rent: Rs 1.20 lak per annum, Medicines: Rs 2.40 lakh, Special Diet Rs 1.20 lakh and Food, Clothing etc.: Rs 1.35 lakh all per annum. Hearing aid/Recreational aid/ Furniture cots, beds, wheel chairs etc: Rs 5 lakh. Kitchen materials, plats, tumblers etc: Rs 0.15 lakh. Medical/Therepeutical aids and appliances: Rs 2 lakh and Disabled friendly toilets etc.: Rs 0.05 lakh.

Perusal of records of the home run by an NGO at Mayiladuthurai which had 132 children¹⁸ as of November 2007 revealed the following.

53 children died and 125 children escaped from the home at Mayiladuthurai during 2003-08

(a) As against the sanctioned capacity of 100, increased to 150 from September 2006, the average strength of children in this home during the three years 2004-07 was 92,105 and 113 respectively.

(b) During the period 2003-08, 53 children died; out of 125 children who ran away from home, only 58 were traced and 67 are still untraced/missing. Besides, 12 children went on leave during this period and had not returned.

(c) Children with special needs are admitted to the home through CWCs. The main records which are sent to the home when the child is admitted are order of CWC, the particulars of the child and a letter from the medical officer confirming the status of the child as a child with special needs. However, the medical history of the child or a complete medical report of the child containing the details of child's disability is not made available at the time of admission. As these children are prone to continued ailments, such a report would help the authorities of the home in early intervention and avoidance of extreme situations like death.

No medical officer was posted to the home of children with special needs functioning at Mayiladuthurai.

(d) Amended Rule 66A (2) of the JJ Act 2000 stipulates that every juvenile or child be provided with adequate medical care, both preventive and remedial, and special diet, as medically advised on grounds of illness or ill health. No medical officer was provided for the home inspite of repeated reminders by the authorities of home and the departmental officers. Only a taluk hospital is available near the home and it had no specialist doctors. In the District Advisory committee meeting held as early as in May 2004, the District Collector, requested the Chief Medical Officer, Mayiladuthurai to depute medical officers to the home when the necessity arises. However, the position has not improved even after this. Only a physiotherapist was arranged by the home for exercises.

CSD requested (November 2007) the Director of Medical Education / Director of Rural Health Services / Director of Public Health and Preventive Medicines to conduct periodical medical checkup once in three months in all institutions and to depute a doctor to conduct regular outpatient service for the children.

The Secretary of the Children's Home informed (March 2008) Audit that the institution is facing difficulty in getting doctors for medical treatment of children from GH, Mayiladuthurai and he had requested the CSD to provide a full time resident Medical Officer, preferably a pediatrician and sufficient number of staff to look after the children with different disabilities for providing care, protection and rehabilitation services.

¹⁸ Mentally retarded: 45, children with multiple disabilities: 43, Children having hearing impairment: 22, children with different disabilities: 19 and normal children: 3.

The CSD, under Part II scheme for 2006-07, proposed the setting up of a Children's Home for mentally retarded boys and girls at Mayiladuthurai in the existing Children's Home run by the NGO which was meant for both physically and mentally challenged children. CSD also proposed new complement of staff and infrastructure for the home at a cost of Rs 30.39 lakh. Government has not approved the proposal (April 2008).

Failure of the Government to provide the required staff and infrastructure to the home for mentally and physically challenged children in Mayiladuthurai resulted in poor functioning of the home besides depriving those children various facilities and services essential for their survival and rehabilitation.

3.2.12 Children escaping from homes

3.2.12.1 Runaway children/escape of children from institutions

Reports compiled from the test checked districts by Audit revealed that, 592 children escaped from 17 child care institutions run by Government and NGOs for children in conflict with law during the review period, 310 children (52 per cent) were missing/still to be traced **Appendix 3.20**.

Rule 70 of State Rules notified under JJ Act 2000 stipulates that in the event of escape, the officer in charge of the institution besides conducting immediate search of the missing children was to send a report to CSD after conducting an enquiry. The matter was also to be intimated to the parents/guardian immediately and the missing of children reported to the Police authorities. The officer in charge was to specify the security lapses, if any, noticed at the time of enquiry and to take suitable action against persons responsible for the lapses. Rule 71 of State Rules notified (January 2002) under JJ Act 2000 says that in cases of run away children, the search of the child was to be carried out besides sending a report to parents/guardian, and in case of frequent escape of children from an institution the monitoring committee was to study the factors causing such escapes and recommend appropriate remedial measures. The data compiled from the test-checked districts revealed that such escapes occurred continuously in many institutions. The details from two institutions from where several escapes occurred during the above period are discussed in the succeeding paragraphs.

Large number of children missing from Government Special Home, Vellore and Home for Special Need Children, Arivagam (Mayiladuthurai).

(i) Seventy-three delinquent children escaped from Government Special Home, Vellore on 11 occasions¹⁹. Of the above, 15, 19 and 21 children escaped at a time on three occasions. Sixty one children were located subsequently and 12 were yet to be traced out. The main reasons attributed by the Superintendent of the Home for the continuous escape from this home were inadequate security staff, poor/inadequate counseling services, absence of regular medical treatment facilities, lack of recreational facilities like play facilities for want of adequate space and play ground and inadequate formal

¹⁹ 31 August 2004: 2, 19 September 2005: 1, 9 November 2005: 3, 13 April 2006: 15, 2 October 2006: 1, 22 February 2007: 2, 7 May 2007: 19, 2 June 2007: 1, 9 August 2007: 21, 1 December 2007: 2 and 18 December 2007: 6

education. No remedial steps were taken by the Department to prevent such incidents, as the above escaped children were in conflict with law.

Incidentally, the data on security staff revealed that provision of security staff was inadequate as given in **Table 6**.

Table 6

Type of Home	Number of Homes	Name of the Post	Number of posts	
			Sanctioned	Vacant
Observation Home	5	Watchman	22	6
Children Home	3	Chief Guard	3	3
	6	Guard	30	16
	5	Watchman	20	10
After care organisation	2	Watchman	4	2

(ii) From the Home functioning for special need children (Arivagam) at Mayiladuthurai run by an NGO, 125 children with special needs escaped during 2003-08. Of these only 58 were reported as traced back, 67 children remained untraced as of April 2008. The main reason attributed by the Secretary of the Home for the escape of the children was inadequate medical facilities, which were essential for such children. Despite the matter being reported by the authorities of the Home repeatedly upto HOD level, a full time resident medical officer was not provided to this home containing children with special needs and sufficient number of other staff were not given to the home for providing care, protection and rehabilitation services (April 2008).

3.2.12.2 Children not returning from leave

164 Children, who went on leave did not return to Homes

Under Rule 81 of State Rules notified under JJ Act 2000, children in the institutions are granted 15 days leave in addition to the regular summer vacation leave of three weeks in a calendar year to participate in festivals, marriages etc. If they return to the institution within the stipulated period, the leave days shall be excluded in computing the period of placement in the institutions. Director of Social Welfare issued (May 1997) instructions to allow leave to the children in batches, and the Superintendent or any other connected officer in charge of the Home, before letting the children on leave, should obtain an undertaking from the parent/guardian of the children that they would bring the children back to home after the expiry of leave.

In four test checked districts, 164 children of five children homes²⁰, who went on leave during 2003-08 did not return to their respective Homes. As rehabilitation of these children was inadequate/half hearted, the efforts taken by the Department were futile due to the non-return of these children. No follow up action was taken by the Department to ensure whether these children have been rehabilitated properly.

²⁰ Government Children Homes at Panchampalli (42), Thanjavur (37), Ranipet (50), Arivagam Childrens Home (NGO), Mayiladuthurai (12) and Seva Samajam Children Home (NGO), Pallipatty, Chennai (23).

3.2.13 Government Orphanages and implementation of OCH Act, 1960

3.2.13.1 Integration of all child care institutions under the amended JJ Act, 2006

Orphanages and Destitute homes functioning under Directorate of Social Welfare were not registered under the amended JJ Act.

Consequent to the introduction of sub section 3 of section 34 to the Principal Act (as per Section 19 of the amended Act), all child care institutions run by State Government/NGOs were to be registered with Government, within a period of six months from the date of commencement of the amended Act, without prejudice to any thing contained in other existing laws. However, none of the 27 Government Orphanages and 174 Destitute Homes run by NGOs functioning under the control of DSW has been registered under the JJ Act, 2000. Scrutiny of records revealed that in November 2007 CSD had taken steps to cover the grantee institutions and *proformae* for receiving proposals for registration under the amended Act had been circulated to all Government/NGO run homes under the DSW. The DSW and the Commissioner for Disabled had also been addressed by CSD (March 2008) to obtain proposals in the format and recommend them after scrutiny to the CSD for taking further steps for registration. The CSD had also addressed (March 2008) the Director of Social Welfare and the Commissioner for Disabled to set up a cell in their offices to hasten the process. No further action was taken by DSW (July 2008).

3.2.13.2 Implementation of Orphanages and Other Charitable Home Act 1960

Orphanages and Other Charitable Home (Supervision and Control) (OCH) Act, 1960 was enacted by Parliament in April 1960 to provide for the supervision and control of orphanages, homes for neglected children and women, other like institutions and for other institutions concerned with it.

Government orphanages are functioning in the State since 1979-80 and they provide education, food, clothing, shelter and health care to orphaned children. To rehabilitate destitute children, Destitute Homes were run by NGOs in the State since 1974-75 by obtaining Government grants. As of March 2008, there were 25 Government Orphanages and 174 grant receiving Destitute Homes functioning under the control of DSW.

State Government established (October 2002) a Board of Control for the supervision and control of homes in the State. After the commencement of this Act, no person could maintain or run any home except under and in accordance with the conditions of a certificate of recognition as per section 13 of the Act. Every person desiring to maintain or run a home had to apply for a certificate of recognition to the Board in such form, containing such particulars as prescribed in Section 14 of the Act. Minimum standards regarding boarding, lodging, clothing, sanitation, health and hygiene, having regard to the conditions of the locale in which the recognised home was situated and its resources, had to be complied with in the home as per Section 16 (e) of the Act.

Institute funding without registration

Orphanages and Destitute homes were functioning without registration under OCH Act 1960.

A Board of Control is issuing recognition certificates from 2003 onwards to the organisations which run homes for children. Government fixed (May 2004) minimum standards in the children's orphanages run by NGOs relating to physical infrastructure, admission criteria, clothing, toiletry, bedding, staff, food and nutrition, health care and educational facilities etc. for adherence and for eventual recognition. Despite giving wide publicity in this regard, Government found that several organizations were running their orphanages without obtaining recognition. In December 2005, the Board of Control, which had been issuing recognition certificates to the institutions functioning under the control of DSW, delegated the power of giving recognition temporarily to the District Collectors and they were collecting the information of the existing institutions. DSW asked (December 2006 and January 2007) all District Collectors and District Social Welfare Officers to organise *cent percent* verification of all homes in the State by utilising the services of Revenue and Development Department officials to ensure that no organisation was running any home without recognition and to issue show cause notices or impose penalties on such homes which do not have the minimum standard prescribed (May 2004) by Government. DSW instructed all District Collectors to give a report by January 2007. The final report, however, is yet to be completed in respect of all institutions run under DSW in the State (June 2008). The present position in this regard had not been made available to Audit.

During test check, it was found that the required verification was not completed in six sample districts²¹ and 32 out of 174 destitute homes run by NGOs though functioning without recognition were getting grants regularly. Data compiled by Audit revealed that Rs 58.28 lakh was received as grants during 2003-08 by 14 of the above 32 unrecognised institutions.

- ***Institutes declared unfit***

Thirty-one orphanages in three districts (Coimbatore: 6, Dharmapuri: 14 and Nagapattinam: 11) in the State with more than 600 children, though declared unfit between November 2006 and September 2007, by District Social Welfare Officers continued functioning. Besides, in Coimbatore District 268 children were kept in unrecognized orphanages without any basic facilities. Seventy five children were kept in two homes in Nagapattinam District situated within 500 metres from the sea in violation of Coastal Zone Regulation Act despite the district being prone to disasters.

3.2.13.3 Admission policy not followed

Though one of the main aims of the Government homes under DSW is to cover orphaned and abandoned children, the practice of insisting on certificates of income or a certificate for the status of orphan from Revenue

The existing practice of insisting on certificate of income deter the admission of orphans.

²¹ Chennai, Coimbatore, Dharmapuri, Nagapattinam, Ramanathapuram and Vellore.

Boys in the age group of 5 to 10 were not admitted in Madurai home

Authorities deters the admission of real orphans. As a result, only single parent children or children with guardians were admitted in these orphanages, defeating the intended objective of Orphanage Act, 1960. Test check revealed that only five children out of 1468 children admitted during 2003-08 were orphans²² in seven test check Government Orphanages.

Besides, perusal of records revealed that boys above 10 years were discharged immediately on attaining the age of 10 or on completion of the class in which they were studying, whichever was later and such boys were thereafter left to the care of parents/guardians and no follow up was done thereafter. Though Director of Social Welfare stated that children who had no guardians/relatives were pursuing their education by joining various hostels run by NGOs and by Government, no details regarding such children were made available to audit.

Further, a child has been defined in both OCH, Act and JJ Act as a boy or girl who has not completed the age of 18 years. Orphanages were to admit children in the age group of 5 to 18 years as per Government orders (August 1979), therefore children below 5 years were not admitted in the homes and thus left without intended care and protection. In one district viz., Madurai, even boys in the age group of 5 to 10 years were not admitted. The cardinal objective was thus not achieved by Government run homes and vulnerable children had no chance of receiving protection and care.

Director of Social Welfare accepted (June 2008) that children above five years alone were admitted in Government Orphanages as per instruction contained in the order issued in 1979 and that the purpose of orphanage is to promote the educational status of children. The reply was not tenable as the orphanages were for giving care and protection to needy children and not merely for the promotion of education. Government also said that due to practical difficulties in keeping boys and girls above 10 years of age under one roof, boys above 10 years were not admitted and the boys were discharged after completing 10 years as per the existing policy decision and were helped in getting admission to the hostels run by other Government departments like Adi Dravidar and Tribal Welfare, Backward Classes Welfare, etc. This reply was not tenable as Government could not establish that all boys above 10 years were admitted to Government hostels. Government thus failed to provide suitable facilities for both boys and girls as per the Act.

Government further admitted (June 2008) that admission of children was made on the basis of certificate issued by Revenue authorities and hence no review was made at higher level regarding such admission and 'semi orphans' (1463 out of 1468 children in 7 test checked Government orphanages) in a poor family but having support of the parent/ relative/guardian were also admitted. This goes against the objective of running the orphanage for orphaned/abandoned/ neglected/ deserted children.

²² Children without parents or close relatives.

3.2.13.4 Inadequate grants for diet

The grant given towards diet charges per child, for children living in homes run by NGOs for children in conflict with law under the control of CSD, was increased from Rs 225 per month to Rs 450 per month, by Government in August 2007 on the decision of High Court to provide food at the cost of Rs 15 per day. However the grant for feeding charges to Government orphanages and destitute homes run by NGOs under the control of Director of Social Welfare continued to be at the rate of Rs 225 per child per month. Director of Social Welfare stated (May 2008) that the Government decided to increase the diet charges to Rs 400 per month. Government stated (June 2008) that the food charges of children in the destitute homes run by NGOs under the control of DSW were increased to Rs 225 per month from Rs 200 from 1 April 2007 onwards.

