

Chapter-II

Construction of Toilets - Survey results

Success of any project is reflected by the achievement of expected outcome. Apart from checking the records pertaining to planning and execution of a work, beneficiary survey is an effective tool for assessment of the actual outcome of a project. Therefore, with a view to assessing the availability, quality and effective usability of toilets, constructed by the selected seven CPSEs, Audit conducted (between September 2017 and January 2018) a beneficiary survey of 2,695 toilets which were selected as sample. For this purpose, Audit designed a questionnaire containing the information in respect of enrolment, number of toilets-existing/constructed, availability of running water, maintenance arrangement and other aspects in usability of toilets for purpose of verification of construction and effective use of toilets.

During the survey, Audit personnel visited the selected 2,048 schools with the representatives of CPSE concerned and collected the relevant data/information as per the questionnaire with the support of Principal/ Head Master of each school. Geo-tagged photographs of the toilets were taken and the teachers/students were interviewed during the survey.

Since Audit survey covered two *per cent* of the total toilets, the CPSEs are advised to conduct their own review/ survey of the remaining 98 *per cent* toilets and take appropriate action for rectification of deficiencies.

From the data/ information collected during survey, various deficiencies/shortcomings were noticed by audit which are discussed below:

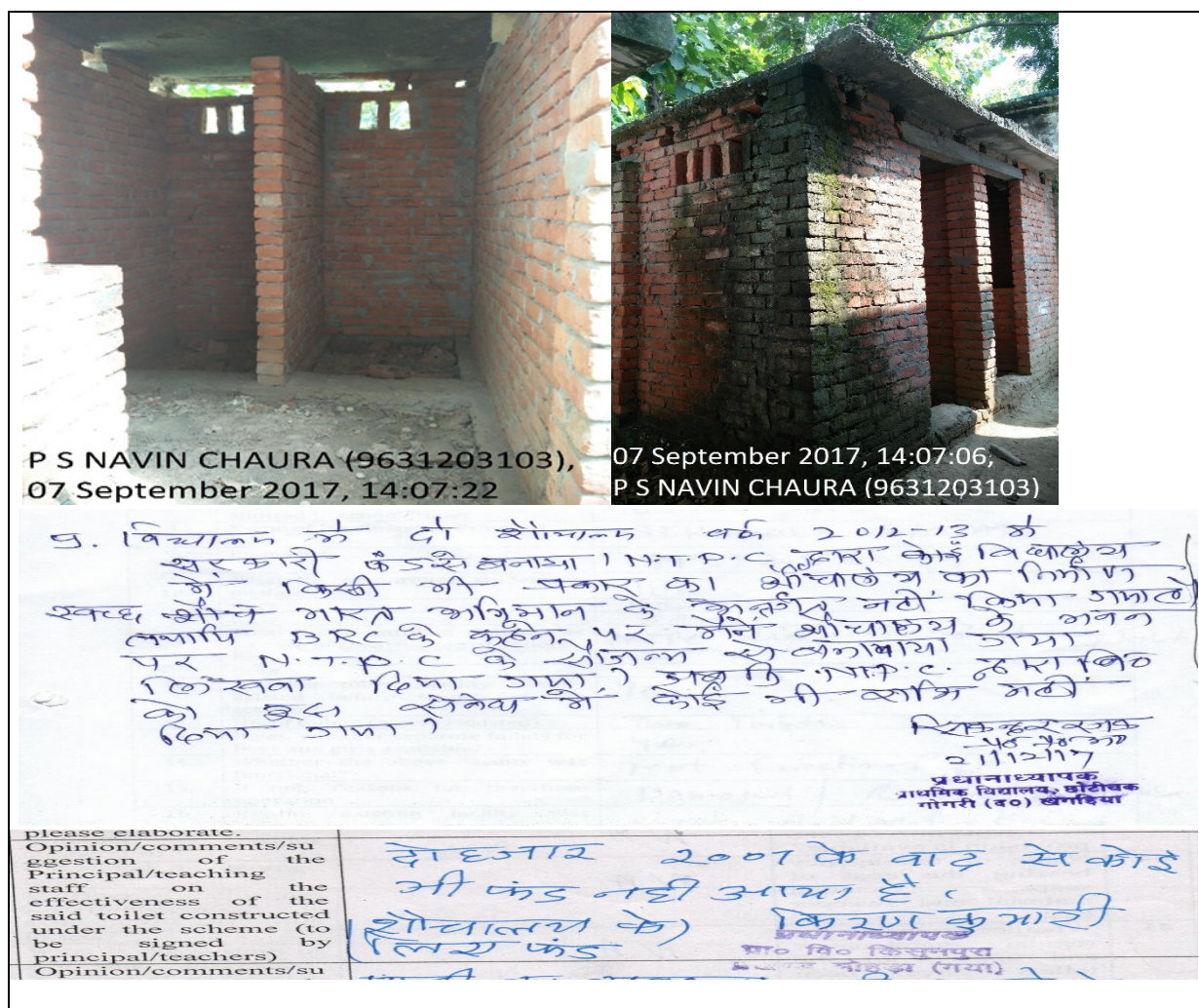
2.1 Non-existing and partially constructed toilets

