CHAPTER II
PERFORMANCE AUDIT

REVENUE DEPARTMENT

2.1 District-centric audit of Thiruvananthapuram District

Highlights

A district-centric audit of Thiruvananthapuram District was conducted to assess the status and impact of implementation of various socio-economic development programmes/schemes in view of substantial investments made by the Government of India and the State Government in social and economic sector programmes relating to health, education, water supply, housing scheme to Scheduled Castes/Scheduled Tribes, etc.

As the preparation of the Integrated District Development Plan (IDDP) for the district and consolidation of Local Development Plans (LDPs) for all Local Self Government Institutions (LSGIs) were not done by the District Planning Committee (DPC), the disparities between various regions within the district in respect of the developmental issues and scope of the district remained unidentified.

(Paragraph 2.1.3.2)

Adequate manpower and infrastructure as per the Indian Public Health Standards were not available in the test checked Community Health Centres/Primary Health Centres.

(Paragraph 2.1.5.2)

Despite the intervention of the Sarva Shiksha Abhiyan, there was migration of students from Government/Aided schools to Unaided English Medium schools.

(Paragraphs 2.1.6.1 and 2.1.6.2)

Ten water supply schemes taken up under Accelerated Rural Water Supply Programme during 2002 to 2009 at a cost of ₹ 54.55 crore (March 2012) to benefit a population of 6.50 lakh in the district remained incomplete. Quality tests of water samples taken from Water Supply Schemes in the district showed presence of bacteria and other impurities.

(Paragraphs 2.1.7.2 and 2.1.7.4)

Inordinate delays were noticed in completion of houses under the Housing Schemes to SCs and STs.

(Paragraphs 2.1.8.1 and 2.1.8.2)

There was inordinate delay in sanctioning and completion of works taken up under Member of Parliament Local Area Development Scheme.

(Paragraph 2.1.9)

Akshaya Project of e-literacy was conceived without a proper study and required analysis. This resulted in blocking up of fund of ₹ 4.84 crore, out of the total available fund of ₹ 4.90 crore.

(Paragraph 2.1.13)

2.1.1 Introduction

2.1.1.1 District profile

Thiruvananthapuram is the southernmost district and the State capital of Kerala. The district stretches 78 kilometres along the shores of Arabian sea on the West, Kollam district on the North and the districts of Tamil Nadu namely Thirunelveli and Kanyakumari on the East and South respectively. The district spans an area of 2,192 square kilometres. The population and the rate of literacy of the district as per the Census 2011 were 33.07 lakh (Male: 15.84 lakh; Female: 17.23 lakh) and 92.66 *per cent* respectively. The district consists of one Revenue Division, four Taluks, twelve Community Development Blocks, seventy eight Grama Panchayats, four Municipalities and one Municipal Corporation.

2.1.1.2 Administrative Set up

The District Collector (DC) is the Head of the district administration. He is assisted by Deputy Collectors for General matters, Land Acquisition, Revenue Recovery, Land Reforms, Disaster Management and Election. As the head of the district administration, the DC exercises effective supervision and control over the work of district level offices of various departments. The DC is the Secretary of District Planning Committee (DPC), Chairman of various development bodies and committees of the district such as the District Development Council (DDC), District Level Co-ordination Committee (DLCC), etc. The DC also holds the charge of District Magistrate. The DC, while performing the duties of District Magistrate, is assisted by Sub-Divisional Magistrate and Executive Magistrates.

The DPC comprises District Panchayat President as the chairman, the DC as the ex-officio secretary and 13 other members. The DPC approves the Annual Plans prepared by Local Self Government Institutions (LSGIs), namely, Grama Panchayats, Block Panchayats, Municipalities, Municipal Corporation and District Panchayat. The District Planning Officer (DPO) is the Joint Secretary (Co-ordination) of the DPC and his office functions as the Secretariat of the DPC. The DPC was required to consolidate the plans of the LSGIs and integrate them with the departmental plans of the district and prepare the draft Five Year Plan and Annual Plan. It was not prepared by DPC and audit comments are given in paragraph 2.1.3.2 of this Report.

The District Development Council (DDC), an advisory body of officials of Departments, the MLAs and MPs in the district chaired by the District Collector and convened by the District Planning Officer, monitors and reviews the Department Plan Schemes at district level.