Incidentally, for the children homes and special homes under the CSD the scale of diet has been prescribed, while no scale of diet was prescribed for children of homes under Directorate of Social Welfare. In the absence of scale of diet for the children in orphanages it could not be ascertained whether the required calorie-value was maintained in the diet prescribed by the Directorate of Social Welfare.

3.2.13.5 Inadequate funds for infrastructure

Two buildings costing Rs.35 lakh constructed for orphanages at Madurai and Dharmapuri are lying idle due to inadequate facilities

Two buildings constructed at a cost of Rs 35 lakh for the orphanages at Madurai and Dharmapuri District were lying idle for more than 3 years. Government released the funds in instalments during 2003-04 (Rs 5 lakh), 2004-05 (Rs 10 lakh) and 2007-08 (Rs 10 lakh) for construction of building at Madurai. The constructed building was not utilized due to lack of compound wall around the building and non-availability of a night watchman. Being an orphanage for girls in age group 5 to 18, the above was considered essential for the security of the girl children. As a result the orphanage continued to function in a rent free building with asbestos roof without adequate facilities.



New Orphanage Building in Madurai without compound wall



As against Rs 1.30 crore sanctioned by Government for construction of a building at by Dharmapuri PWD, Rs 10 lakh only was released (August 2004) by Government for construction of administrative building in August 2005. Even this building which was situated at 20 km away from Dharmapuri, was not provided with dormitories, kitchen, class room, bath room and toilets and had only a partially constructed compound wall for the building which had 200 children. The District Collector, Dharmapuri inspected the premises in February 2007 and suggested immediate construction of building with required facilities. However, the orphanage is functioning from a marriage hall, at a rent of Rs 12,320 per month.

3.2.13.6 Lack of amenities

Amenities provided to children in the homes under CSD and those under DSW differ in respects of admission criteria, feeding charges, uniforms, scale of diet, medical benefits and educational allowance as shown in **Appendix 3.21**. As a result, the children of the institutions run by DSW were deprived of services which the children of the institutions under the control of CSD were enjoying. Government admitted (June 2008) the above facts.

3.2.14 Rehabilitation of Street Children

3.2.14.1 Survey of street children

Government conducted a special raffle draw on 15 September 2002 for rehabilitation of children roaming in streets and credited the net profit of Rs 42.93 lakh out of the proceeds in the Personal Deposit account of CSD in March 2004.

The Indian Society of Victimology, Department of Criminology, University of Madras entrusted with the task of situational analysis of street children in six municipal corporation areas conducted (March – April 2005) a survey of street children at a cost of Rs 5.92 lakh. The University received an advance payment of Rs 4.74 lakh. CSD reported (July 2007) to Audit that the balance

Funds raised for rehabilitation of children remained unutilized for over five years. Proposal for establishing training centres for street children was pending with Government.

amount was not paid to the University, as they had not received the final report after rectifying the defects pointed out (April 2007) by the Directorate. The remaining amount of Rs 38.19 lakh out of the proceeds of lottery was lying unutilised in the PD Account of CSD (April 2008).

The survey revealed that there were 45,334 street children in six municipal corporation areas²³. A proposal submitted (April 2007) by CSD to Government for establishing 10 training centers in the existing four shelter homes for training the children in four trades²⁴ at a cost of Rs 35.88 lakh was pending with Government (December 2007). Thus even after five years of special lottery/raffle draw, the major portion of its proceeds (Rs 38.19 lakh), though intended to be utilised for the rehabilitation of street children, has been lying unutilised since September 2002 due to delay in finalising the required proposals by Department/Government.

3.2.14.2 Programmes implemented for street children

Programmes for rehabilitation of street children were inadequate

Comprehensive Street Children Programme (State Scheme) and Integrated Programme with in-built educational and vocational training (Centrally sponsored scheme) are implemented by the department for the well-being of street children with the involvement of NGOs. The main aim of the scheme is to protect the child from a life on the street and their absorption in the national main stream. Under the scheme, these children are provided with shelter, nutrition, health care, hygiene sanitation safe drinking water, vocational training and recreational facilities besides protecting them against abuse and exploitation.

(a) The Night Shelter Programme, run earlier by the NGOs has been changed into Comprehensive Street Children Programme. The maintenance grant of Rs 65,500 earlier given for each shelter per annum has been raised to Rs 1,35,000 per shelter per annum (at the rate of Rs 225 per child per month for 50 children per shelter). At present six shelters²⁵ are functioning under the programme in the State.

(b) As of March 2006, six NGOs are implementing the Integrated Programme for street children by covering about 300 children per NGO. Thus only 1900 (5 per cent) children were covered under both Central (1800 children) and State programmes (100 children in two homes) together, as against 37,683 street children identified through a survey conducted in Chennai Corporation area by the Indian Society of Victimology, Department of Criminology, University of Madras in March/April 2005.

30,000 street children in Chennai yet to be rehabilitated

As most of the street children were yet to be covered under rehabilitation, State Government sanctioned (September 2006) Rs 6.75 lakh as grants in aid

²³ Chennai : 37683, Coimbatore: 1484, Madurai: 1897, Salem : 1734, Tiruchirappalli: 1610 and Tirunelveli: 926.

²⁴ Automobile mechanism (94 shelter homes), Granite cutting (one shelter homes) laying and polishing (4 shelter homes), DTP training and Air conditioning and refrigeration (one shelter home).

²⁵ Chennai (2), Madurai (2), Salem and Tirunelveli.

to NGOs for opening six more shelter homes in Chennai city with 50 children per home under the Comprehensive programme for street children by NGOs. Even after this, the Chennai city had more than 30000 street children yet to be rehabilitated.

3.2.15 Juvenile Justice Board

Juvenile Justice Boards are constituted under Section 4 of JJ Act to deal with cases of the children in conflict with law, status of inadequate facilities provided to these boards are discussed in the following paragraphs.

3.2.15.1 Strengthening of JJBs

JJBs were not provided with full time Magistrates, though instructed by Madras High Court.

To dispose of cases in time, the Madras High Court instructed the Government (October 2006) to consider appointment of regular judicial magistrates, instead of deputing them from the existing strength and identify the JJBs dealing with maximum number of cases for the purpose. CSD had collected the details of cases filed, disposed and pending from each of the JJB and from that data assessed the work load of JJBs and found that five JJBs (Chennai, Coimbatore, Salem, Madurai and Tirunelveli) had a comparatively larger work load and the number of cases disposed by other JJBs was very low i.e., below 30 *per cent* in a year. CSD had collected all the details of cases dealt by each JJB and assessed the workload of all JJBs and then finally forwarded (March 2008) a proposal to the Registrar General, High Court of Madras requesting for the posting of a full time magistrate to Chennai JJB and magistrates with additional charge of only one court to the remaining four boards besides increasing the number of sitting days as required by the Magistrate concerned. The matter is under the consideration of High Court, Madras (May 2008).

3.2.15.2 Inadequate infrastructure of JJBs

Infrastructure with the JJBs at Madurai and Coimbatore was inadequate

Government sanctioned (August 2004) construction of buildings of 6 JJBs²⁶. The Principal Magistrate JJB, Madurai stated (July 2008) that the building constructed for Madurai JJB was not utilised, as the constructed space (200 sq. feet) was not sufficient for conducting the JJB sittings and the building lack other essential facilities including chamber and toilet facilities etc. As such the new building was utilised to keep the documents²⁷ linked to the case and other things related to cases. Incidentally, Audit noticed that though specific minimum standard of accommodation was not mentioned in Rule 9 of the model rules notified by GOI under the JJ Act 2000, model rule 40 (3) notified by GOI in October 2007 stipulates that two rooms for JJBs/CWCs of 300 sq. feet each should be earmarked in the building for accommodation for an institution with 50 juveniles or children. In the absence of clear cut norms earlier, State Government/Department should have ascertained the minimum space required for the functioning of JJB based on the staff strength and nature of works allotted before construction of Government building for JJBs. In Coimbatore, the construction of building was yet to be taken up (April 2008)

²⁶ Coimbatore, Madurai, Salem, Thanjavur, Tiruchirappalli, and Tirunelveli
²⁷ Seized from the location of crime.

and the JJB continued to function in an Observation Home run by a NGO, without adequate space to conduct the Board's proceedings and to keep their records.

3.2.16 Improper location of CWC

CWC, Madurai was functioning at a place far away from city.

The CWC, Madurai was functioning since 2004, in a home run by an NGO at about 10 kms from Madurai. The center was too small to accommodate even the six staff of CWC and had no public transport except for a private minibus service. The Chairperson of CWC had communicated (October 2007) these difficulties to the DSW stating that due to inadequate public transport facilities there were difficulties in reaching the center by the public, Police and other departmental officials. Therefore, the number of children brought to the center for inquiry purposes declined gradually. He had also asked for the transfer of the center to the place where it was functioning earlier, as that place had the required facilities. Further action, if any, taken in this regard was not made available to Audit.

Similarly the CWC at Dharmapuri was functioning in an NGO home, situated at about 17 km from Dharmapuri town. Despite public transport being available, the center was not near the town to enable the public, police and departmental officials to approach it for placing distressed children for inquiry purposes.

Thus the CWCs at Madurai and Dharmapuri were so poorly located that they could not function efficiently as envisaged. The Secretary accepted the facts when the point was discussed in the exit conference.

3.2.17 Probation Services

Probation is a procedure for dealing with offenders (children) within the community. This was developed as an alternative to imprisonment or institutionalisation whichever is applicable to cases where guilt is established but where the judiciary considers that imposing of a prison sentence would do no good. As a conditional suspension of punishment, it provides for assistance to the probationers in the form of personal supervision and guidance during the probation period through Probation Officers, appointed for this purpose.

3.2.17.1 Probation Officers

Under Rule 97 of Tamil Nadu State Rules, 2001, State Government should appoint as many Probation Officers as possible in every district, as they enquire into and investigate the cases as received in JJBs and CWCs and prepare various reports prescribed in the Act. The Probation Officers are also given other responsibilities such as attending on various committees, conducting inspections and supervision of juvenile or child released on probation, and of discharged child/juvenile.

Probation Officers available were too few considering the number of cases.

Under the guidelines issued (after enactment of Juvenile Justice Act, 1986) by GOI for the establishment of various homes under JJ Act, four Probation Officers were required for an observation home with 50 children and

children/special home with 100 children. Thus, for 22 Government homes²⁸ 68 Probation Officers were required. As against this, there were only 18 POs in the State as of February 2008. This was because the posts of Probation Officers are not created taking into account the sanctioned capacity of children in the homes but only on the basis of number of CWCs. The number of Probation Officers was grossly inadequate considering the large number of cases involved. The Probation Officers were often assigned with non-probation duties/additional duties/responsibilities such as conducting inspection of De-addiction centers, *Swadhar* homes, Street children projects, children's homes run by NGOs etc. Scrutiny revealed that 788 and 1,083 cases were pending for conducting enquiry with Probation Officers in CWCs and JJBs at the end of 2006-07. The Committee constituted by the High Court, Chennai consequent to the writ petition filed by one NGO requesting Government to carry out activities for the welfare of children recommended fine tuning of the probation services by provision of more Probation Officers and voluntary probation services. CSD had submitted (October 2007) a proposal for 14 additional Probation Officers, in addition to 18 existing POs; so as to have one PO for each of the 30 districts in the State except Chennai which require three POs based on the existing heavy work load in the institutions in Chennai, and also because of inclusion of about 38,000 street children in Chennai classified as children in need of care and protection. State Government accepted (March 2008) the proposal of the Department for creation of 12 Probation Officers posts at a cost of Rs 26.20 lakh per annum as a new scheme during 2008-09, and the High Court directed (March 2008) the State Government to fill these posts within a period of six months. Government orders have not been issued as of May 2008.

According to Rule 85 of model rules on the amended Act, 2006, honorary or voluntary welfare officers and Probation Officers could be appointed from voluntary organisations and social workers found fit for the purpose and their services could also be co-opted into the implementation machinery to augment the existing probation service. Despite the shortage of 38 POs as compared to the pattern approved by GOI, State Government/Department has not initiated steps as per codal provisions.

3.2.17.2 Inadequate follow up by Probation Officers after discharge of children

As per model rule 87 read with Rule 15 (8), a periodical visit has to be made by the Probation Officer to the family or the place of the juvenile/child for a period of three years to assess the impact of rehabilitation programme suggested at the time of discharge. In addition, the character, relationship with family members, peer group relationship, behaviour with the community should also be assessed by the Probation Officer. If any lapses were noticed, the officer should intervene in the matter and make necessary arrangements to put things back to normal. A periodical follow up report has to be submitted

²⁸ Observation Home: 6 with 163 children, Children Home: 11 with 1139 children and Special Homes: 2 with 54 children and After Care Homes: 3 with 94 children

to the Home and the same should be recorded in the “Register of after care supervision” in specified form.

While no after care supervision was made by Probation Officer in respect of those discharged from Government Children Home for girls at Chennai after 2002 and from Government Children Home at Villupuram after 2003, the supervision done in respect of children discharged from Government Special Home at Vellore was inadequate. Scrutiny of the details collected from the Probation Officers in test checked districts showed that absence of follow up or poor follow up was mainly due to shortage of Probation Officers and the heavy work pressure on the existing officers. Due to poor/inadequate follow up, the impact of rehabilitation provided to these children could not be assessed.

3.2.18 Counselling services

- *More Psychologists, Counsellors required*

Professional help was inadequate for want of Psychologists and Counsellors

Many of the children admitted to the Children’s Homes and Observation Homes are abused and neglected children, they need the professional help of counsellors to help them lead a normal life. The Department had only two psychologists for this purpose, which was grossly inadequate. Therefore, CSD proposed (August 2004) counselling services through NGOs and asked for five counsellors for this purpose at an honorarium of Rs 3500 per month. Government also accorded (August 2004) necessary sanction for creation of posts of these counsellors.

There were 11 Government Children Homes and 6 Observation Homes, 15 Reception Units, two Special Homes for which only two psychologists (out of 3 posts sanctioned) and three counsellors are available in the Department at present. Further 20 Children Homes and two Observation Homes run by NGOs were not provided with the services of psychologists and counsellors. Six Juvenile Guidance Bureaus were also formed for the purpose of counseling and guidance to the children whose services were inadequate.

Due to lack of adequate professionals within the juvenile justice system, the Expert Committee constituted (October 2006) by the High Court recommended (August 2007) provision of required number of professionals for counselling purposes. Government had not filed any specific response to this recommendation initially. The High Court directed the Government to enlist the services of counselors, psychologists, psychiatrists, social workers and medical personnel in each district on an honorarium basis and/or voluntary basis within a period of three months from August 2007. Subsequently, the CSD had forwarded proposals on establishing Resource Centre²⁹ in all districts and for appointment of medical professionals. Government accepted (March 2008) the proposal for establishment of Resource Center in each district, outsourcing of part time medical officers/

²⁹ The primary objective of the Resource Centres is to provide counseling services to all children dealt under the JJ Act.

doctors on payment/visit basis and committed to release the funds for these purposes during 2008-09. However procedure and other details for outsourcing of medical officers/doctors are awaited from Government (September 2008).