Out of 2,695 toilets in the audit sample, the CPSEs did not construct 83 toilets, though these toilets were identified by them for construction. In respect of remaining 2,612 toilets which were reported by the CPSEs to have been constructed, 200 toilets were not found constructed in the respective schools and 86 toilets were found to be only partially constructed when the audit survey was conducted. Details in this regard are mentioned in Table 2.

Table 2
CPSEs-wise details of non-existing and partially constructed toilets
(Figures denote number of toilets)

CPSEs	Toilets surveyed by Audit	Toilets not constructed		Total		States
		Non-existing toilets	Partially constructed toilets	Number	Per cent	
CIL *	1,119	88	66	154	14	Odisha (102), Madhya Pradesh (12), Chhattisgarh (5) and Jharkhand (35)
NTPC	564	91	4	95	17	Bihar (79), West Bengal (10), Haryana (4), and Madhya Pradesh (2)
REC	254	14	5	19	7	Bihar (10), Uttar Pradesh (8) and Telangana (1)
NHPC	144	1	-	1	1	Madhya Pradesh (1)
PFC	184	1	7	8	4	Andhra Pradesh (8)
PGCIL	188	1	-	1	1	Bihar (1)
ONGC	159	4	4	8	5	Andhra Pradesh (4) and Odisha (4)
Total	2,612	200	86	286	11	

*including subsidiaries other than ECL



It is pertinent to mention that:

- The non-existing and partially constructed toilets constituted 11 *per cent* of toilets in the audit sample, which were shown on record as completed.
- In all the above cases, Principals/ Head Master of the concerned schools have confirmed the audit team's finding (given statement/ signed the audit questionnaire) that these toilets were not constructed/ only partially constructed in their schools.
- In all the above cases, photos of completion/ handing over of toilets were uploaded in the web portal⁷ or shown in the list of constructed toilets provided to Audit by these CPSEs⁸.
- In respect of 79⁹ out of the above 286 non-existing/ partially completed toilets, payment vouchers/ utilization certificates (UCs) were provided to Audit by the CPSEs.
- Out of 286 non-existing/ partially completed toilets, 92 were constructed by CPSEs on their own through private implementation agencies while 194 were constructed by State Government Agencies (SGAs).

⁷ NTPC maintained a web portal 'vidyutindia.co.in' to track construction of toilets being built by CPSEs under MoP and MoC

⁸ List of constructed toilets in respect of ONGC, NHPC, CIL (subsidiaries CCL and MCL)

⁹ 17 toilets constructed by CPSEs through their implementing agencies and 62 toilets constructed through the SGAs

MoP/ PGCIL, REC & PFC and MoPNG/ ONGC stated (August 2018 to August 2019) in respect of 36 non existing/ partially constructed toilets that the implementing agencies/SGAs have since been asked to confirm the status of toilets/refund the amount.