2.1.2 Audit Framework

2.1.2.1 Scope of Audit

There were various developmental programmes initiated by the Government of India (GOI) and State Government for the upliftment of the standard of living of the people with the district as the focal point. A District-centric audit was taken up in the above context. The audit involved a review of the significant developmental programmes/schemes implemented in the district during the period 2007-12. An appraisal of (i) Social Sector Programmes of Health with focus on National Rural Health Mission (NRHM), Education with focus on Sarva Shiksha Abhiyan (SSA), Water Supply with focus on Accelerated Rural Water Supply Programme (ARWSP) and Housing schemes to Scheduled Castes/ Scheduled Tribes (ii) Economic Sector Programmes of Member of Parliament Local Area Development Schemes (MPLADS), National Horticulture Mission (NHM), Protection of River Banks, Western Ghat Development Programme (WGDP) and (iii) General Sector Programme of e-Literacy (Akshaya), was conducted by Audit. The audit also covered the role and responsibilities of the District Administration in providing essential services for improving the general standard of living of the people of the district.

2.1.2.2 Audit Objectives

The objectives of audit were to assess whether:-

- the planning for different programmes was effective;
- the financial management was efficient and effective;
- the implementation of programmes was effective, efficient and economical; and
- the monitoring mechanism and internal control system were in place and effective.

2.1.2.3 Audit Criteria

Audit findings were benchmarked against the criteria derived from the following documents.

- Annual Plans;
- Guidelines of the Schemes/Programmes issued by the Central/State Governments;
- Provisions in Government Financial Rules, Memorandum of Association of Autonomous Bodies; and
- Prescribed monitoring mechanisms.

2.1.2.4 Audit Methodology

The audit methodology comprised examination of the documents and records in offices at the district, block and grama panchayat level. As a part of gathering evidence to substantiate the audit observations and documentation, it was decided to conduct physical verification along with the departmental officers concerned and also to take photographic evidences wherever possible.

An entry meeting was held on 18 January 2011 with the Deputy Collector (General) along with the officers of the various departments concerned. The audit objectives, methodology and the scope of audit were explained to the officers.

Three Block Development Offices (BDOs) out of 12 BDOs in the district namely Kazhakkoottam, Nedumangad and Perumkadavila and six Grama Panchayats out of 78 Grama Panchayats (GPs) namely Andoorkonam, Pothencode, Panavur, Aruvikkara, Aryancode and Amboori were selected as samples for detailed scrutiny based on Simple Random Sampling method. The records of the District Collectorate, the District Planning Office, the District offices of Scheduled Castes and Scheduled Tribes Development Department, the District Project Office of SSA, the District Health Society of NRHM, the District Medical Officer of Health, the Divisional Offices of Kerala Water Authority (KWA), District Horticulture Mission and the District Project office of Akshaya were also scrutinized.

The audit was conducted from December 2010 to March 2011. An exit meeting with the District Collector was held on 15 July 2011 along with the various implementing officers and the audit observations were discussed. The data was updated in August 2012 covering the period upto 31 March 2012. Response to the audit observations during the course of exit conference had been considered while drafting the report.

2.1.3 Planning

2.1.3.1 District Planning

The guidelines for district plans in the Eleventh Five Year Plan issued (August 2006) by the Planning Commission envisaged a district planning process for preparing an integrated plan for the district taking into account the resources (natural, human and financial) available and covering the sectoral activities and schemes assigned to the district level and below, and those implemented through local Governments in a State. The document that embodies this statement of resources and their allocation for various purposes is known as the District Plan.

2.1.3.2 District Planning Committee

The Constitution[8] (74th Amendment Act, 1992) envisaged the establishment of a District Planning Committee (DPC) in every State at the District level. The Kerala Municipality Act, 1994 (Section 53) provided for the constitution of the DPC consisting of 15 members. The DPC in the district was last constituted in February 2011 with the District Panchayat President as the Chairman, the DC as the ex-officio Secretary and 12 elected members of the District Panchayat, Municipal Corporation and Municipalities and one nominee of the Government as members.