3.2.19 Special Juvenile Police

No special Juvenile police units formed in the districts

Section 63 of JJ Act 2000 (Rule 93 of State notified rules) stipulate that police officers who frequently or exclusively deal with juveniles need to be specially instructed and trained. It also stipulated that in every police station at least one officer with aptitude and appropriate training and orientation was to be designated as the Juvenile/child welfare officer (Police) to handle the children in co-ordination with police. Special juvenile police units were to be created in every district and city to co-ordinate and to upgrade the police treatment of children. State Government or the local authority could also direct a juvenile in conflict with law undergoing any sentence or imprisonment, to be sent to a Special Home or kept in a fit institution for the remaining period of sentence.

There are in all 1,432 police stations in the State of which 196 are All Women police stations.

The DGP stated (February 2008) that Special Juvenile Aid Police Units are functioning in 6 cities³⁰ at present and these units are yet to be formed in districts. He further stated that proposals were already submitted to State Government and the same was under process. One Inspector and one Sub-Inspector had so far been trained in the course on “Regional Training and Sensitive Programme of Juvenile Justice” during December 2007.

3.2.20 Monitoring

3.2.20.1 Inspection of institutions

Inspection of homes was inadequate due to shortage of staff.

Since the child care institutions were situated in 19 districts of the State, the headquarters of the Directorate of Social Defence in Chennai and one branch office at Madurai, could not supervise the functioning of all institutions. Separate inspection staff was not available in the Department and the inspections were conducted by deputing regular staff. No internal audit party was available either in Chennai office or in branch office at Madurai. Inspection Committees, as required in section 35 of JJ Act 2000 were also not constituted.

The details of inspection conducted by regular staff during the last five years, as reported by the Deputy Director (Administration) are given in **Table 7**.

³⁰ Chennai City: 8 posts, Madurai City: 8 posts, Salem City: 5 posts, Coimbatore City: 7 posts, Tirunelveli City: 3 posts and Tiruchirapalli City: 6 posts.

Table 7

Year	Total number of Inspections				Shortfall in conducting inspection (Number of institutions)	
	To be conducted per annum		Actually conducted		Government institutions	Institutions run by NGOs
	Government institutions	Institutions run by NGOs	Government institutions	Institutions run by NGOs		
2002-03	24	21	3	5	21 (88)	16 (76)
2003-04	24	21	5	Nil	19 (63)	21 (100)
2004-05	24	21	17	17	7 (29)	4 (19)
2005-06	24	21	Nil	Nil	24 (100)	21 (100)
2006-07	24	21	2	Nil	22 (92)	21(100)

Except during 2004-05, inspections conducted were very few. While no units (both under Government and NGOs) were inspected during 2005-06, none of the NGO run institutions were inspected during 2003-04 and 2006-07. Shortfall in conducting inspection of Government institutions ranged between 29 percent (2004-05) and 100 percent (2005-06) and in respect of institutions run by NGOs ranged between 19 percent (2004-05) and 100 percent (2003-04, 2005-06 and 2006-07).

Of the 45 units to be inspected, five units³¹ were not inspected even once during 2003-04 to 2006-07, while the remaining 40 units were inspected only once during the above period.

The Deputy Director (Administration) stated that the institutions were not inspected annually because of shortage of staff. Absence of such periodical inspections would result in the continuance of poor functioning of homes.

Three JJBs and nine CWCs were not supervised annually by the Chief Judicial Magistrate as required in sections 14 and 9 of the amended Act.

3.2.20.2 Child Protection Units

According to the Section 24 of JJ Amended Act, every State Government was to constitute a Child Protection Unit for each district to take up matters relating to children in need of care and protection and juveniles in conflict with law to ensure implementation of the Act including the establishment and maintenance of homes, notification of competent authorities in relation to these children and their rehabilitation and co-ordination with various official and non-official agencies concerned.

No child protection unit was formed, as required in the Act

³¹ NGO run JGB, Vellore and NGO run units in Chennai: 4.

However, no State/District units were formed as envisaged in the Act for supervision and monitoring purposes.

3.2.21 Conclusion

There were shortages of Child Welfare Committees and Juvenile Justice Boards which led to delay in clearance of the cases referred to them. Juvenile delinquents and innocent children were put up in the same place in certain homes, in violation of the Act. Government had not established Special Homes for mentally or physically challenged destitute children. Services of medical officers were also not provided to a Home for children with special needs run by an NGO in Mayiladuthurai, depriving the special children of continuous medical facilities. The homes run by Director Social Welfare did not get registered under Section 19 of the amended JJ Act 2006. The practice of insisting on certificate of income or a certificate for the status of orphan was a major deterrent in admitting the orphans in the homes. Limited number of probation officers, psychiatrists and counsellors resulted in poor follow up and counseling services. The measures undertaken for rehabilitating street children were not adequate and large number of street children are yet to be rehabilitated in Chennai City alone.

3.2.22 Recommendations

- CWCs and JJBs should be established in each district to avoid any delay in finalizing the cases referred to them.
- Children of different age groups should not be kept together. Further, innocent children in need of care and protection should be kept apart from children in conflict with law and juvenile delinquents.
- Orphans, rather than the single parent children, should be admitted to orphanages and admission policy needs to be suitably revised.
- Government should expedite the process of registering all child care institutions under JJ Act.
- The required number of Probation Officers should be appointed to improve counseling services.
- Doctors should be posted in all homes and especially in homes for children with special needs.
- More attention should be given for adequate implementation of the schemes for rehabilitating street children.

The above points were referred to Government in September 2008; reply has not been received (November 2008).

**HIGHWAYS, HOME, HOUSING AND URBAN DEVELOPMENT,
MUNICIPAL ADMINISTRATION AND WATER SUPPLY AND
TRANSPORT DEPARTMENTS**

3.3 Traffic Improvement and Road Safety in Chennai Metropolitan Area

Highlights

Chennai is the fourth largest metropolis in India. The Chennai Metropolitan Area (CMA) covers 1172 sq.kms with a population of 70.50 lakh (2001) and the projected population in CMA is expected to be 88.20 lakh by 2011. There were 26.52 lakh vehicles in Chennai as on 1 April 2008. Road accidents in CMA increased from 4,202 in 2003 to 6,892 in 2007; fatal accidents went up from 509 in 2003 to 1,125 in 2007. Road infrastructure and road safety measures in CMA were inadequate. Major audit findings are as under:

- **Against the allocation of Rs 3794.67 crore for transport component under Chennai Metropolitan Development Plan during 2003-08, Rs 1473.20 crore were spent. Shortfall was mainly due to low expenditure by Highways Department. Under Tamil Nadu Urban Development Project expenditure incurred was only one per cent (Rs 3.89 crore) of the outlay for 2005-08.**

(Paragraph 3.3.7.2)

- **Though five agencies are responsible for traffic improvement, road construction and road safety, Chennai Metropolitan Development Authority, the planning and urban development authority for Chennai, has no mandate or power to coordinate the work of other agencies, or to monitor plan implementation.**

(Paragraph 3.3.8.2)

- **Of the 29 prioritised road works (cost: Rs 552.20 crore) and 15 Road Over Bridge/Road Under Bridge works (cost:Rs 293.76 crore) under Comprehensive Traffic and Transport Study, 10 road and six ROB/RUB works were not sanctioned as of April 2008.**

(Paragraph 3.3.9.1)

- **Out of 328 works taken up under Chennai Metropolitan Development Plan during 2003-08, 24 works (cost : Rs 108.23 crore) were dropped, 11 works (cost : Rs 219 crore) were transferred to other projects, 45 works (cost : Rs 356.99 crore) are yet to be commenced and two works (cost : Rs 50.61 crore) are to be re-tendered. Sixty seven works (cost : Rs 323.57 crore) were under progress as of March 2008.**

(Paragraph 3.3.9.2)

- **Forty eight road widening works were held up on account of non-shifting of electric poles and junction boxes despite payment of Rs 11.72 crore to the Tamil Nadu Electricity Board, as shifting charges.**

(Paragraph 3.3.9.3)

- **Out of the 17 infrastructure works (five flyovers, six ROBs/RUBs, four Grade Separators and two bridges) taken up by Chennai Corporation, only one flyover was completed and two flyovers were under progress as of March 2008. The remaining are yet to be commenced.**

(Paragraph 3.3.9.4)

- **None of the 29 road works proposed under Tamil Nadu Urban Development Programme III during 2005-08 was taken up indicating the poor and tardy implementation of the project.**

(Paragraph 3.3.9.5)

- **Inadequate parking facilities, non-provision of separate cycle track, encroachment of foot paths, inadequate pedestrian guard rails and prioritised subways in CMA, contributed to the deficient road development works and traffic management measures.**

(Paragraphs 3.3.11.1 to 3.3.11.5)

- **Non-synchronisation of existing signals, non-implementation of scientific systems like Area Traffic Control, ineffective monitoring through CCTV system and inadequate traffic policemen affected traffic enforcement.**

(Paragraphs 3.3.13.3, 3.3.14.1 and 3.3.14.2)

3.3.1 Introduction

The manifold increase in vehicle population, presence of both fast moving and slow moving vehicles, lack of road space/infrastructure, etc. are contributing to an alarming increase in accidents. As of 1 April 2008, Chennai accounted for 26.5 *per cent* (26.52 lakh) of the total vehicle population (1 crore) in Tamil Nadu. Road accidents in CMA increased from 4202 in 2003 to 6892 in 2007; fatal accidents went up from 509 in 2003 to 1125 in 2007. Accidents in most of the cases were attributed to negligent driving of drivers by the State Road Safety Council (meeting held in February 2008).

Government formulated a separate road safety policy only in April 2007 to control incidence of road accidents and to ensure safe travel to all road users, although a study on traffic improvement had been engaging their attention since 1992.

Besides causing pain, grief and suffering to the families of the victims, these road accidents also cause huge economic loss to the nation, which are not easy to measure.

3.3.2 Organisational set up

The five agencies responsible for traffic improvement and providing road safety in Chennai Metropolitan Area are given in **Table 1**.

Table: 1

Sl. No.	Name of the Agency/ Department	Responsibility entrusted to the agency	Administrative control vested in
1	Chennai Metropolitan Development Authority (CMDA)	Infrastructure planning and coordinating the various urban development activities in CMA.	Secretary, Housing and Urban Development Department
2	Highways Department	Maintenance of Highways within Chennai, Construction of Road Over Bridges (ROB), Road Under Bridges (RUB), Pedestrian subways, formation of new roads in CMA.	Secretary, Highways Department
3	Chennai Corporation	Maintenance of Corporation roads, in their area of jurisdiction, both bus route/ interior routes within Corporation limits. Provision of roads, construction of ROB, RUB, Pedestrian subways.	Commissioner, Chennai Corporation and Secretary, Municipal Administration and Water Supply Department
4	Chennai City Traffic Police	Traffic management measures including maintenance of signals and enforcement of traffic rules.	Secretary, Home (Police) Department
5	Transport Commissioner	Overall authority for providing road safety in Tamil Nadu issue of licences registration of vehicle etc.	Secretary, Home (Transport) Department

Special Commissioner and Transport Commissioner is the designated Road Safety Commissioner for Tamil Nadu to advise the Government on framing road safety policies, oversee road safety programmes and provide effective coordination between various agencies involved in road safety. He is assisted by Regional Transport Officers (RTOs) who are in-charge of issue of licenses, registration of vehicles, control of driving schools, etc.

Besides, at State level, a high level body called "State Road Safety Council" headed by Transport Minister, with members from various departments/agencies like Home, Transport, Highways, Municipal Administration, Chennai Corporation, etc. is functioning to advise and to make recommendation to the Government on all policies and programmes relating to road policy and road safety, by periodically reviewing the road policy.

3.3.3 Audit coverage and methodology

Records relating to traffic management, enforcement and road safety measures in the Departments of Home, Housing and Urban Development and Highways at the Secretariat with regard to Government decisions and directions, records at CMDA for planning, records of Highways Divisions and Chennai Corporation on implementation of various works on road infrastructure/traffic improvement and road safety and records of the offices of the Transport Commissioner and Commissioner of Road Safety and Additional Commissioner of Police (Traffic) were examined. Audit was conducted during January to April 2008 and June 2008 covering the period from 2003-04 to 2007-08. Important points noticed are discussed in the succeeding paragraphs.

An entry conference was held on 30 January 2008 and the audit objectives discussed with the Secretary to Government of Tamil Nadu, Home

Department. Major audit observations were discussed during the exit conference held on 18 July 2008 with the Home Secretary and other agencies concerned.

3.3.4 Audit objectives

Audit was conducted to:

- ascertain quality and effectiveness of planning;
- assess quality of road infrastructure;
- gauge the effectiveness of traffic management in ensuring road safety;
- determine the adequacy of manpower and equipment in enforcing traffic rules and regulations, and,
- examine the adequacy of measures taken up for educating the public on road safety.

3.3.5 Audit criteria

The criteria adopted to achieve audit objectives on traffic improvement and road safety were as under:

- National Urban Transport Policy, National Road Transport Policy and Road Safety Policy of State Government
- Comprehensive Traffic and Transportation Study Plans (CTTS) 1995 and 2004, conducted by CMDA and Plans prepared under Chennai Metropolitan Development Programme
- Second Draft Master Plan prepared by CMDA (Transport component)
- Indian Road Congress specifications
- Government orders issued from time to time
- Central Motor Vehicles Act, 1989 and Rules made thereunder.

Audit findings

3.3.6 Magnitude of the problem

The magnitude of problem observed by a study Comprehensive Traffic and Transport Study Plan (CTTS – 2004) conducted by CMDA revealed the following:

- ***Road network and growth of vehicles***

The city's road network comprises State highways (75 kms) and Corporation roads (Bus routes: 305 kms and Interior roads: 2475 kms). The major road network in Chennai is dominated by radial pattern converging at George Town which is the main central business district (CBD). The four highways are NH 4 on the south-west towards Bangalore, NH 5 on the North-west towards Kolkatta, NH 45 on the southern direction towards Madurai, and, NH 205 Thiruvallur High Road. Besides, Arcot Road, Kamarajar Salai, Thiruvottiyur High Road, Old Mahabalipuram Road and East Coast Road are other important radial roads.

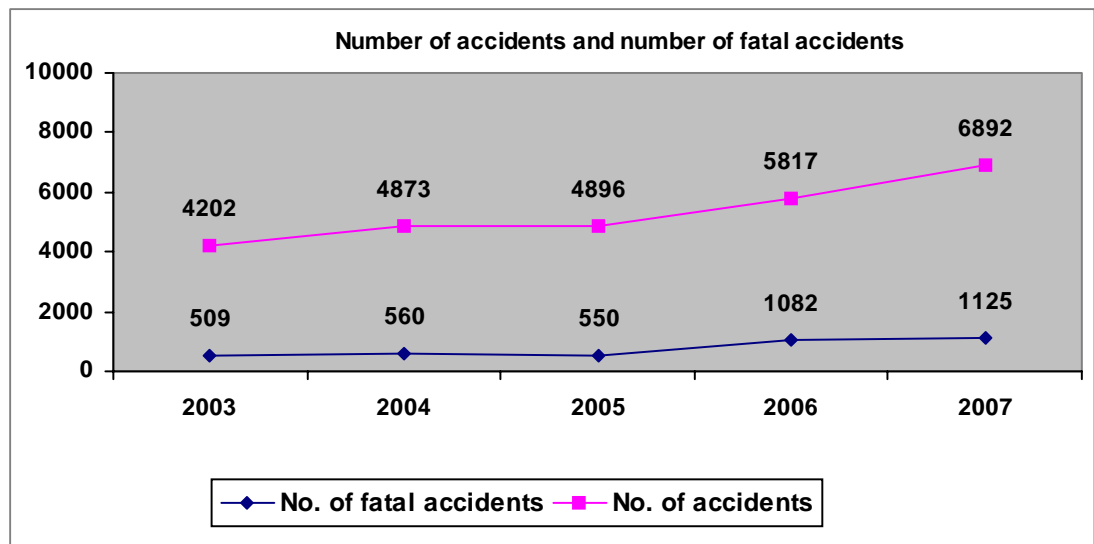
All arterial roads leading to CBD carry heavy traffic due to concentration of commercial, industrial and other employment related activities. While the increase in road space was only 3 to 4 *per cent* to the total area during 1984-2004 the increase¹ in vehicle population worked out to 1060 *per cent* during the same period. The volume of traffic is nearly 1.5 times the capacity in the link roads leading to CBD. The total number of motor vehicles in Chennai increased from 1.44 lakh in 1984 to 26.52 lakh² (1742 *per cent* increase) in April 2008.