MoP/ NTPC in its reply for 95 non existing/ partially constructed toilets stated (26 March 2019) that for 36 toilets the UCs and payment vouchers were available; 31 toilets were not claimed by them to have been constructed and for balance 28 toilets the matter was being looked into.

CIL subsidiaries in their reply (for 135 toilets) stated that payment was not released for 42 toilets (CCL) and construction was in progress in 52 toilets (MCL). CIL stated that 25 toilets (CCL-14; BCCL-11) were constructed and billing had been done. CIL further clarified that in respect of 11 toilets (NCL), the concerned SGA refunded the amount subsequently since the toilets were constructed under other Schemes (Sarva Shiksha Abhiyan), while in respect of 5 toilets (SECL), the toilets were built at other schools.

Replies of NHPC and CIL (subsidiaries WCL, BCCL and CCL) (14 November 2018/21 January 2019) in respect of remaining 20¹⁰ non-existing/partially constructed toilets were silent.

The replies indicate that the CPSEs did not ensure the effectiveness of construction of toilets which resulted in release of payment in respect of non-existing /partially constructed toilets and misreporting of the toilets as complete. Replies of NTPC (for 31 toilets) and CIL (subsidiary CCL for 42 toilets) that they have not claimed completion of these toilets, are to be seen in light of the fact that completion/handing over of all these toilets were duly reported on the web portal of MoP. Further, in respect of 36 toilets, though NTPC has stated that they had the UCs/ payment vouchers, these toilets were not found when the audit teams visited the schools.

Corroborative Evidence

- ONGC conducted (December 2015 to April 2016) a survey of 5,594 out of 7,958 toilets through an agency i.e. Midstream Marketing and Research Pvt. Ltd which reported that 274 toilets (5 per cent) were not constructed and 236¹¹ toilets (4 per cent) were dysfunctional. But ONGC did not take any follow-up action on the report. ONGC replied (February 2018) that they had appointed M/s Auroville Foundation for verifying the toilets which were offloaded to SGAs and requested State Governments to confirm the position, which was awaited.
- In Alirajpur (Madhya Pradesh), the SGA submitted UCs for 777 toilets in November 2015 but refunded the amount after two years (November 2017) stating that only 222 toilets were constructed.

¹⁰ Non existing toilets-8 (NHPC-01 and BCCL-07), Partially constructed-12 (WCL-01, BCCL-08 and CCL-03)

¹¹ 35 toilets in Assam, 88 in Bihar, 6 in Meghalaya, 102 in Odisha and 05 in West Bengal

2.2 Status of constructed toilets

The Handbook on SVA highlighted that having a clean school enables every child to become an agent of change for improving sanitation/hygiene practices in their family and within their community.

Audit examined the effectiveness of 2,326 toilets (2,695 toilets in the audit sample minus 369 non-existing/partially constructed toilets) constructed in 1,788 schools. The results are discussed below:

2.2.1 Grading of toilets based on maintenance/sanitation

With a view to assessing the CPSEs' contribution in construction and maintenance of toilets, Audit graded the toilets in the audit sample adopting criteria along the lines of similar criteria fixed under Swachh Vidyalaya Puraskar¹² (2017-18). Each toilet was assigned a score with star rating¹³ on the basis of particulars collected/ feedback obtained during survey of 2,326 selected toilets. Details in this regard are given in Table 3.

Table 3
Grading of Toilets in the Audit Sample

[Figures denote Number of Toilets (Percentage of Toilets)]

Star Rating Name of CPSEs	5 Star/ Excellent	4 Star/ Very Good	3 Star/ Good but scope for Improvement	2 Star/ Needs Improvement	1 Star/ Needs Considerable Improvement	Total
CIL	73 (8)	264 (27)	416 (43)	137 (14)	75 (8)	965
NHPC	9(6)	17 (12)	88 (62)	22 (15)	7 (5)	143
NTPC	-	-	182 (39)	161 (34)	126 (27)	469
ONGC	29 (19)	53(35)	47 (31)	8 (5)	14 (9)	151
PFC	51 (29)	66 (38)	47 (27)	12 (7)	-	176
PGCIL	-	2 (1)	34 (18)	38 (20)	113 (60)	187
REC	1 (0)	7 (3)	83 (35)	40 (17)	104 (45)	235
Grand Total	163 (7)	409 (18)	897 (38)	418 (18)	439 (19)	2326