According to the Kerala Municipality Act, 1994, the DPC was required to consolidate the plans prepared by the LSGIs and prepare a draft development

[8] Article 243 ZD of the Constitution of India.

plan for the district as a whole. According to the guidelines issued (August 2006) by the Planning Commission, the DPC was required to consolidate the plans of the LSGIs and integrate them with the departmental plans of the district and prepare the draft Five Year Plan and Annual Plan. The State Government directed (February 2007) to prepare long term Local Development Plans (LDPs) for all LSGIs in a district and a long term Integrated District Development Plan (IDDP) for each district under the auspices of DPC.

IDDP and LDPs were not prepared in the district.

However, as the preparation of the Integrated District Development Plan (IDDP) for the district and consolidation of Local Development Plans (LDPs) for all Local Self Government Institutions (LSGIs) were not done by the District Planning Committee (DPC), the disparities between various regions within the district in respect of the developmental issues and scope of the district remained unidentified.

The District Collector assured (November 2011) that steps would be taken for the preparation of IDDP and LDPs shortly. However, the preparation of IDDP and LDPs was not yet started (July 2012).

Annual Plans of Departments were prepared by the Departments concerned and submitted for approval of the Government, through State Planning Board. The schemes were monitored by the Department Heads concerned and the State Planning Board. The DDC monitors all Department Plan Schemes at district level.

But the fact remains that LDPs and IDDP to be conceptualized and developed by the people's representatives as envisaged in the Constitution and the Kerala Municipality Act have not been materialized so far.

2.1.4 Financial Management

Funds are allotted to the District Departmental Officers through the State Budget. The district level departmental officers release funds to their subordinate offices and other executing agencies, based on the approved allocation for individual schemes. In respect of central schemes like NRHM, GOI releases funds directly to the State level units from where funds are allotted to the district offices. The State Government also allots funds directly to Panchayati Raj Institutions/urban local bodies for implementation of schemes under the decentralised planning programme. In respect of schemes like MPLADS, funds are released directly by GOI to the District Authorities.

2.1.4.1 Flow of Funds - Non-maintenance of statement of funds received and utilized

Consolidated statement of funds received and utilised for various schemes implemented in the district was not maintained

The details of total flow of funds to the district during 2007-12 were not available either with the DC (Secretary of DPC) or with the DPO (Joint Secretary of DPC). They were also not maintaining a consolidated year wise statement of total funds received and utilized for various developmental programmes/schemes implemented in the district. However, the details of funds available and expenditure incurred during 2007-12 in respect of departments/programmes as collected from the institutions selected for audit are given in **Table 2.1:**

Table 2.1 : Details of funds available and expenditure incurred in the case of certain significant programmes

(₹ in crore)

Sl. No.	Department/Programmes	Funds available*	Expenditure
1.	Health –National Rural Health Mission (NRHM)	66.09	65.84
2.	Education– Sarva Shiksha Abhiyan (SSA)	105.83	93.59
3.	Water Supply	115.89	116.40
4.	Scheduled Castes Development Department	152.02	152.02
5.	Scheduled Tribes Development Department	16.37	16.88
6.	MP Local Area Development Scheme	23.81	16.43
7.	Agriculture – National Horticulture Mission(NHM)	12.87	10.97
8.	Protection of River Banks - River Management Fund (RMF)	9.50	1.83
9.	Western Ghat Development Programme (WGDP)	5.28	0.17
10.	e-Literacy (Akshaya)	4.90	0.06

*This is the sum of opening balance and funds received during the year.

Source: Figures supplied by district level offices of the departments

The year-wise details of receipt and utilization of funds are given in **Appendix 2.1.**

Audit analysis revealed the following:

- In respect of MPLADS, the District Authority is required to furnish Accounts and Utilisation Certificates (UCs) every year to the State Government and GOI. District Authority is maintaining Savings Bank Accounts in Nationalised Banks for keeping MPLADS funds for each MP. It was seen that the District Authority was not maintaining any cash book. However, a cheque register was maintained by the Authority. But, the bank statement was not being reconciled with the cheque register. In the absence of a cash book and non-reconciliation of the bank account with the cheque register, the correctness of balance furnished by DC and the genuineness of UCs furnished could not be ascertained in audit.

The DC stated (July 2012) that the reconciliation would be conducted from July 2012 without fail.