- **Trend in road accidents and analysis of fatal accidents**

Chennai Metro occupied the second place among the four metros in the number of road accidents. Accidents in Chennai Metropolitan Area increased by 64 *per cent* during 2003-07.

The National Crime Records Bureau (NCRB), mentioned that Chennai metro came second (after Delhi) in the number of road accidents during 2006 among the four metros, despite having the lowest population.

The trend of road accidents in Chennai is given in **Appendix 3.22**. The data collected from Transport Commissioner shows that accidents in CMA increased by 64 *per cent* during 2003-07 and the number of fatal accidents went up by 121 *per cent* as shown in the graph.



Analysis of road accidents in Chennai in 2007, based on the types of roads and types of vehicles is given in **Appendix 3.23**. The analysis revealed that 27 *per cent* of the total road accidents in Chennai occurred on National Highways and the road accidents in other district roads constitute 73 *per cent*. Accident of cars and jeeps accounted for nearly 30 *per cent* of the total accidents, followed by two wheelers which accounted for 28 *per cent*. In fatal accidents the largest number of people killed were in accidents involving trucks, closely followed by two wheelers and then by cars/jeeps etc.

¹ 1,44,282 in 1984 to 16,74,185 in 2004.

² Non-transport vehicles: 25 lakh and transport vehicles: 1.52 lakh.

3.3.7 Financial Management

3.3.7.1 Funding pattern

During the period 2003-04 to 2007-08, infrastructure needs of the road sector in CMA were proposed to be met mainly through implementation of two major schemes viz. Chennai Metropolitan Development Plan (CMDP) and Tamil Nadu Urban Development Programme III (TNUDP III). While funds for the works executed by the Highways Department and Chennai City Traffic Police (CCTP) under the transport component of CMDP were to be provided in the respective departmental budget, funds for the works executed by Chennai Corporation and other agencies (Municipalities, Special Village Panchayats/Town Panchayats, Panchayat Raj Institutions in the peripheral area of CMA) were to be met by those local bodies either from their own funds or through institutional finance obtained by them. TNUDP III was implemented with assistance from World Bank. Besides, funds were released by Government to Road Safety Fund for eventual utilisation on road safety measures.

3.3.7.2 Financial achievement

The year-wise allocation made and expenditure incurred during 2003-08 under the traffic component of CMDP and TNUDP III are as under:

Table : 2

(Rupees in crore)

Year	CMDP		TNUDP III	
	Allocation	Expenditure	Allocation	Expenditure
2003-04	406.14	412.16	Nil	Nil
2004-05	679.73	237.28	Nil	Nil
2005-06	936.23	240.63	53.18	0.35
2006-07	978.26	240.13	186.68	0.53
2007-08	794.31	343.00	139.72	3.01
Total	3794.67	1473.20	379.58	3.89

- **Chennai Metropolitan Development Programme (CMDP)**

Against the allocation of Rs 3794.67 crore for the transport component under CMDP during 2003-08 only Rs 1473.20 crore (39 per cent) were spent. The component wise break up details during the above period as reported to Government, are given in **Appendix 3.24**. Shortfall was mainly under the traffic component of Highways Department. Though funds were allocated under CMDP during 2004-08 for the CCTP towards infrastructure development, no amount was sanctioned by Government as of March 2008.

- **Tamil Nadu Urban Development Programme (TNUDP) III**

Against the estimated outlay of Rs 379.58 crore for the first three years (total project outlay - Rs 604.01 crore for 2005-11) only Rs 3.89 crore (1 per cent) was incurred under this programme towards establishment expenses (Rs 3.08 crore) and on purchase of traffic control equipment (Rs 0.81 crore).

Financial achievement under traffic component of CMDP was poor (39 per cent of total allocation).

3.3.7.3 Inadequate provision of funds for traffic component of CMDP executed by Highways Department

Details of allocations made under traffic component of CMDP to Highways Department, and the actual budget allocation made by Government, along with expenditure incurred during 2003-2004 to 2007-2008 are given below in **Table 3**.

Table : 3

(Rupees in crore)

Year	Highways department					Percentage of expenditure to CMDP allocation
	As per CMDP plan allocation approved by Government	As per accounts (sub-head: 5504 80 800 JW) CMDP				
		Budget allocation	Reappropriation	Final Modified Appropriation	Expenditure	
2003-04	NA	50.00	(-)35.00	15.00	15.00	--
2004-05	410.11	50.00	(-)25.23	24.77	24.61	6
2005-06	463.50	148.00	(-)83.59	64.41	64.40	14
2006-07	650.27	200.00	(-)112.10	87.90	87.98	14
2007-08	350.00	200.00	(-)90.50	109.50	109.49	31
Total	1,873.88	648.00	(-) 346.42	301.58	301.48	16

In the CMDP review meeting held on 25 January 2008, Highways Department attributed the poor expenditure to land acquisition problems in cases of road widening, shortage of bitumen, shifting of electrical poles and cables, tendering problems, etc.

The above data showed that the funds Government provided in the budget, were far lower than the annual allocation made under CMDP for traffic component. However, expenditure could not be incurred even against this reduced allocation. As the outlay of the project was agreed upon (2003) after discussion with the Department, the reduced budget allocation implied that the Department had not prepared and finalised proposals in time for the project allocation agreed to, thereby affecting the pace of implementation of the project. Despite this being pointed out in the periodical review meetings conducted by the Vice-Chairman of CMDA on the progress of CMDP, the position has only marginally improved during 2007-08.

3.3.8 Planning

As part of the urban planning process, CMDA prepared an investment plan for CMA in 2003 for providing various infrastructure facilities in CMA which included investment plan for transport infrastructure. This transport infrastructure plan covers road development as well as urban rail and bus transport services taking into account the integrated long term view of the transport needs of the CMA.

A new quick study "Comprehensive Traffic and Transport Study Plan" (CTTP) was also conducted in 2004 for prioritizing the works to be taken in CMA for its development.

Road Safety Policy formulated only in April 2007.

Government formulated the Road Safety Policy only in April 2007. However, during 2007 (January–December 2007), the number of accidents and the number of fatal accidents increased by 18.5 *per cent* and 4 *per cent* respectively in Chennai over the base year 2006.

For a comprehensive approach in each and every fatal accident case and to find out the factors which have contributed to the accidents, an inter-departmental team of officers comprising Police, Transport and Highways Departments was constituted (October 2007) to furnish a comprehensive report to the Transport Commissioner through the District Collector within three days after the joint spot survey with specific recommendations on punitive, preventive and remedial measures to be initiated to avert such accidents in future besides providing useful inputs for policy initiatives by Government. Thus, the first joint indepth analysis of fatal accidents commenced only from November 2007.

3.3.8.1 Master Plan

Draft Second Master Plan was approved by Government, 13 years after it was prepared.

Subsequent to the first master plan (August 1975), the draft second master plan – 2011 was prepared by CMDA in June 1995. Due to writ petition filed by public in the High Court, it could not be finalized. The revised master plan submitted (November 2007) by CMDA was approved by Government in September 2008 after obtaining public views. Some of the major investments suggested under Traffic component in the plan are given below:

- (i) Strengthening and expanding the urban rail network including MRTS
- (ii) Improving the capacity of the major arterial road corridors and promoting exclusive bus lanes, where applicable.
- (iii) Augmenting the capacity of the major road corridors by constructing elevated highway along the median of the road.
- (iv) Augmenting the capacity of major sub-arterial road corridors.
- (v) Removing bottlenecks in the road / rail corridor such as road rail crossings, narrow bridges across river / canals etc.
- (vi) Increasing the transit operation by development of LRT / Sky bus along select corridors.

Thus, Government took more than a decade to finalise the second master plan of the city.

3.3.8.2 Lack of co-ordination between various agencies

Traffic and transportation schemes are presently implemented by several departments and agencies. While long term planning and coordination is carried out by Chennai Metropolitan Development Authority, individual infrastructure schemes are executed by Department of Highways and Rural Works, Chennai Corporation, Metropolitan Transport Corporation, Railways etc. Traffic enforcement is carried out by Traffic Police. Though several committees exists to co-ordinate implementation of the schemes in Chennai Metropolitan Area, the co-ordination of these committees is very limited, in the absence of financial and administrative powers vested in them.

Chennai Corporation, on their own, decides and executes various projects like flyovers, subways which were not among the works identified under the Chennai Metropolitan Development Plan, CTTS 2004 etc. finalized by

There was no authority to co-ordinate the work of the agencies and monitor plan implementation.

CMDA. This resulted in non-synchronisation with CMDP plans. This also showed the lack of co-ordination among the agencies.

Member Secretary, CMDA stated (March 2008) that CMDA had no mandate to enforce co-ordination among the implementing agencies. He added that constitution of a centralised agency would help in effective monitoring of the implementation.

National Urban Transport Policy recommended (February 2005) creation of a Unified Metropolitan Transport Authority (UMTA) for every major urban area to ensure the integration of the planning and operation of all transport modes and inter linking transport development with development as a whole. The State Level Steering Committee prepared a blue print for setting up the unified agency in July 2007 which would initiate planning, monitoring, implementation of public transport scheme so as to switch over to control and operation of various public transport modes in due course. The envisaged authority was set up only in March 2008. Government constituted (March 2008) a cell structure with the Transport Minister as Chairman to deal with urban transportation system initially, which was to be expanded later to cover the system planning, monitoring and overseeing the implementation of schemes and coordination between various public transport modes.

3.3.9 Implementation of projects

Out of 357 works proposed under CMDP and TNUDP III during 2004-08, at an estimated cost of Rs 1592 crore, 179 had been completed, 67 works (cost: Rs 324 crore) were in progress, 76 works (cost: Rs 408 crore) were not commenced and 35 works (cost: Rs 737 crore) were dropped or transferred to other projects as of March 2008.

Details of works taken up under various projects for traffic improvement and road safety in CMA and their status are given in **Appendix 3.25**.

Slow progress of works and delay in taking up of works, etc., resulted in Government's failure in achieving the proposed objective of traffic improvement and decongestion, as discussed in the succeeding paragraphs, project-wise.

3.3.9.1 Prioritized road works under Comprehensive Traffic and Transportation Study (CTTS) - 2004

The CTTS 2004, prioritized 29 road works and 15 ROB/RUB works to be taken up for improvement of roads.

Of the 29 road works (cost of Rs 552.20 crore) selected for implementation (during 2004-05) through Highways Department, 10 works (costing Rs 149.11 crore) were yet to be sanctioned by Government (April 2008). Thirteen works (cost: Rs 253.24 crore), sanctioned for execution under TNUDP III were under Draft Project Report (DPR) stage (April 2008). Of the remaining six works sanctioned under CMDP, two works³ (cost: Rs 46 crore) were dropped for

Slow progress in taking up works prioritized under CTTS 2004.

³ Widening and strengthening of Sardar Patel Road (6 lanes) (cost : Rs 6 crore) and widening and strengthening of Thiruvottiyur – Ponneri- Panchetty road (cost Rs 40 crore).

taking up under other schemes; three works⁴ (cost Rs 95 crore) were under progress and tender for one work⁵ (cost Rs 8.85 crore) was not finalised.

Of 15 ROBs/RUBs (costing Rs 293.76 crore), while six works (cost: Rs 126.28 crore) were yet to be sanctioned by Government, five works (cost: Rs 110 crore) were proposed by Highways Department under TNUDP III subsequently and were under DPR stage. Four works (cost: Rs 57.48 crore) sanctioned during 2006-07 (three) and 2007-08 (one) were taken up by Chennai Corporation under CMDP and were under progress.

Due to non-taking up of these ROB/RUB works, the bottlenecks noticed in those places continued and the flow of traffic affected, causing hardship to the public.

3.3.9.2 Works under Chennai Metropolitan Development Plan (CMDP)

Of the 328 works taken up under CMDP, 24 works were dropped, 11 works transferred to other projects, 45 works yet to be commenced and two works to be re-tendered.

Chennai Metropolitan Development Plan is an investment plan proposed to be implemented in three categories viz. short term plan to be implemented in one year (2003-04) at a cost of Rs 406.14 crore towards transport component, medium term plan over 3 years at a cost of Rs 3757.02 crore, and the long term plan to be implemented at a cost of Rs 6113.56 crore over 5 to 10 years.

Out of 328 works taken up under CMDP during 2003-08, 24 works were dropped, 11 works were transferred to other projects, 45 works are yet to be commenced, two works were to be re-tendered and 67 were under progress as of March 2008. The position is as given in **Table 4**.

Table: 4

Stage of works	By Highways Department			By Chennai Corporation	Total
	Road works	Land Acquisition	Infra-structure works	Infra-structure works	
Total number of works	290	6	15	17	328
Transferred to other projects	11	Nil	Nil	Nil	11 (Cost: Rs 219 crore)
Dropped	22	Nil	Nil	2	24
Completed	178	Nil	Nil	1	179
In progress	57	6	2	2	67 (Cost : Rs 323.57 crore)
At preliminary stage and yet to commence	22	Nil	13	10	45 (Cost : Rs 356.99 crore)
To be re-tendered	Nil	Nil	Nil	2	2 (Cost : Rs 50.61 crore)

The details of works taken up under CMDP but transferred and dropped subsequently were given in **Appendices 3.26 and 3.27** respectively.

⁴ Widening and strengthening of Chennai-Ennore road (cost Rs 10 crore), widening and strengthening of Thirumazhisai – Sathiyavedu road (cost : Rs 35 crore) and widening and strengthening of Red hills – Thiruvallur road (cost : Rs 50 crore).

⁵ Widening Lattice Bridge road (cost : Rs 8.85 crore).

3.3.9.3 Present status of pending works under Highways Department

- *Land acquisition cases*

Six works (2004-05: 1 and 2005-06:5) under CMDP were pending due to non acquisition of land for which Rs 51.40 crore were released by Government during 2004-06 (**Appendix 3.28**). Even as of March 2008, land acquisition proceedings were initiated only in two works, widening of Eastern By-pass road and widening of East-Coast Road.

- *Grade separators*

Of the six grade separators, one grade separator at Maraimalai Adigal Bridge-Irumbuliyur road (MBI road) and Pallavaram-Thuraiyakkam road junction was taken up for execution during 2004-05 at a cost of Rs 12 crore with date of completion as 28 October 2008. As of May 2008, Rs 4.97 crore were spent on the work which is likely to be completed in December 2008. All the remaining five grade separators (estimated cost: Rs 122 crore) are yet to commence due to revision of administrative approval (one work), change of alignment (one work) and the decision to take up along with metro rail project (three works). The present position of all the Grade Separators is given in **Appendix 3.29**.