¹² Swachh Vidyalaya Puraskar is given by MHRD to recognize, inspire and celebrate excellence in sanitation and hygiene practice in schools. The criteria adopted for the rating of toilets by audit are: (i) Toilet design and technology (28 marks); (ii) Water facilities (22 marks); (iii) Hand wash facility (20 marks); (iv) Operation and maintenance (25 marks) and (v) Behavioral changes (toilets put to use) (5 marks)

¹³ Excellent/ 5-star rating (90 to 100 marks); Very Good/4 star rating (75 to 89 marks); Good but there is scope for improvement/ 3-star (51 to 74 marks); Needs improvement/ 2-star (35 to 50 marks); Needs considerable improvement/ 1-star (below 35 per cent)

It can be seen from Table 3 that only 25 *per cent* of toilets got five/four-star rating while 75 *per cent* toilets got 3 star or below rating. Audit noted that in some districts mainly in Odisha Andhra Pradesh, and Chhattisgarh, State Governments provided running water and maintenance facilities in the school for toilets constructed by CPSEs which resulted in proper maintenance of such toilets and scored grade 4 or 5. Audit is of the opinion that CPSEs should consider signing MoUs with State/ District Education Departments for providing running water facility to the toilets and maintaining them. CPSEs should provide necessary funds for maintenance and closely monitor the outcome of such maintenance.



MoPNG/ ONGC agreed (6 August 2019) with the grading while the remaining six CPSEs did not offer their comments. MoPNG/ ONGC also agreed to provide funds for maintenance of the toilets constructed by them for effective use.

The deficiencies/shortcomings noticed in the toilets have been discussed in the subsequent paras.

2.2.2 Toilets constructed, but not in use

Out of 2326 constructed toilets, 691 toilets (30 *per cent*) were not found in use mainly due to:

- Lack of running water as well as lack of cleaning arrangements and damages to toilets (114 toilets)
- Damages to toilets as well as lack of cleaning arrangements (128 toilets)
- Lack of running water as well as cleaning arrangements (73 toilets)
- Damages to toilets as well as lack of running water (28 toilets)
- Lack of only cleaning arrangements (123 toilets)
- Only Damages to toilets (80 toilets)
- Lack of only running water facility (44 toilets)
- Other reasons like use of toilet for other purposes, toilets locked up, school closed etc. (101 toilets)



The CPSE-wise State- wise details of the toilets not put to use is given in **Annexure II**.



MoP/ PGCIL and REC, MoP/ NTPC, NHPC and CIL (subsidiaries MCL, NCL and SECL) stated (August 2018 to March 2019) that maintenance of toilets could be taken up by the school authorities as they were the actual beneficiaries of the scheme. MoPNG/ ONGC and CIL (subsidiaries WCL and BCCL) stated (7 September 2018/ 21 January 2019) that they are coordinating the matter with school/ State authorities. PFC and CIL (subsidiary CCL) replies (27 June 2018/ 21 January 2019) are silent on this issue. CIL (subsidiary ECL) has not replied.

The replies indicate that the CPSEs did not adhere to the directions of Administrative Ministries regarding maintenance of toilets for three to five years, as discussed in Para 2.2.9.

2.2.3 Lack of running water facility

MHRD directed (19 November 2014) that, “the policy of SVA was to ensure that no school will be without a toilet with running water facility”. The guidelines of SVA had also highlighted that running water facility was not provided in 73.06 *per cent* of the toilets constructed till 2013-14 under other schemes, which led to their dysfunctionality/ un-usability. As such, running water facility inside toilets was an essential amenity for success of the toilet construction project undertaken by CPSEs under SVA. The guidelines of Swachh Bharat Mission-Gramin of 2014 also require water inside toilets.