- Funds allotted by the Director of State Horticulture Mission to its District Horticulture Mission (DHM) Offices are routed through the respective bank accounts maintained by the District Mission in the name of Principal Agricultural Officer (PAO) and the Deputy Director (Horticulture). As per the bank statement, the balance in the bank account maintained by DHM as on 31 March 2012 was ₹ 0.79 crore. However, as per the statement of receipts and payments furnished by DHM, the departmental balance as on 31 March 2012 was ₹ 1.90 crore.

The District Mission did not maintain any cash book. Based on audit remarks, DHM started to maintain a cash book for recording the transactions relating to the bank account from October 2011. However, closing balance as on 31 March 2012 was not recorded in the cash book and the difference pointed out by audit was not reconciled (August 2012).

Social Services

2.1.5 Health

The District Medical Officer of Health (DMOH), Thiruvananthapuram functioning under the Health and Family Welfare Department is responsible for providing health care services to the people of the district. The services are being provided through a network of nine hospitals, 24 Community Health Centres (CHCs), 70 Primary Health Centres (PHCs) and 481 Sub Centres. Audit selected two CHCs (Perumkadavila, Puthenthoppu) and six PHCs (Andoorkonam, Thonnakkal, Aruvikkara, Panavur, Chembur and Amboori) for detailed scrutiny based on Simple Random Sampling method and the results of audit are summarized below.

2.1.5.1 Implementation of NRHM

The National Rural Health Mission (NRHM) was launched in April 2005 by GOI with the goal of providing accessible, affordable and quality health care to rural population. For implementation of NRHM, it was required to constitute a District Health Mission (DHM) and a District Health Society (DHS) to assist the DHM. In the district, the DHS was constituted (April 2007) with a governing body with District Panchayat President as Chairman, DC as the Co-Chairman and DMOH as the Chief Executive Officer and an Executive Committee with DC as Chairperson and DMOH as Chief Executive Officer.

The DHS is the district level implementing agency of NRHM and it is convened by the District Programme Manager (DPM), who is a key player in arranging managerial and supportive assistance to the district health administration, including general management and logistic support.

According to NRHM guidelines, a household and facility survey was required to be conducted to identify the gaps in health care facilities. However, the survey was not conducted in the district. The DHS was required to prepare a Perspective Plan for the entire Mission period 2005-12 and Annual Plans for the district. But, no such Perspective Plan for the district was prepared, though Annual Plans were being prepared.

The DPM, NRHM stated (March 2012) that Annual Plan consisting of all activities was prepared and also a Comprehensive Health Plan in the district was prepared for the XII Five Year Plan period.

It is a fact that the NRHM prepares an Annual Plan, but no long term perspective plan was seen on record.

2.1.5.2 Status of Infrastructure, Services and Manpower at Health Centres

The population norms fixed by GOI for CHC, PHC and Sub Centres were 1,20,000, 30,000 and 5,000 respectively (in Plain area). It was noticed that the population norm fixed by GOI had not been completely adhered to in creation

of CHCs, PHCs and Sub Centres. The population covered by a CHC ranged from 51,637 (CHC Pulluvila) to 2,90,007 (CHC Vilappil) and in 28 out of 70 PHCs, the population was less than 30,000.

(i) Infrastructure

The major items of infrastructure facilities to be provided in the CHCs/PHCs/Sub Centres as per the Indian Public Health Standards (IPHS) and the position of availability in respect of centres visited by Audit (CHCs-2[9], PHCs-6[10], Sub Centres[11]-38) were as detailed in **Table 2.2**:

Table 2.2: Details of infrastructure facilities in Health Centres

Sl. No.	Particulars	CHC(2)		PHC(6)		Sub-Centres(38)	
		Required	Available	Required	Available	Required	Available
1.	Clinic Room	2	2	6	6	38	21
2.	Waiting room (Out Patients)	2	2	6	5	38	10
3.	Separate utilities for male/female patients	2	2	6	6	38	10
4.	Labour room	2	Nil	6	Nil	38	Nil
5.	Operation theatre	2	Nil	6	Nil	Not Required	
6.	Emergency/Casualty room	2	Nil	6	Nil	Not Required	
7.	Drinking water	2	2	6	6	38	17
8.	Generator	2	Nil	6	Nil	Not Required	
9.	Oxygen cylinder	2	2	6	1	Not Required	
10.	Wheel chair	2	2	6	3	Not Required	
11.	Stretcher	2	2	6	2	Not Required	
12.	Ambulance	2	Nil	6	Nil	Not Required	