- *Bridges*

None of the seven bridges (estimated cost: Rs 57.20 crore) were taken up for execution and the present position regarding the stage of work of these bridges is given in **Appendix 3.30**.

- *Road Over Bridge (ROB)*

The construction of Road Over Bridge at Vyasarpadi under pass in GNT road was sanctioned during 2005-06 at a cost of Rs 50 crore. The technical sanction was yet to be issued, as the approval for the alignment of the works was awaited from Railways. The Draft Project Report for the work is under preparation. The proposal for land acquisition was sent by Kancheepuram Division of Highways Department to Special Deputy Collector (LA) in May 2008 and the site verification by the land acquisition authorities was yet to be done. Due to non-commencement of ROB, the traffic problems continued.

- *Road works in the peripheral areas of CMA*

Details collected regarding CMDP works in the peripheral area in CMA in adjoining two districts viz. Thiruvallur and Kancheepuram and discussed in the review meeting held in June 2008 disclosed the following:

Forty eight road widening works were held up on account of non-shifting of electric posts and junction boxes by the Electricity Department. As of June 2008, 3798 electric posts and 218 transformers⁶ were yet to be shifted though the shifting charges amounting to Rs 11.72 crore had been paid to Electricity Board by Highways department. Such delays in shifting would eventually result in time overrun and cost overrun and also delay in traffic improvement implementation plan.

Progress of works under CMDP was poor.

Road works in the peripheral areas of CMA were not taken up.

⁶ Thiruvallur district (Rs 8.19 crore); 2909 electric posts and 173 transformers, Kancheepuram district (Rs 3.53 crore); 889 electric posts and 45 transformers.

Highways Department stated (January 2008) that the slow progress of work was due to land acquisition problems, hike in bitumen price and inadequate tender participation.

3.3.9.4 Execution of infrastructure works by Chennai Corporation

There was inordinate delay in completion of flyovers, ROB/RUBs, Grade separators and bridges by Chennai Corporation.

Of the 17 infrastructure works sanctioned during 2006-08, only one work of “Flyover at the junction of North Usman road and Kodambakkam road” (estimated cost: Rs 9.72 crore) was completed in March 2008. Two flyover works (GN Chetty road and Usman road) were in progress. Two grade separators, four Rail Over Bridges, two Rail Under Bridges and two bridges were not commenced even as of March 2008. Two grade separators were found not feasible and further action to be taken were under consideration. The present position of the pending works is given in **Appendix 3.31**.

The road works undertaken by Chennai Corporation comprised only relaying of bus route roads, laying of concrete roads and relaying of foot path. As such, it did not aim at providing increase in road space for traffic. No major road widening work/ formation of new roads was taken up by the Corporation.

3.3.9.5 Non-commencement of works under TNUDP III

State Government issued (April 2005) administrative sanction for implementation of TNUDP III with World Bank assistance for a period of five years. The project commenced in October 2005 after the loan agreement with the World Bank. As none of the 29 road works⁷ originally proposed under TNUDP III were taken up for execution till May 2007, the World Bank had made a comment in May 2007 that this was due to two unresolved issues viz. (i) creating the Project Implementation Unit (PIU) in full stage with all powers to execute various sub-projects, and, (ii) non-sanctioning the enhanced fees to the consultants which eventually led to non-finalisation of DPRs and further delay in commencement of Civil works and required to rectify the deficiencies.

None of the 25 works proposed to be taken up as per the updated plan (2005-11) were taken up.

An updated procurement plan was prepared and approved by World Bank in August 2007. Under this, the road sub-component comprises widening and strengthening of 13 roads, construction of six ROB/RUBs, three grade-separators and three pedestrian sub-ways, procurement of traffic equipment, consultancy studies and setting up of project management unit were to be taken up during 2005-11 at a total cost of Rs 609 crore.

None of the above works have commenced as of April 2008. The present stage of works is given in **Appendix 3.32**. All the proposed works under this project were still at pre-preliminary/preliminary stage even after 30 months since its administrative sanction in October 2005. Though as per original procurement plan an expenditure of Rs 53 crore and Rs 128 crore were to be incurred during 2005-06 and 2006-07, only an expenditure of Rs 3.89 crore was incurred towards setting up of project management unit and purchase of equipment as of March 2008.

⁷ Road widening (13), Rail Over Bridge, Rail Under Bridge (10), Grade Separators (3), Pedestrian Subways (3).

3.3.10 Improvement to road geometry

For improving the geometry of major arterial roads such as Anna Salai, Periyar EVR Salai and other city roads in terms of bus ways, junctions improvements etc. CMDA identified in 2003-04 itself certain pieces of land belonging to various departments⁸, in 46 locations (**Appendix 3.33**) in the city. Government was requested to issue necessary orders to alienate the lands in 32 locations to Highways Department and in 14 locations to Chennai Corporation for improving road geometry.

Based on this proposal of CMDA, Government issued instruction in June 2003 to the Highways Department and Chennai Corporation to take up the projects immediately in respect of 23 locations after obtaining formal orders from the respective departments⁹. However, road geometry works were taken up only in 15 locations¹⁰ and completed as of March 2008 as shown in **Table 5**.

Out of 46 locations identified, road geometry works were completed in 15 locations.

Table : 5

Department/agencies	Locations	Land owned by the same agency	Land belonging to other departments	Works completed	Balance number of works
Highways	32	15	17	10	22
Chennai Corporation	14	8	6	5	9
Total	46	23	23	15	31

The table shows that works were not taken up by the agencies even in the cases where they owned the land.

3.3.11 Traffic facilities for the public

3.3.11.1 Parking facilities

Parking is one of the key issues to be addressed in CMA. The CTTS 1995 reported that the problem of parking was escalating in an exponential manner with the rapid growth of vehicle ownership. In older developed areas like CBD, T.Nagar, Anna Salai, Inner Orbital Corridor and Mylapore, parking areas were provided mostly on streets and older buildings in these areas had not provided adequate parking space in their premises. Even in new buildings, the space provided for parking was not adequate. ACP (Traffic) in his report (February 2008) to the State Level Committee on road connectivity and traffic improvements in Chennai, indicated that nearly 30 *per cent* of carriageway was lost by parking of vehicles on the road.

The updated CTTS 1995 study in 2004 also reiterated the need for parking facilities and recommended creation of parking lots in three places viz. Flower Bazar, Purasawalkam and Luz. However, no action was taken in this matter as of April 2008.

⁸ Railways, Postal Departments, Directorate of Collegiate Education, Public Works, Health, Metro Transport Corporation etc.

⁹ Highways department and Municipal Administration and Water Supply department in June 2003.

¹⁰ Highways department : 10 and Chennai Corporation : 5

Multi level parking places yet to be created.

The draft Second Master Plan (December 2005) mentioned that CMDA had undertaken a two staged parking study for the metro area. Based on field surveys covering 360 critical stretches, the total parking demand in the area was of the order of 13,000 Passenger Car Equivalent (PCE) against the present supply of 5,100 PCE. The study pointed out inadequate parking facilities in T. Nagar (against a demand of 2151 PCE availability was 794 PCE) and in Paryys Corner (against a demand of 4426 PCE, availability was 704 PCE). Only 104 parking slots were available in the city.

A study for providing multilevel car parking under DBOT¹¹ basis at two places¹² was awarded to the selected consultants in March 2008 and studies are under way.

Though under TNUDP III, nine¹³ areas were proposed for short-term parking facilities, these were not approved by the World Bank.

Thus, the absence of new parking facilities to cater to the vehicle growth would further aggravate the prevailing parking problems and road congestion.

3.3.11.2 Infrastructure facilities for cyclists

The National Urban Transport Policy says non-motorised modes are environmentally friendly and have to be given due share in the transport system of a city. The safety concern of cyclists has to be addressed by encouraging the construction of segregated way for bicycles.

Poor facilities for cyclists using roads.

The IRC guidelines for cyclists in metro cities prescribed separate cycle tracks with specific width and segregated cycle traffic at intersections.

As per the second master plan there are no segregated tracks for cycles in Chennai, though the flow of cycles on many roads warrants such segregation of road space. Despite 10 *per cent* of the road accidents involving the cyclists as per CTTS 2004 study (and most of them fatal), no segregation of cycle traffic has been attempted in CMA. Chennai Corporation stated (April 2008) that in view of space constraints in city roads, no separate cycle track was planned.

3.3.11.3 Facilities for pedestrians

As pedestrians are most vulnerable to accidents, provision of unobstructed footpaths and carriageways to them with facilities like guard rails, secured crossing areas, foot over bridges and subways are the first requirement for any form of effective traffic enforcement. The facilities to be provided to pedestrians, the general principles to be followed while planning the provision of such facilities and the requirements for footpaths have also been specified by the Indian Road Congress.

¹¹ Design Build Operate and Transfer.

¹² Broadway bus stand and Wallace Garden First Street near Greams Road.

¹³ T.Nagar, George Town, Anna Nagar. Adyar, Anna Salai, Purasawalkam, Nungambakkam, Mylapore and Velachery.

Facilities for pedestrians were not adequate.

In Chennai, out of 15,402 roads with a total length of 2780 km excluding roads maintained by the Highways Department, footpaths are available only on 3,203 roads, for a length of 897.05 kms. However the minimum breadth of footpath was 1 m in Chennai as against the minimum of 1.5 m suggested by IRC. The draft Second Master Plan also stated that permanent and temporary encroachments on footpaths and carriageways have reduced the capacity of roads. No study for requirement of footpaths however has been undertaken by the Corporation so far.

When Chennai Corporation took efforts to remove the encroachments of footpaths, the traders occupying the footpaths filed a Special Leave Petition (SLP) in 1997 in the High Court Chennai. The Court constituted a Committee under a retired High Court Judge with the Chief Engineer of Chennai Corporation, Joint Commissioner of Police, Chennai and one officer from CMDA as members to regulate the settlement of these traders. Chennai Corporation reported (January 2008) to Government that efforts would be taken to evict the encroachment after completion of the work of identification and allotment of alternate site. The Committee also reported every month its progress to the High Court. So far, about 1,370 hawkers were evicted in 15 places, in Chennai, identified by the Committee (October 2008).

3.3.11.4 Pedestrian guard rails

Pedestrian guard rails are important design element to prevent indiscriminate crossing and spilling over of pedestrians on to the carriageway. Their judicious use can help to ensure that pedestrian cross the street at pre-determined and safe location.

No new pedestrian guard rails were provided during last five years.

However, in Chennai, out of 357 bus-route roads (305 kms) maintained by Chennai Corporation, guard rails are provided only in four roads, for a length of 4.2 kms. In respect of roads under the control of Highways Department, guard rails were provided in four roads for a length of 3 kms. No new guard rails for footpath has been provided in any road during the period under review. The Divisional Engineer (Highways) Chennai, Roads division admitted (May 2008) that Chennai Roads (H) Division has not made any assessment regarding the requirement of guard rails and guard rails were provided only at selected points such as Central Railway Station, Spencer Junction etc., in consultation with the Traffic Police.

3.3.11.5 Pedestrian crossings and pedestrians subways

As per IRC specifications when complete segregation of pedestrian from vehicular traffic is not possible, some form of planned road sharing principle must be applied. Being the most vulnerable road user, pedestrians should increasingly be given the place and time to claim the right to cross the road. In Chennai, crossings with signals exist in 334 intersections besides exclusive signals for pedestrian crossing at 10 places and 7 foot over bridges were available for pedestrian crossing.

Only four out of 20 prioritized subways were taken up for implementation.

In Chennai, 17 pedestrian subways are available on Highways and five on Corporation roads. Of the 20 pedestrian subways prioritized by CTTS 1995/2004 (**Appendix 3.34**), only four have been constructed so far. No

pedestrian subway work was taken up under CMDP during 2003-04 to 2007-08. Three pedestrian subways proposed during 2005-06 in TNUDP III are yet to be taken up for execution, as the Draft Project Reports proposals are under the consideration of the World Bank.

3.3.11.6 Exclusive corridor for public transport

The National Urban Transport Policy 2005 encourages measures that allocate road space on a more equitable basis, with people as its focus. At present, a bus carrying 40 people is allocated only two and a half times the road space that is allocated to a car carrying only one or two persons. This can be achieved by reserving lanes and corridors exclusively for public transport and non-motorised modes of travel. The CTTS conducted in 1995 observed that the construction of bus way along Anna Salai will help reduction in congestion on this main road. Further, to facilitate movement of public transport users, CTTS recommended implementation of bus corridors as a long term scheme. However, even after 12 years, no action was taken in this matter. Senior Planner, CMDA stated (May 2008) that owing to paucity of resources, the Government did not consider exclusive bus way for Anna Salai *in lieu* of which Government considered development of the Outer Ring Road with the objective of opening up development in the peri-urban areas of CMA. However, the work of exclusive bus way has again been considered (September 2006) for execution under Jawaharlal Nehru National Urban Renewal Mission under “elevated highway along Grand Southern Trunk Road from Chennai Port to Tambaram” at a cost of Rs 1400 crore.

Exclusive corridors for public transport to ease traffic congestion was not formed.

3.3.12 Alternative means of public transport

Chennai city is densely populated and ongoing migration towards Chennai puts enormous pressure on the existing public transportation system. Due to inaccessibility of the rail facility in most corridors, it was suggested in CMDP (2003) in their investment plan for transport infrastructure in CMA.

The railways enters the city along three lines converging in the George Town area. Their combined corridor length is 117.8 kms. In 1995, the CTTS contemplated the implementation of Light Rail Transport/Sky Bus, in addition to the proposed MRTS, along select corridors as a mass transport system in CMA, as part of the long term plan. The decision to introduce metro rail in Chennai was taken only in May 2004 and the Delhi Metro Rail Corporation was ordered to conduct a feasibility study for metro project. Meanwhile, based on the feasibility report of a Government agency, orders were issued (December 2005) for the introduction of mono rail in Chennai. Again in their order of July 2006, Government stated that Metro Rail Project has been decided to be implemented in Chennai like in all other cities because it could carry more passengers and was comparatively less costlier than mono rail system. Thus introduction of mono rail was dropped and orders were issued for implementation of the metro rail project in 2007, which is properly integrated with other forms of public and private transport including buses, suburban trains and MRTS.

Commencement of metro rail project delayed due to Government indecision.

State Government had created a Special Purpose Vehicle (SPV) called “Chennai Metro Rail Limited”, incorporated in December 2007 under the Companies Act, for implementing the project. Thus, the delay as well as inconsistency in formulating policy on the introduction of metro/mono rail not

only delayed the implementation of project, but also affected the implementation of other road projects in the corridors, which are required to be improved, as such works were kept in abeyance pending the finalisation of the alignment of the proposed rail network. Thus, the envisaged efforts to change the modal preference from private to public transport contemplated as early as in 1995 has commenced to some extent only in 2007.

3.3.13 Traffic management and road safety measures by Chennai City Traffic Police

Urban traffic is heterogeneous in nature, it consists of fast moving motor vehicles and also slow moving vehicles such as cycles. Pedestrian traffic is also heavy due to high density of population in urban areas. The rapid increase in population of motor vehicles combined with increase in pedestrian traffic exposed the inadequacy of road system in the metropolitan areas.