The status of water facility in the 2,326 constructed toilets in the audit sample is given below:

- No water in schools - 449 toilets (19 *per cent*)
- Water in schools from hand pump, but not inside toilets -1,230 toilets (53 *per cent*)
- Running water available inside toilets - 647 toilets (28 *per cent*).

Hence in 1,679 (449+1230) out of 2,326 constructed toilets (72 *per cent*), running water facility inside the toilets was not available.

Four CPSEs (NTPC, REC, PGCIL and CIL have not envisaged provision of running water facility inside the toilets at the design stage i.e. in respect of 1,856 (80 *per cent*) out of 2,326 toilets in the audit sample.

Audit noticed during survey that out of 1,856 toilets, no running water facilities was available in 1,461 toilets (79 *per cent*). Further, in respect of remaining 470 toilets in the audit sample, where the CPSEs had planned (ONGC, PFC and NHPC) for the running water facility inside the toilets, 218 toilets (46 *per cent*)¹⁴ still did not have running water.

MoP (PGCIL, NTPC and REC) and CIL stated (August 2018 to April 2019) that they had implemented the design approved by the competent authority.

MoP/ PFC stated (15 July 2019) that water connection in toilets constructed in Rajasthan had since been sanctioned (30 June 2017) and work completed. However, utilisation certificates and relevant photographs are yet to be received. Reply of NHPC is silent on this issue. MoPNG/ ONGC replied (6 August 2019) that they had since directed the implementing agency to rectify the defects noticed by Audit.

Considering that running water in toilets was one of the basic aims of the project, remedial action in the above cases, including those where the CPSEs have not made provision for running water at the design stage, is imperative.

2.2.4 Hand washing facility in the toilets

Handbook on SVA highlighted that hand washing after using the toilet is critical for maintaining hygiene. NTPC, PGCIL and REC did not plan for hand washing facility while designing the toilets. The same was also not found during survey of 830 toilets selected in sample of these CPSEs. NHPC, ONGC, PFC and CIL included hand washing facility in the toilets at the design stage, but hand washing facility was not found during audit survey in 449 toilets (31 *per cent*) out of 1,435 toilets constructed by these four CPSEs. In total, wash basin/hand wash facility was not available in 1,279 (55 *per cent*) out of 2,326 toilets surveyed by Audit.

The replies of the CPSEs are given below:

- MoP/ PGCIL stated (14 August 2018) that hand wash facility was not considered since running water was not envisaged in their design. MoP/REC stated (5 February 2019) that wash basin was not provided since drainage system for waste water of wash basin was not envisaged in the design. MoP/ NTPC stated (26 March 2019) that the design of toilet was finalized after discussion with MoP. CIL (subsidiary BCCL) stated that (23 August 2018) wash basin was not part of MoUs with implementing agencies.
- PFC (27 June 2018) stated that in few schools, wash basin was not provided due to small size of the toilets. NHPC and MoPNG/ ONGC (13 November 2018/ 6 August 2019) stated that wash basin was provided only for new toilets, not in repaired ones.

¹⁴ ONGC – 64 out of 151 (42 *per cent*); PFC – 58 out of 176 (33 *per cent*); NHPC - 96 out of 143 (67 *per cent*)

- CIL (subsidiaries SECL, NCL, WCL and CCL) stated (21 January 2019) that the toilets were handed over to schools with wash basin and that the wash basins might have been damaged subsequently.
- CIL (subsidiary MCL) stated (10 January 2019) that the implementing agencies/ SGAs had since been instructed to submit the status report, for the rectifications required, if any.

Above replies confirm that hand washing facility was either not planned by the CPSEs or did not materialize despite having been planned, thus adversely impacting hygiene.

2.2.5 Temporary/Movable Toilets

Out of 2,326 constructed toilets surveyed by audit, 27 toilets were temporary/moveable toilets (1 *per cent*) constructed by three CPSEs (i.e. five toilets by NHPC in Madhya Pradesh, 16 toilets by NTPC and six toilets by PGCIL in Bihar) though these were not allowed.