Certain preventive measures like compulsory fastening of seat belts in cars, compulsory wearing of helmets by the two wheeler drivers and pillion riders with certain exceptions like women, children etc., prohibition of black films on wind screen front glass and rear windows and specifying a single colour to all school/college going buses for identification were made mandatory through Government orders.

Preventive measures taken up for traffic management by Government.

Regulation of traffic to conform to a certain desirable pattern with measures like segregation of traffic, control of traffic, installation of speed breakers and rumble strips, installation of signals and traffic lights, enforcement of traffic laws, etc., would ease traffic congestion to a great extent. Traffic management measures, involving traffic engineering improvements and regulation and control of movements of different types of vehicles on the road system would ensure safe and efficient movement of traffic. Further, road users, both motorists and pedestrians, would need to be properly educated about the regulations, awareness on road safety, etc., to make improvements in metro traffic.

In Chennai, the CCTP is able to reserve exclusive lanes for motorists such as buses, taxis, two wheelers, auto rickshaws etc., for a limited stretch in the two arterial roads (Anna Salai and Poonamalee Road) and even in these roads, better enforcement of lane discipline needs to be made. The CCTP does not have any plan of action/programme to introduce these measures in other roads.

3.3.13.1 Procurement of equipment for traffic management

To cater the needs of the Chennai City Traffic Police, the CCTP proposed to procure traffic components and equipment worth Rs 23.85 crore under CMDP¹⁴ (Rs 10 crore) and TNUDP III¹⁵ (Rs 13.85 crore).

However, it was only in respect of TNUDP III, that necessary sanction was accorded (September 2006) for procurement of equipment at a cost of Rs13.85 crore against which the department procured equipment worth Rs 81 lakh only.

¹⁴ Two wheeler recovery vehicles, Heavy recovery vehicles, CCTVs, Breath analyser, speed radar guns, cats eye, walky-talky etc., under TNUDP III.

¹⁵ VHF Hand held sets (300), VHF Mobile sets (300), VHF Static sets (30), Lap top computers (9) and Multimedia projector (2) under CMDP.

3.3.13.2 Functioning of signals

- *Signal controlled intersections*

For safe passage of cyclists and pedestrians, and for orderly movement of traffic at busy intersections, signals at intersections are valuable devices. According to IRC specifications, a comprehensive investigation of traffic conditions and the physical characteristics of the locations like minimum vehicular volumes, interruption of continuous traffic, minimum pedestrian volume and accident analysis is required to determine the necessity for installation of signals. During 2003-08, 122 new signals¹⁶ were added and there were 228 intersections with signals at the end of 2007-08. The cost of providing these signals were met from modernization of police fund, Chennai Metropolitan Development Plan etc. In 500 major non-signal intersections, either police control the traffic or sign-boards and markings control traffic.

500 major intersections in city were without signals.

The ACP (Traffic) stated (June 2008) that surveys were conducted by the traffic police at particular junctions depending upon the increase in volume of the traffic at those points and on field assessment, traffic signals were installed for better management of traffic movement. The ACP accepted (June 2008) that there are still more than 500 junctions without signals. However, he could not produce the traffic data collected for updating the timings of various signals and stated (June 2008) that there was no exclusive staff strength and funds for collecting data by traffic police. Such data were collected at places where improvement was required in addition to the data collected by the Highways Research Institute.

- *Delay in provision of signals in identified road junctions*

A proposed scheme for providing signals in 116 identified road junctions through sponsors was not implemented.

In June 2006, after conducting a detailed survey, CCTP identified 116 important road junctions, mostly in the outskirts and belt areas, which were in urgent need of installation of traffic signals. Bharathiya Sanchar Nigam Limited (BSNL) had indicated their willingness for sponsoring 116 road signals so as to derive publicity benefits. Government sanctioned (February 2007) the proposals for installation of 116 road signals through BSNL and directed that BSNL should meet the installation charges to the tune of Rs 4.70 crore and Government would meet the expenditure of Rs 42.56 lakh¹⁷ on maintenance of the signals. The Government also imposed the condition that the space for the advertisement should be 1' X 2' on every pole of signal and ordered that only 20 per cent of the space be earmarked for BSNL and the remaining 80 per cent used for traffic oriented advertisements.

As the space earmarked for advertisement was considered very small, BSNL sought (April 2007) at least 100 sq.ft. for advertisement at each of the signal. Commissioner of Police requested (April 2007) the Government that BSNL may be permitted to put up the sign board for their message with 2' x 4' dimension on each pole of the signal with a message on both sides. Home Secretary sought (November 2007) the opinion of Commissioner, Chennai Corporation and CE, Highways. Delay in deciding upon the advertisement space in the proposed signals thus resulted in non-installation of the signals in

¹⁶ 2003-04 : 18, 2004-05:12, 2005-06: 71, 2006-07:12 (including two signals sponsored by private agency) and 2007-08: 9.

¹⁷ Rs 28.64 lakh towards electricity consumption cost during the warranty period of one year after installation and Rs 13.92 lakh per annum from the second year towards annual maintenance cost.

116 road junctions which are urgently in need of the signals and the objective of effective junction traffic management and free flow of traffic to ensure safety to the road users at these junctions was not achieved.

- ***Non-provision of blinking signals (orange lights)***

The blinking signals at the junctions of major and minor roads act as a warning to motorists, allowing them to slow down.

The Joint Commissioner of Police (Traffic), called for (August 2006) proposals for erecting signals and blinking signals in Chennai by utilizing Road Safety Fund. Accordingly, the sub-divisional officers proposed 257 blinking lights¹⁸ and 56 additional signals¹⁹ for the sub-divisions. Of these, Deputy Commissioner of Police (Traffic), short-listed (August 2006) cases for providing 80 blinking lights at a cost of Rs 76.77 lakh and 51 additional signals at a cost of Rs 1.92 crore, after assessing the priority areas. No follow up action was however taken as of March 2008 for providing these blinking signals and additional signals. As a result, the identified and prioritized cases were still left without blinking lights and additional signals.

3.3.13.3 Non-implementation of Area Traffic Control

In order to provide uninterrupted flow of traffic, synchronisation or coordination of traffic signals over a wide area using computer tools²⁰ is called Area Traffic Control (ATC) system. Government sanctioned (June 2001 and September 2003) Rs 1 crore and Rs 3 crore for Area Traffic Control as a pilot project in CMA under the centrally sponsored Modernisation of Police Force. In the absence of a feasibility study on the implementation of ATC, the sanctioned funds were diverted by the Commissioner of Police for upgradation of traffic signals. State Government subsequently sanctioned Rs 1 lakh in May 2005 for conducting the study which was also drawn by CMDA. The Chief Planner, SDAT, in response to Audit, stated (May 2008) that the commissioning of the study met with problems, as the professor who had been identified for the study had gone on a foreign deputation and in the absence of any reputed agency to undertake specialized task of establishing the feasibility of ATC, no significant headway could be made further. Thus, even after seven years, the objective of synchronization of signals over a wide area for ensuring uninterrupted free flow of traffic eliminating traffic congestion enroute these signals under the proposed ATC in Chennai continues to be under consideration. As the daily traffic has already crossed one lakh vehicles (May 2005) along major travel corridors, and considering the constraints in widening these major arterial roads, the study needs to be conducted at the earliest for induction of ATC in Chennai.

Co-ordination of Traffic signals through Area Traffic Control in city was not implemented.

¹⁸ St. Thomas Mount: 132, T. Nagar: 26, Adayar: 31, Anna Nagar: 46, North Beach: 8 and Flower Bazaar: 14.

¹⁹ Chennai: 17, Tiruvallur district: 19 and Kancheepuram district: 20.

²⁰ SCOOT: Split Cycle Offset Optimisation Technique.
SCAT: Sydney Coordinated Adaptive Traffic System.

Scheme taken up for synchronisation of signals was incomplete.

- **Non-synchronisation of signals**

In order to provide uninterrupted flow of traffic, Government sanctioned (December 2003) Rs 12 lakh for partial synchronisation of signals in eight corridors²¹. The signals installed in these places were not synchronized even as of March 2008, as the selected firm (M/s CMS Traffic Systems Limited) had not conducted a study on timings for the synchronization of signals, as required (January 2007) by JCP, Traffic. The ACP (Traffic) stated (June 2008) that though the installation work was completed (September 2006), the setting of programme for synchronisation was pending finalisation and the demo for work completion was not given. Thus, the objective of synchronisation of signals to facilitate the uninterrupted movement of vehicles plying within the stretches of these signals had not been achieved even after four years.

3.3.13.4 Non-implementation of Traffic Related Management System

A new Intelligence Transport system called “Traffic Related Management” (TRMS²²) is now under execution in Tiruchirappalli town, which mainly consist of installation of Close Circuit TV system for effective monitoring and traffic management.

Traffic related management system proposed for effective traffic management of traffic is yet to be taken up.

Transport Commissioner called for (September 2007) proposals for Traffic Related Management System (TRMS) in Chennai from the Commissioner of Police, Chennai and for Coimbatore and Madurai from the District Collectors.

As implementation of such a system is not under the scope of funding under the Tamil Nadu Road Sector Project (TNRSP), it was decided (November 2007) to employ individual experts to work out strategies and drafting of terms of reference. The Project Director, TNRSP had stated (November 2007) that four persons (all from foreign countries) had been approached to send their willingness for evaluation. He had further stated that on receipt of expression of interest he will take further action in consultation with all connected departments. This subject was again discussed in the Inter-departmental Committee meeting (December 2007) and the Committee had requested the ADGP to discuss the matter in the next meeting. No further action was taken as of March 2008.

3.3.14 Enforcement of Traffic Rules

3.3.14.1 Manpower in Traffic Police

The road safety policy of the State Government brought out in April 2007 aims to reduce fatalities and injuries of accidents through effective traffic enforcement. The major requirement for effective enforcement is adequate manpower, especially in traffic control.

²¹ Anna Salai, EVR Salai, Inner Ring Road, Kamarajar Salai, Radhakrishnan Salai, LB Road, Sardar Patel road and Anna Nagar III Avenue.

²² A system consists of several sub systems such as integrated GIS based automated vehicle tracking and management system (AVTMS), Area Traffic Control (ATC) System, Distress Call Response Management System (DCRMS) and Critical Public Place Surveillance System (CPPSS).

Traffic enforcement was affected due to vacancy in the posts of traffic policemen.

Out of 3001 posts sanctioned for Chennai City Traffic Police, only 2453 were in position, leaving 548 posts (22 *per cent*) lying vacant as of January 2008.

Of these 548 vacant posts, 445 posts belonged to the cadre of traffic police men (Head Constable, Gr.I and Gr.II), who regulate the traffic and enforce the traffic rules, besides 102 posts of sub-inspectors and others. The data compiled for the last five years revealed that the vacant posts increased from 62 in 2005 to 632 in 2006 and 637 in 2007 and then slightly improved to 445 in 2008.

Additional Commissioner of Police (Traffic) stated (June 2008) that a proposal was being prepared to be sent to Government for 331 additional staff requirement in the traffic police stations taking into consideration the length of the road, intersection/junctions handled, special features such as shopping areas/VIP areas/residential areas etc. Thus the strength of traffic police has not kept in pace with the rise in vehicle population, which has resulted in the deterioration of traffic enforcement measures.

3.3.14.2 Monitoring traffic through CCTV systems

The main reasons for the accidents on roads, as stated by the Director General of Police and indicated by Government in their order in June 2005, were non-adherence to traffic rules and serious indiscipline among the motorists. If motorists come to know that their violations are being recorded on a video along with the certainty of action and that such video records are permissible as evidence, it would act as a deterrent and they would be more cautious, thereby reducing traffic violations.

Objective of CCTV system installed in eight junctions of the city remained unachieved.

Government sanctioned (June 2001) of Rs one crore under Modernisation of Police Force and CCTV systems were installed at eight junctions²³ at a cost of Rs 91.11 lakh and the system was brought into use from May 2005. Government have accorded administrative sanction (June 2005) for installation of 20 more CCTV systems in various traffic junctions in Chennai for monitoring traffic at an estimated cost of Rs 2.01 crore. These were, however, yet to be purchased and installed (August 2008).

Although 2,50,476 cases²⁴ were booked for violations during 2005-08 (upto May 2008), notices were begun to be issued only from 2007 to motorists who violated traffic, based on real time images from CCTVs. ACP (Traffic) stated that notices to the remaining persons could not be issued for want of correct address etc. Upto May 2008, only 61909 (33 *per cent*) responded in paying the fine of Rs 35.54 lakh.

The Additional Commissioner of Police (Traffic) stated (April 2008) that steps were being taken to quicken the judicial process, as a large number of cases are pending.

Unless effective follow up action is taken in sending notices to all persons booked for traffic violations and making them to pay the fine, the objective of installation of CCTV would remain largely unachieved.

²³ Anna Salai – Venkatnarayana Road Junction, Eldams Road Junction, Spencers Junction, Central Railway Station, Ega theatre junction, Anna Rotary junction, Gandhi Statue Junction and Koyambedu Junction.

²⁴ 2005:54,032, 2006: 57,621, 2007: 55,473 and 2008: 83,350.

3.3.14.3 Very few meetings of Road Safety Council

Road safety council did not meet as required.

The State Road Safety Council a high level body to advise the Government on all the policies and programmes relating to road safety, was established in 2003 in Tamil Nadu under Section 215 of the Motor Vehicles Act 1988 with the Chief Minister as Chairman. The Executive Committee of the Council was to periodically review road policy and make recommendations to Government for modification as and when necessary. The Council was reconstituted in July 2007 with the Transport Minister as Chairman and with additional members from Police, Transport and other departments. Though Government had stipulated the Council meeting at least once in three months, Council did not meet during 2003-07 and met just twice during 2007-08 (20 July 2007 and 12 February 2008) after reconstitution.

3.3.14.4 Creation of public awareness

Government permits utilisation of road safety fund for preparing and screening of short film on road safety in TV channels, the department did not develop any short film on road safety and thus the benefit of mass appeal through media, in promoting road safety awareness among the road users, has not been explored so far.

Further, as against 1383 schools and 78 colleges functioning in Chennai, only 365 schools and seven colleges were covered during 2004-08 under programmes for awareness of road safety.

3.3.14.5 Quality of drivers

List for improving the quality of drivers not yet prepared.

Since road accidents occur mostly due to negligent driving, improving the quality of drivers is of vital importance to minimise these road accidents. National Road Transport Policy also suggested a three tier structure for driver training schools/institutions. To improve the quality of drivers, refresher training to the drivers involved in major accidents was planned (January 2007) by Government to be conducted in Chennai during 2007-08. A sum of Rs. 3 lakh was given from Road Safety Fund for this purpose to CCTP in 2006-07. The CCTP collected the information on drivers involved in major accidents in Chennai from the Metropolitan Transport Corporation (MTC) in November 2007. However, till date, 501 identified drivers were not given training, as the CCTP propose to include private drivers involved in the major accidents also for training. Though some information was obtained from the field units (Police Stations) in this regard, the CCTP has not yet finalised the list of drivers to be given refresher training.

3.3.15 Conclusion

Traffic improvement and road safety in Chennai Metropolitan Area suffered due to delay in formulation of a road safety policy, poor progress in the completion of road development works and inability to properly co-ordinate the functioning of the five agencies involved. Financial achievement under traffic component of Chennai Metropolitan Development Programme was poor (39 per cent of total allocation). Funds provided to Highways Department were far lower than the approved allocation. No funds were provided in the budget of CTTP for traffic management. The prioritised works identified in the CTTS 2004 and other important projects proposed under CMDP and TNUDP III were either not taken up or remained

incomplete, as of March 2008. Deficiencies in road development works and non-completion of ROB/RUBs, flyovers, grade separators, sub-ways and road widening schemes etc. delayed the benefits that could accrue to the public. Deficiencies in traffic management measures like non-provision of pedestrian facilities, separate cycle tracks and signals at all intersections, inadequate parking facilities, non-adoption of modern techniques like Area Control Programme, Traffic Related Management etc., synchronisation of signals adversely affected the traffic improvements planned. Enforcement of traffic rules was ineffective due to shortage of manpower and non-provision of required equipment.

3.3.16 Recommendations

- A comprehensive time bound traffic management programme for the CMA taking into account existing traffic problems in specific roads should be prepared and implemented immediately.
- Government to ensure proper co-ordination between Chennai Corporation, Traffic Police, Transport department, Highways department and CMDA, for effective planning and implementation of the projects for traffic improvement.
- The works of widening of roads, construction of RUB/ROB, bridges, bus bays and grade separators should be given priority.
- The public transport system should be strengthened so as to encourage the public to switch over from private vehicles to public vehicles.
- Pedestrian facilities should be improved by creation of new footpaths, pedestrian subways, guard rails etc. and removal of encroachments.
- The Chennai City Traffic Police force should be strengthened by filling up the vacant posts and by providing the essential equipment.

EMPLOYMENT AND TRAINING DEPARTMENT

3.4 Computerisation of District Employment Offices

Highlights

The Department of Employment and Training runs 35 Employment Exchanges in order to bring about a better matching of the demand for and the supply of work opportunities in the State. The Department has under its control, one employment exchange for each district, apart from special exchanges for technical, handicapped and professional candidates.

- In the absence of Y2K compliant FoxBASE, DBMS, 3245 dates between 2000 and 2008 got stored as dates between 1900 and 1908.

(Paragraph 3.4.7.1)

- The database being localised at the district level, could not be utilised to generate State-wide lists of eligible candidates.

(Paragraph 3.4.7.1)

- Manual intervention resulted in errors in data entry in respect of 'due date for next renewal' and premature lapsing of 22,733 registrations.

(Paragraph 3.4.8.1)

- Manual intervention was resorted to during selection of candidates for employment rendering the authenticity of the selection process doubtful.

(Paragraph 3.4.8.2)

- Out of the 1,90,670 re-registrations carried out in 2007, renewal was not done in respect of 3,555 candidates, resulting in pre-mature lapsing of their candidatures.

(Paragraph 3.4.8.3)

- Lack of input controls and validation checks resulted in awarding of higher seniority to 9.31 lakh candidates, duplication of data entries in respect of 1.28 lakh candidates and incomplete data with respect to the qualifications of 2,07,199 candidates.

(Paragraphs 3.4. 9 and 3.4.10)

- There was a backlog of 6.50 lakh candidates (26 per cent) in data entry for the period 2004-07.

(Paragraph 3.4.11.2)

3.4.1 Introduction

Computerisation of Employment and Training Department commenced in 1988 and its implementation completed in 2002-03. So far, Rs.2.50 crore has been spent on hardware and system software. The functional activities of the Department, like registration, renewal and sponsoring of candidates for

employment have been computerised. Now, the Department is totally dependent on the computer system for their day to day operations. The system was developed by M/s.Tata Consultancy Services using DOS based FoxBASE as DBMS¹, Novell NetWare as operating system and Clipper as programming language. The system works on a batch process and is decentralised to the district level.

3.4.2 Organisational structure

The Department is headed by a Commissioner of Employment and Training (CET) at the State level and a set of three Joint Directors and four Regional Deputy Directors assisted by one District Employment Officer in each District.

3.4.3 Audit objectives

The objectives of audit were to check whether:

- the computerised system met the basic objectives of the Department;
- the application was developed with adequate application controls to ensure completeness, accuracy and reliability of the data;
- the versions of the application in use were current and uniform;
- adequate security controls were inbuilt in the system to ensure the safety of data against accidental or wilful manipulation, and
- the computerisation was supported by business continuity plan.

3.4.4 Audit criteria

The criteria of audit are

- manuals and rules in force
- policies of the government with reference to the selection of candidates
- instructions issued from time to time for maintenance and updation of data

3.4.5 Scope of audit

As the Department completely relied on the computer system for its activities, the data maintained in the system needed to be complete, accurate and reliable. The data from 31 out of 35 District Employment Offices (DEOs) were examined. Data in respect of the remaining 4 DEOs were not made available to Audit. Other activities of the Department like training and payment of unemployment Assistance, not being computerised, remained outside the scope of this review.

3.4.6 Audit methodology

The review commenced with an entry conference with the Head of the Department. The rules, regulations and policy decisions relating to computerisation were reviewed. Further, information was gathered through

¹ Data Base Management System

questionnaire issued to all the DEOs. Data from the commencement of computerisation till date of audit (January 2008) was obtained and analysed using Computer Assisted Audit Techniques. The provisions and controls available in the application software were ascertained through an examination of the data entry screens and a review of the source code wherever required. Audit observations were then confirmed by a detailed study in five DEOs² in the State. Audit concluded with an exit conference (July 2008) with the Commissioner of Employment and Training wherein all observations raised were discussed.

Audit findings

3.4.7 Deficiencies in General Controls

3.4.7.1 Post-implementation review not carried out

The application software now in use has been in operation for over 6 to 20 years and is being used with all the deficiencies with which it was implemented. No attempt has been made to review the functioning of the system by conducting a comprehensive post-implementation review to detect, analyse and correct errors or deficiencies existing in the system.

- ***Database Management System***

The DOS based FoxBASE DBMS in use for the storage and management of the data in the employment exchanges was deficient in the following respects:

- (i) The DBMS in use could not ensure uniqueness of records.
- (ii) Non-availability of logical access controls in the FoxBASE DBMS provided easy access to the data through the back end, affording scope for data manipulation, by-passing the access controls provided at the front end.
- (iii) DOS based applications were designed for stand alone personal computers and hence the built-in security features were inadequate for a multiple user system on a Local Area Network
- (iv) It has no in-built provision for ensuring relational integrity within the database

The discrepancies of data as indicated in subsequent paragraphs were attributable to the deficient DBMS in use. Department continued to depend on a deficient DBMS for its day to day activities.

- ***DBMS in use was not Y2K compliant***

It was observed that since the DBMS was not Y2K compliant, 3,245 dates falling between the years 2000 and 2008 entered in “dd/mm/yy” format representing dates of registration, dates of seniority etc, were stored in the system as the dates between 1900 and 1908. This resulted in consideration of 348 candidates as senior-most by the system during selection of candidates to be sponsored for employment. Manual intervention was resorted to remove such candidates, before forwarding the same to the respective employers.

² District Employment Offices at Chennai, Coimbatore, Kancheepuram, , Madurai, and Thiruvallur.

Failure to have a centralised database resulted in several operational deficiencies.

- ***Non-switching over to a centralised database***

In a manual system, it was not possible to maintain the data relating to citizens seeking employment for the State as a whole (with around 67 lakh candidates) and to utilise the data to prepare the required outputs in a consolidated form. It was seen that even after computerisation, as the database was localised at the district level and not maintained as a State-wide centralised database, the prospective lists of candidates for employment could be generated at the district levels only. The resultant deficiencies are as follows.

- (i) State-wise lists of eligible candidates based on requests from departments like education, transport etc. could not be generated through the system.
- (ii) While a candidate is permitted to have one registration across the State, a test check of data relating to three³ pairs of adjoining districts disclosed that 47 candidates had registered themselves in two DEOs. It was also detected in a test check of data in four⁴ districts that 49 candidates had more than one registration in the same DEO.
- (iii) Renewals could be carried out only at the office of the original registration.
- (iv) Candidates were allowed to transfer their candidature from one employment office to another without loss of seniority. Transfer of candidates across districts required manual intervention and thus resulted in delays and gave scope for data entry errors and manipulation. A test check of transfers made to Chennai and Thiruvallur Districts from nearby districts⁵ disclosed that due to manual intervention, in respect of 224 candidates, the seniorities higher than their previous seniorities were assigned in the latter districts.

Government in their reply (November 2008) accepted the observations and promised corrective action. Government have also stated that the system was proposed to be shifted to a more secured centralised Relational Database Management System (RDBMS).

3.4.8 System development controls

3.4.8.1 Deficiency in system design

- ***Candidates getting placed in jobs on their own – information not captured in the computer system***

A registered candidate after getting employed is required to surrender his/her employment card. However, the system did not have a provision to capture the fact. In the absence of such information in the system, there is a risk of maintaining the records related to the employed personnel live in the system as well as denial of opportunities to genuine candidates continued to exist.

³ Kancheepuram- Thiruvallur, Madurai-Dindigul and Coimbatore-Udhagai

⁴ Thiruvallur, Kancheepuram, Madurai and Coimbatore

⁵ Into DEO Chennai General from Kancheepuram, Nagercoil, Thiruvallur, Vellore and Tiruvannamalai; Into DEO Thiruvallur from Kancheepuram, Nagercoil, Chennai General and Vellore.

Manual interventions resulted in premature lapsing of registration.

- **Due dates for renewal of registrations-non utilisation of system**

The registration of a candidate would lapse if not renewed before the due dates. It was noticed that the due dates for next renewal were calculated and entered manually instead of by the system. This manual intervention led to entry of due renewal dates earlier to the actual in respect of 22,733 candidates due to which their registration would lapse prematurely. Similarly, the registration of 18,937 candidates would remain live even beyond the dates of their actual due renewal due to entry of later dates.

Transferred candidates given enhanced seniorities.

- **Non-capture of critical information - Enhanced seniorities given to transfer-in candidates**

As stated earlier the system is maintained as a localised data base. Further, the system has no provision to capture the registration number of the earlier district and only the name of the earlier district was captured while admitting the transfer of the candidates. A test check of data in six selected districts revealed that the information relating to most of the transferred candidates were not available in their earlier districts as detailed in **Table 1**.

Table 1

Transfer		Total number of transferees	Number of candidates not traceable in the original district
From	To		
Thiruvallur	Chennai	435	417
Dindigul	Madurai	307	272
Ooty	Coimbatore	149	134
Tirunelveli	Tuticorin	469	397
Nagercoil	Tirunelveli	381	345
Krishnagiri	Salem	63	40

Hence, the accuracy and validity of seniorities assigned to such transferred candidates could not be ensured.

The database did not have provision to store the re-registration types

- **Re-registration type not stored in computer system**

The registration of a candidate lapsed on account of non-renewal or on getting employment could be revived and re-registered without loss of seniority. The re-registration could be effected in the system in the following three different circumstances i.e., if sought for re-registration within

- (i) 90 days from the date of his ousting from his employment.
- (ii) 18 months after the due date for his renewal was over, under 'general relaxation'; or
- (iii) such time limits as stipulated under 'special relaxations' by the Government.

Lack of provision to capture the type of re-registration resulted in lack of information and lack of audit trail whereby the correctness of the due dates for next renewal as entered in the system could not be ensured.

- **Monitoring the selection of sponsored candidates**

The list of prospective candidates as per the seniority is generated as per the requirement of employers and sponsored for employment. After the

completion of the selection process, the status is to be reported back to the Department by the respective employer to record the details of the selected candidates. A person thus sponsored for an employment may get selected or rejected or might not have reported to the employer. The system however, did not have a provision to capture the fact of a person not reporting for the selection. Thus the information regarding such candidates could not be tracked through the system.

Government in their reply (November 2008) stated that steps would be taken to correct the database and address the deficiencies pointed out in their proposed new system.

3.4.8.2 Non-utilisation of System – Outputs generated by the computer system required manual intervention

One of the objectives as envisaged through maintenance of a computerised system was to select the eligible candidates based on different criteria from a large number of registrants. However, the system was not able to generate comprehensive lists of candidates satisfying different criteria at a time and required manual intervention, brought out as under.

(a) When an employer required candidates from Open Competition, Backward Class and Most-Backward Class, etc. the system could not generate a single list with the required number of candidates with relevance to proportionate reservation percentage. Hence, separate lists had to be generated in respect of each reservation category. As open competition also contained the candidates of other categories there was an overlapping of candidates between the lists, were required to be removed manually.

(b) Due to errors in data relating to doubtful seniority, qualifications, lacking in information, etc., manual intervention was resorted to delete the name of certain candidates due to such errors from the list generated through the system. In order to accommodate such removal by manual intervention the users were compelled to generate a list with more number of candidates than required.

(c) The system could not generate the required list of eligible candidates when candidates were required based on more than one criterion like a conductor's license with Higher Secondary qualification. In such circumstances candidates satisfying one criterion were generated through the computer system and those having the second criterion picked out therefrom manually.

The Department continued to use this system for more than six years with all these deficiencies without taking any action to address these issues. Further, manual interventions pose the risk of frauds, manipulation leading to denial of opportunities for genuine candidates.

In respect of (b) above, Government stated (November 2008) that the proposed modified system would take care of the deficiency. In respect of (a) and (c) the reply furnished did not address the issues raised in the observations.

The system could not generate the final output as required by users and required manual intervention

3.4.8.3 Non-linking of processes by the system

- *Candidatures not renewed on re-registration*

Based on relaxation orders of the Government, the lapsed registration of the candidates satisfying certain conditions were allowed to be revived without loss of seniority through re-registration process. The process of re-registration was carried out in the system in two stages

1. Changing the status of the candidate from 'lapsed' to 'live' (Re-registration)
2. Updating his 'due date for next renewal' (Renewal).

However, the system allowed completion of re-registration with the first stage alone without invoking the second stage. As a result, though the lapsed candidatures were revived, the respective 'due dates for next renewal' were not updated. Failure in this regard resulted in candidature of revived candidate getting lapsed, when the process to detect and lapse the registration of candidates who were not renewed their registration was carried out at the end of the month rendering the whole re-registration process futile.

Data analysis revealed that the candidature of 3,555 candidates out of the 1,90,670 re-registrations carried out during the year 2007 were prematurely lapsed at the end of the month of re-registration itself, while the due date of next renewal according to the respective candidate being three years from such date of revival. Thus, deficient and non-transparent service was rendered to the candidates.

- *Candidatures not renewed on registration of an additional qualification*

Non-renewal of registration of additional qualification resulted in premature lapsing of 9,997 registrations.

Whenever a candidate registers for an additional qualification, his candidature would be renewed for further three years with effect from that date as per the provisions contained in the Department's circular No.22/92 dated 23 April 1992. The registration process and the renewal process have to be carried out through distinct modules in the application software. In the event of not carrying out the renewal process, the candidature lapses pre-maturely based on the non-updated renewal date already available in the system. Due to not linking of these two processes and failure to carry out renewal process, registration of 9,997 candidates out of 4,18,181 candidates who had registered for additional qualifications during 2005 to 2007 were indicated as lapsed even before the end of 2007.

Government in their reply stated that field officers were asked to account for the premature lapses, and corrective measures were proposed in respect of non-renewals on registration of additional qualifications.

3.4.8.4 Deficiency in application software - Information on placement of candidates not captured in the data

The details of candidates getting employed through the system were required to be maintained in the system along with the other details of employment like the employer, remuneration, etc. However, due to a deficiency, the system failed to provide the link between the candidate and the employment awarded

to him. This has resulted in non-availability of details of employments awarded in respect of 54,633 candidates.