Further, 23 toilets (85 *per cent*) out of 27 toilets remained unused due to damage, non-construction of leach pit, theft, etc.

NHPC replied (July 2019) that the temporary/moveable toilets were constructed in remote areas to achieve the timelines.

MoP/ PGCIL replied (14 August 2018) that they had entrusted 120 toilets in Purnea District (Bihar) to M/s ABB who constructed widely prevalent temporary toilets at their own cost.

NTPC replied (30 November 2018) that they would install additional prefab toilets in the concerned schools. Reply of MoP (26 March 2019) on NTPC is silent on this issue.

The fact remains that the construction of temporary toilets was not prescribed by MHRD and also found unused during the Audit survey.



2.2.6 Defective construction of toilets

Out of 256 toilets pertaining to REC in the audit sample, 20 toilets were constructed through M/s VKAC in Ballia District of Uttar Pradesh. These toilets were so small (shorter by 19 *per cent* of area in the approved drawings) that it was difficult to enter the toilets because the doors would hit the tap when opened (photo alongside). Further, water tank provided inside the toilets had persistent leakages. WCs/floor



tiles were not installed properly in 16 of these toilets, leading to water logging and resultant unhygienic condition of the toilets.

MoP/REC replied (5 February 2019) that the defects pointed out by Audit would be rectified.

2.2.7 Non-provision of foundation/ ramp/ staircase/ roof

780 out of 2326 toilets in the sample were constructed using prefab technology. Notwithstanding that usage of prefab technology for construction of toilets was not permitted by MoP/ MoC/ MoPNG, the following shortcomings were also noticed in the prefab toilets during the audit survey:

- All the 190 prefab toilets constructed by NTPC in the audit sample, were without permanent foundation and hence faced the risk of getting toppled during high winds.
- 95 toilets out of 145 prefab toilets constructed by REC selected in the sample did not have ramp facility though it was planned at the design stage, rendering the use of toilets difficult for differently abled students. Similar was the case with the 190 toilets constructed by NTPC which did not envisage ramp facility at the design stage.
- The edges of roof of 93 toilets out of 145 prefab toilets constructed by REC selected in the sample were not covered with PPGI ridge (pre-painted galvanized iron i.e. a strip which caps the ridge of the roof), envisaged in the design stage. This might have adverse impact on the life of toilet roofs.



Roof required to be constructed



Roof actually constructed

MoP/ NTPC replied (26 March 2019) that they had finalized the design of the toilets after discussion with MoP. Documents regarding the discussions were, however, not provided to Audit. REC did not provide their comments.

2.2.8 Overflowing/damaged leach pit

As per handbook on SVA prepared by MHRD, a toilet unit should consist of one leach pit (single pit) which is sufficient for the requirement of six months to one year. Ministry of Rural Development, Department of Drinking Water Supply (MDWS), on other hand, in their norms have included twin pit¹⁵ system for water closet.

Major disadvantage of the single pit design adopted by MHRD under SVA is its operational unsustainability. After the pit is filled, it cannot be emptied as it contains fresh as well semi degraded excreta. As mechanical devices are normally not readily available, the only option left with school authorities is to have scavengers manually clean such pits.

Under the twin pit design suggested by MDWS pits are used alternately. Capacity of each pit is normally for 3 years. This system, therefore, bypasses thorny issue of caste as owners deal with manure, not excreta. Non – adoption of the twin pit design by the SVA implemented in schools by MHRD means that usability of toilets is short tenured, i.e. maximum six months to one year and unsustainable.



Audit survey of selected toilets revealed that the leach pits were overflowing or pipes connecting the WCs and urinals to leach/soak pits were uncovered on ground or damaged in 367¹⁶ (16 per cent) out of 2,326 constructed toilets in the audit sample.

PFC, NHPC, CIL (subsidiaries MCL, NCL and SECL) and MoP/ REC replied (June 2018 to February 2019) that State Education Authority/School Management Committee should maintain the toilets.

MoP/ NTPC replied (26 March 2019) that the defects might have occurred post defect liability period.

MoP/ PGCIL, MoPNG/ ONGC and CIL (subsidiary WCL) replied (August 2018 to January 2019) that they were engaging an agency for remedial actions.

¹⁵ Under the twin-pit system, two pits are dug with honeycombed walls and earthen floors which allow liquid to percolate into the surrounding soil. When one pit is filled and closed off, waste flow is transferred to the second pit, allowing waste in the first pit to be converted into manure after a year or two. Two years after blocking of the first pit, its contents turn into solid, odour free manure, suitable for use in agriculture and horticulture purposes. After the second pit is filled, it is similarly blocked and the first pit is put in use again. Thus, alternate use of both the pits continues

¹⁶ 367 = CIL-168, NTPC-82, REC-34, ONGC-28, PGCIL-24, NHPC-23 and PFC-8 toilets

CIL (subsidiary CCL) replied (21 January 2019) that this was part of maintenance work which was deleted from the scope of implementing agency due to lack of funds. CIL (subsidiary BCCL) replied (21 January 2019) that maintenance was yet to be taken up. CIL (subsidiary ECL) did not provide their comments on this issue.

The replies are not tenable as MoP/ MoC had advised (27 October 2014) the CPSEs to provide for maintenance of the toilets for three to five years. Handbook on SVA had also highlighted that inadequate maintenance was one of the main reasons for toilets built under other schemes becoming dysfunctional/unusable. Thus, lack of onus of maintenance of toilets by CPSEs, resulted in non-usability of toilets.

2.2.9 Maintenance arrangements for toilets

MoPNG and MoP/ MoC advised (16 September and 27 October 2014) the CPSEs to maintain the toilets constructed by them for three to five years through CSR budget. MoP reiterated (18 July 2016) the need for maintenance of the toilets by the CPSEs and advised them to give the funds directly to Village Education Committee for sanitation of toilets, under intimation to MoP and review the status of toilets after six months.

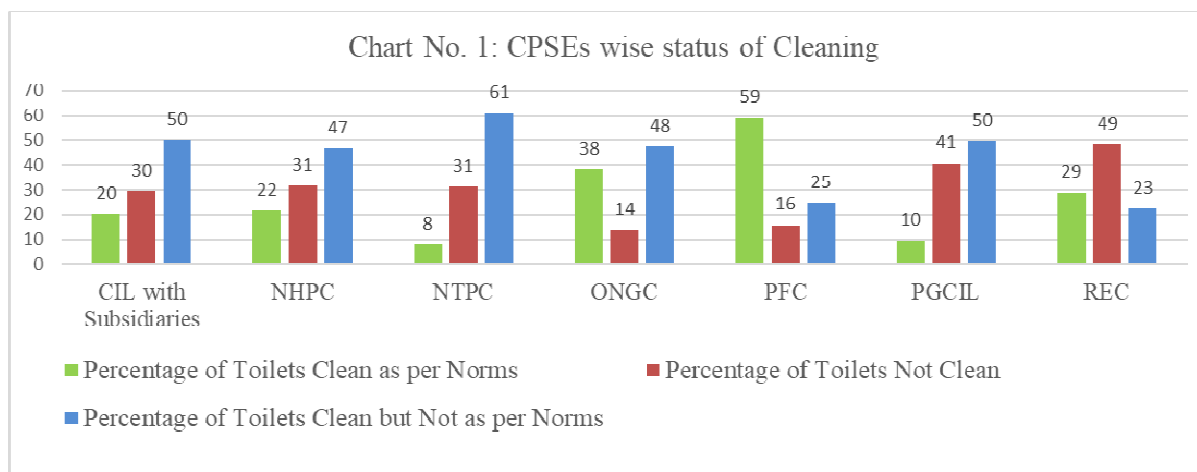
Audit found that three CPSEs (NTPC for conventional toilets, REC and CIL subsidiaries BCCL, CCL, ECL and SECL) incorporated the maintenance clause in the MoUs/contracts, but REC withdrew the maintenance clause subsequently, due to poor maintenance by contractors. NTPC for prefab toilets, PFC, PGCIL, NHPC, ONGC, and CIL (subsidiaries MCL, NCL and WCL) neither included the clause for maintenance in the MoUs/contracts nor provided funds to the School management.