Government in their reply (November 2008) stated that the lacuna in the program will be removed.

3.4.9 Input controls and validation checks

Input controls and validation checks ensure the data entered is complete, accurate and reliable. The department did have a manual control whereby data captured was manually checked, authenticated by the HOD and stored as a hard copy at the end of each day. Ineffectiveness of this critical control combined with lack of other input controls/validation checks resulted in the following accuracies in the database.

- (i) Apart from other criteria, a candidate is always recommended for employment based on his seniority. Despite the criticality of this information, the data contained the following discrepancies.
 - The date of seniority was blank in 18,349 instances and system considered them as senior-most.
 - There were 654 instances where the date of seniority was prior to 1,963 when the Department was not even formed.
 - There were also 633 instances where the seniority was given as a future date.
 - Apart from transfer candidates, no candidate can have a seniority date higher than his date of registration. However the data contained seniority dates higher by a few months to a few years than their respective registration dates in respect of 9,30,974 candidates.
- (ii) Due to absence of validation checks with respect to the date of birth, the system accepted dates in respect of acquiring various qualification which resulted in indication of candidates acquiring such qualifications much earlier than the possible limits as detailed below.
 - 9,178 candidates were shown to have completed their Matriculation at less than 15 years of age,
 - 22,434 candidates were shown to have completed their Higher Secondary (Plus Two) at less than 17 years of age and
 - 6,249 candidates were shown to have completed their Graduation at less than 20 years of age.
- (iii) Seniority of candidates is maintained against the respective National Code for Occupation (NCO) for which they had registered and the type of employment to which they are to be recommended is based on the NCO. Though NCOs were standardised and their entry was mandatory for deciding the nature of job opportunities
 - NCO codes were not captured in respect of 919 candidates and
 - NCO codes captured did not conform to the standardised codes available in the system in respect of 2,235 candidates.

Registrations of over 26,000 candidates remained incomplete

- (iv) The fifth character in the Registration Number indicated the sex of a candidate. However,
- a redundant provision to capture the sex of the candidate has also been made
 - discrepancies relating to sex of the candidate were noticed in 5,853 live candidates between Registration Number and as indicated in the separate column meant for storing the same.
- (v) The registration of the candidate has to go through a three-stage process in the system. Failure to complete the registration process would result in no benefit accruing to the registrant. Lack of input controls resulted in incomplete registration process in the following cases.
- There were 20,636 instances where registrations were left incomplete at the preliminary stage where only few details of the candidates were entered.
 - In 5,494 other instances, though full details of candidates were captured, the third stage i.e., the transfer of the data to the database was not gone through.

In respect of the above mentioned observations, Government (November 2008) stated that the data will be examined and remedial action taken.

3.4.10 Data Management

1.28 lakh duplicate entries made in the database rendered the same unreliable.

It is imperative that necessary controls need to be in-built to ensure safety of data against corruption, loss or duplication during restoration of the back ups in the event of disaster, transfer of data between machines. Deficiencies in this regard had resulted in

- 64,913 candidates having duplicate entries with the same registration number, name and date of birth,
- 63,210 candidates having duplicate entries for the same qualification,
- details of qualifications were not available in respect of 2,07,199 candidates and hence could not be considered for any employment,
- names and identities were not available in respect of 61,315 candidates though the details of qualifications were available and hence could not be offered any employment opportunity
- postal addresses for communication were not available in respect of 11,472 candidates.

This indicated lack of input controls and resulted in poor service rendered.

Government (November 2008) have stated that the instructions were issued to the field officers to make good the missing data.

3.4.11 General Controls

3.4.11.1 Lack of documentation/training

In order to maintain the business continuity of the system it required comprehensive training and a documented user manual. Though the Department claimed that training was provided to the staff during 1997 and 2000, and user manual was available, it was noticed that neither user manual nor any trained personnel were available in the DEOs. Due to lack of training and in the absence of user manuals, the users were unable to use the system efficiently. The CET stated that (July 2008) staff would be given training on the functioning of the system.

3.4.11.2 Backlog of data entry

During the time of declaration of examination results (SSLC, Higher Secondary etc) due to the rush for registration, the registration process was done manually and registration was confirmed through the manual 'employment card' given to candidates.

Registration details of 6.50 lakh candidates were not fed into the computer system.

However, it was noticed that some of these manual registrations were yet to be entered in the computer system. Data analysis revealed that the details of 6.50 lakh out of 24.98 lakh candidates who had registered during the period 2004-2007 were yet to be entered in the computer system. As the selection of candidates for employment was done only through the computer system, these candidates were deprived of the benefits from their registrations. Thus, 26 per cent of registered candidates were kept outside the computer system which indicated failure of service intended.

Government in their reply (November 2008) stated that instructions were issued to field officers to clear the backlog at the earliest.

3.4.11.3 Lapsing of Registration of candidates

The registration of the candidates who did not renew even after the grace period of two months after the prescribed due dates, were identified and were given "lapsed" status through a separate process carried on the last day of each month. On a test check of data, it was revealed that the process was not carried out in 10 districts⁶. Such failure was not even monitored by the head office. Thus, the status of registration of 2,48,534 candidates continued to remain *live* even without due renewal.

Government in their reply (November 2008) stated that action has been initiated to monitor the running of this process as per schedule.

3.4.12 Conclusion

The computerisation in the Department, despite its criticality, continued to function on outdated software lacking in controls and security features. For want of a comprehensive post-implementation review, the system with several deficiencies continued to be in operation for about 20 years. The computerisation lacked in manual and system input controls resulting in a database with erroneous data. Inadequate monitoring by the management led

⁶ Coimbatore, Cuddalore, Dharmapuri, Krishnagiri, Perambalur, Salem, Sivaganga, Tiruvarur, Udhagai and Villupuram.

to backlog in data capture. The decentralised, unlinked district level database was unable to handle inter-district transfer of registrations efficiently and failed to render State level outputs when required. The present unreliable database compounded with the non-supply of user manuals and lack of training led to an inefficient functioning of the system. Further, manual interventions led to scope for manipulation.

Thus, after an investment of Rs.2.50 crore and being in operation for about 20 years, the objective of computerisation in the Department of Employment and Training is yet to be fully achieved.

3.4.13 Recommendations

- A comprehensive review of the software has to be conducted and errors that have crept in due to system deficiencies and lack of controls in the existing database should be corrected.
- The backlog in data capture has to be cleared without further loss of time.
- It should be ensured that system generated outputs are free from errors without requirement for manual alterations.
- The system has to be switched over to a centralised database on a more secure RDBMS to improve its efficiency.
- Introduction of E-Services may be considered for registration and renewal.
- To avoid heavy rush on the declaration of results, sharing of data available with the Education Department may be considered for registration.

HIGHER EDUCATION DEPARTMENT

3.5 Functioning of Institute of Distance Education of University of Madras

3.5.1 Introduction

The University of Madras, established in September 1857 under the Act of Incorporation, 1857 was re-organised in May 1923 by the University of Madras Act, 1923. The University is a teaching and affiliating university. It offers various Under Graduate (UG) and Post Graduate (PG) courses through its Institute of Distance Education (IDE) besides offering PG courses through its departments of study. The IDE of the University was established in 1981. As of 2007-08 the IDE offered 44 programmes¹ (UG: 19, PG: 20, Professional courses: 5), excluding M.Phil, Certificate and Diploma courses.

The Vice Chancellor is the Principal Executive Officer of the University and the IDE is headed by a Director. An organisational chart is given in **Appendix 3.35**.

3.5.2 Financial Management

The receipts and payments of Institute of Distance Education during 2003-08 are given in **Table 1**.

Table 1

(Rupees in crore)

Year	Opening balance	Receipts ²	Total funds available	Payments ³	Closing balance
2003-04	3.11	71.71	74.82	72.28	2.54
2004-05	2.54	75.31	77.85	77.68	0.17
2005-06	0.17	90.66	90.83	86.55	4.28
2006-07	4.28	108.39	112.67	112.37	0.30
2007-08 ⁴	0.30	162.21	162.51	146.34	16.17
Total		508.28		495.22	

3.5.3 Audit findings:

A review on functioning of IDE conducted in April 2008 revealed the following:

¹ PhD is not offered under IDE.

² Receipts comprise mainly recurring receipts like fees from students, sale of prospectus, etc. and non-recurring receipts like grant from Government for scholarship, interest from investments, etc.

³ Including investments – the investments as at the end of 2006-07 was Rs 180.18 crore.

⁴ Provisional figures.

3.5.3.1 Violation of AICTE guidelines for MBA programme

The Tamil Nadu Government directed the Universities/institutions to make admissions to MBA/MCA through either all India or State level entrance test from the academic year 2004-05, as per the notification dated 28 October 2003 of All India Council for Technical Education (AICTE).

The IDE of University followed their own system of entrance examination for admission to MBA course up to 2007 calendar year course. However, the University decided (April 2007) to abolish entrance test for MBA course from 2007-08 and students were admitted to MBA course without an entrance test.

Further as per the norms and standards of Distance Education Council (DEC) and AICTE, the duration of MBA course under distance mode should be minimum of three years considering the learning experience to be provided to the students under part time programme. However the IDE of the University offers an MBA programme with a duration of two years only.

3.5.3.2 Academic staff

As against the requirement of 44 academic staff, the IDE had only 20 regular and 12 consultant academic staff.

As per DEC guidelines, there should be at least one member of academic staff for each programme offered under distance education. Though the IDE offered 44 programmes (excluding M.Phil, Certificate and Diploma courses), only 20 members of academic staff and 12 temporary consultant academic staff were available under IDE. This has resulted in non-printing of study materials for certain subjects as discussed in the succeeding paragraph.

3.5.3.3 Supply of study materials to students

One of the most important learning resources for the learners under distance education mode is print material. As per the norms of DEC also, the study material in Self Instruction Material (SIM) pattern was to be kept ready before launching the programmes or at least by the time of advertising for the programmes.

Delay in providing study materials to students.

The IDE offered courses both under calendar year pattern (commencing in January with examinations in October/November) and academic year pattern (courses commencing in June with examinations in April/May).

The University revised the syllabus for all the courses, except for MCA, Bachelor of Library and Information Science and Master of Library and Information Science from academic year 2005-06 and Calendar year 2006. The following deficiencies were noticed in the printing and supply of study material:

When the examination for the students was due in April/May in the case of academic year pattern, the material in respect of MSc Psychology I year and II year, MA (Tamil) I Year, Bachelor of Computer Application I year and II year were given for printing only between January and April of the respective academic years 2005-06 and 2006-07. The material for BCA II year (Tamil

Medium) for 2006-07 was given for printing only in May 2007. The details of study materials belatedly given for printing are given in **Appendix 3.36**.

In respect of science subjects (MSc Physics, Chemistry, Botony and Zoology) introduced (calendar year courses from 2006 and academic year courses from 2007-08), and MSc Geography, no study material were prepared for the IDE students; instead, only text books from the market were purchased and issued.

Books were issued more than six months after the commencement of courses in respect of 31 papers relating to nine courses (**Appendix 3.37**).

The IDE replied (May 2008) that supply of text books for science subjects was resorted to due to non-availability of faculty members.

The reply confirms that there were deficiencies in planning and preparation of study material due to inadequacy of staff. The lack of study material, the main source of learning for IDE students, would have an adverse impact on learning by the students.

3.5.3.4 Status of books in Library

Budget for purchase of books reduced.

As per Distance Education Council (DEC) guidelines, the University offering distance education should have a separate well equipped library at headquarters a with good collection of books, journals/periodicals, audio-video tapes, CDs and other electronic media learning materials to serve the need of the staff and learners. The library should also function as a resource center for various types of information. The library of IDE has about 8,000 books. During the last five years, the budget provision and expenditure on purchase of books have decreased as shown in **Table 2**.

Table 2

(Rupees in lakh)

		2003-04	2004-05	2005-06	2006-07	2007-08
1	Budget provision	10.00	10.00	10.00	2.00	2.00
2	Value of books purchased	1.59	1.00	1.99	0.33	0.48
3	Number of books purchased	735	323	267	105	101

Further, no journals, audio-video tapes were procured during the above period. While the provision for purchase of books was reduced from Rs.10.00 lakh to Rs.2.00 lakh, the number of books purchased also came down from 735 in 2003-04 to just 101 in 2007-08.

3.5.3.5 Selection of study centers

Three schools not affiliated to any University were study centres.

In a distance education mode the study centres play an important role since they act as focal contact points for distance learners. The study centres provide academic and administrative support services to the distance learners.

The IDE has 41 study centres in India and 13 abroad. A test check of the records produced to Audit revealed that four study centers (vide Sl. No.1 to 4 of **Appendix 3.38**), which were approved as study centres for all the courses of IDE including science, did not have science laboratories for conduct of practical classes.

With reference to DEC guidelines the IDE Advisory Committee of the University decided (2002-03) not to grant study centre status to any institutions/ schools other than affiliated colleges. However, three schools, which were not affiliated to any University were given study centre status (vide Sl No.5 to 7 of **Appendix 3.38**).

3.5.3.6 Trend in pass percentage

Pass percentage in respect of six PG degree courses recorded a decreasing trend.

An analysis of pass percentage of students in examinations from October 2005, May 2006 and May 2007 in respect of Post Graduate courses revealed a decreasing trend as indicated in **Table 3**.

Table 3

PG Degree	October 2005		May 2006		May 2007	
	Regd.	Passed*	Regd.	Passed*	Regd.	Passed*
M.A.	1,662	1,006 (61)	3,246	1492 (46)	9,927	1,314 (13)
M.Com	2,247	615 (27)	2,247	711 (32)	6,224	585 (9)
M.Sc	1,600	307 (19)	1,874	652 (35)	3,959	385 (10)
MBA	825	251 (30)	501	169 (34)	3,957	236 (6)
MCA	4,891	685 (14)	3,474	465 (13)	2,600	308 (12)
M.Sc.(IT)	1,030	230 (22)	567	95 (17)	616	91 (15)

Regd: Registered; *Figures in brackets represent the percentage of pass.

Details for number of students who appeared were not available to Audit. However, as per details for previous years there was no significant difference between number registered and the number that appeared.

As may be seen from the table above, the pass percentage was as low as six *per cent* in respect of MBA in the examination held in May 2007. All the six courses showed decreasing trend of pass percentage in May 2007 as compared to October 2005.

3.5.3.7 Decreasing trend in enrolment of students in IDE

The annual growth of enrolment in the distance education programmes in the country during the IX Plan was 15 *per cent*. For the X Plan (2002-07), the DEC expected a growth rate of 20 *per cent* to 30 *per cent*.

The enrolment in 23 courses decreased to 12,011 in 2007-08 from 22,881 in 2003-04.

An analysis of trend in admission in 34 courses, which were offered right through the five years period 2003-08 indicated that number of students admitted declined from 22,881 during 2003-04 to 12,011 in 2007-08 in respect of 23 courses (**Appendix 3.39**).

3.5.4 Conclusion and Recommendations

Entrance test for MBA course was not conducted in violation of AICTE norms. The academic staff was inadequate, supply of study materials to students was irregular and delayed and addition of books to library was negligible. Selection of some study centres was also deficient. The pass percentage in respect of PG courses and enrolment of students showed a declining trend. Following recommendations are suggested for improving performance

- Academic staff as per norms should be provided
- Preparation and despatch of study materials should be made in time
- Library should be further strengthened.

The above points were referred to Government in July 2008; reply has not been received (November 2008).