During survey of selected toilets, Audit noticed that one of the main reasons for the toilets not being in use was lack of maintenance/ cleaning arrangements, as discussed below:

(i) Frequency of cleaning

As per MHRD norms under SVA, the toilets were required to be cleaned at least once daily. Audit noticed that proper maintenance/ sanitation was lacking in 1,812 toilets out of 2,326 toilets. Audit also noticed that 715 toilets out of 1,812 toilets were found un-cleaned and for the balance 1,097 toilets the frequency of cleaning was from twice in a week to once in a month, which was not as per norms. Therefore, 75 per cent of selected toilets were not maintained hygienically. These toilets included 438 toilets which were not in use (refer Para 2.2.2). CPSEs wise status of cleanliness is given in Chart No 1.



Audit noticed that the toilets were not being maintained by schools due to fund constraints as neither CPSEs nor State Governments had provided adequate funds to the schools for undertaking maintenance/ sanitation in toilets. The School Authorities/ SMCs/ Principals were willing to maintain the toilets subject to availability of adequate funds (₹5,000 p.a. approx.) for sanitation of toilets.

(ii) Non-provision of soap, cleaning agents and disinfectants in toilets: As per SVA norms, toilet blocks should be provided with facilities like soap, bucket, toilet cleaning brush, disinfectants, and other cleaning material. During survey, Audit noticed that there was no provision of soap and disinfectants or cleaning agents in 863 toilets (37 per cent).

(iii) Inadequate cleanliness of pathway: For safety of students, there is a need of clean pathway towards toilets. Audit noticed that pathways to toilets in respect of 426 toilets (18 per cent) were not cleaned.

MoP/ PGCIL stated (14 August 2018) that the proposal for maintenance came from Uttar Pradesh only, which was under consideration.



NHPC, CIL (subsidiaries NCL, MCL, SECL, WCL) and MoP/ NTPC replied (18 November 2018, 21 January 2019 and 26 March 2019 respectively) that they were not mandated to maintain the toilets. CIL (subsidiary BCCL) replied (21 January 2019) that maintenance was yet to be taken up while CIL (subsidiary WCL) replied (21 January 2019) that Secretary (Coal) had asked (10 August 2017) all the CMDs to put in efforts to involve the local administration for the maintenance of toilets in schools beyond their command area. Accordingly, they asked all the district authorities, where WCL has constructed toilets, to take action on maintenance. CIL (subsidiary CCL) replied (21 January 2019) that the maintenance work was deleted from the scope of implementing agency due to lack of funds. CIL (subsidiary ECL) did not provide comments on the issue.

MoP/ REC stated (5 February 2019) that they were willing to fund the maintenance cost through CSR budget and comprehensive execution plan has not yet been received from MHRD. ONGC stated (7 September 2018) that they had since approved the funding of

₹1,000 per annum/ per toilet for maintenance. Further, MoPNG stated (6 August 2019) that the instructions to carry out three years' maintenance was issued (22 September 2014) by them as decided in the meeting taken by the Secretary.

The replies are to be viewed against the fact that NTPC, REC and CIL-subsidaries BCCL, CCL, ECL and SECL had incorporated the maintenance clause in the contracts which is contradictory to their stand that maintenance was not in their mandate. The CPSEs were advised by Ministries to provide initial support for maintenance (for three to five years) after which the schools could take care of the facilities through grants available with them, but this was not provided by the CPSEs.

Beneficiary survey conducted by Audit revealed inadequacies and deficiencies in the output of the project, as evident from instances of non-existence of the toilets and also of partial construction thereof. Even in respect of toilets actually constructed, it was noticed that in more than 75 *per cent* of cases in the audit sample, the toilets were not in active use for various reasons including non designing of toilets as per norms of MHRD, lack of running water, lack of maintenance/ cleaning facilities due to non funding for cleanliness and improper monitoring of maintenance due to lack of onus of toilets which need improvement.