Source: Figures supplied by the Test checked Units

Essential facilities like ambulance services, generators, labour rooms and operation theatres were not available in test-checked CHCs and PHCs





Patients waiting for their turn in queue due to non-availability of waiting room at CHC, Perumkadavi Status as on 19 January 2011

On being pointed out by audit, the non-availability of waiting room at CHCs Perumkadavila and Puthenthope, the DPM stated that the waiting rooms were provided as of March 2012. The DMOH also stated (August 2012) that the deficiencies in the centres are being addressed to by NRHM and LSGIs.

[9] Perumkadavila, Puthenthope.
[10] Andoorkonam, Thonnakkal, Aruvikkara, Panavur, Chembur and Amboori.
[11] Sub-centres under the test checked CHCs/PHCs.

(ii) Services

The basic health care services required to be provided in CHCs/PHCs as per IPHS and the availability of services in the centres visited by Audit were as detailed below:

Table 2.3: Details of availability of health care services in Health Centres visited

Sl.No.	Particulars	CHC(2)		PHC(6)	
		Required	Available	Required	Available
1.	Inpatient services (IP)	2	2	6	Nil
2.	Delivery services	2	Nil	6	Nil
3.	New born care	2	Nil	6	Nil
4.	Emergency services	2	Nil	6	Nil
5.	Laboratory services	2	2	6	5
6.	Blood storage facility	2	Nil	Not Required	
7.	Ultra sound scanner	2	Nil	Not Required	
8.	X-ray	2	Nil	Not Required	
9.	ECG	2	Nil	Not Required	
10.	Full range of family planning services	2	Nil	Not Required	
11.	Paediatric - care of sick children	2	Nil	Not Required	
12.	Emergency Obstetric care/Caesarean surgery	2	Nil	Not Required	
13.	Surgery for Hernia, Hydrocele, Appendicitis	2	Nil	Not Required	

Source: Figures supplied by the Test checked Units

Audit scrutiny revealed the following:

Health care services especially delivery services were not provided in any of the test checked CHCs/PHCs

- Delivery services were not being provided in the PHCs[12] and that in CHCs Perumkadavila and Puthenthoppu, though five and four medical officers respectively were available in these centres.
- Services like New Born Care, Emergency Services, Blood Storage Facility, Ultra Sound Scanning, X-ray, ECG, Full range of Family Planning, Paediatrics - care of sick children, Emergency Obstetric Care/Caesarean Surgery and Surgery for Hernia, Hydrocele, Appendicitis were not provided in any of the test checked CHCs.
- IP services, New Born Care and Emergency services were not available in any of the test checked PHCs.
- IP services were not provided in PHCs Andoorkonam and Panavoor, even though IP wards with cots were available.
- Laboratory services were available in two CHCs and five out of six PHCs visited.

[12] Andoorkonam, Thonnakkal, Aruvikkara, Panavur, Chembur and Amboori.



IP ward at PHC, Andoorkonam used for other purposes and idle cots



Idle IP ward at PHC, Panavoor

The Medical Officers of the centres stated that delivery services were not provided as there were no Gynaecologists. The DMOH, while confirming stated that the appointment of Specialist doctors, including Gynaecologists, is under consideration of the Government (March 2012).

(iii) Manpower

Manpower as per IPHS was not sanctioned in the test checked CHCs/ PHCs

The Government of Kerala, while issuing (May 2008) orders for fixation of staff strength in respect of CHCs, PHCs and Sub Centres as per IPHS, decided (November 2008) that the manpower required as per IPHS would be sanctioned in due course. Thirteen posts of doctors and 16 posts of paramedical staff were created (August 2010 and February 2011) in six institutions against the proposal (December 2009) of DMOH to create 89 posts of doctors and 522 posts of paramedical staff in the district. In the test checked institutions, however, no posts were created and hence shortage of staff was noticed as detailed below:

Table 2.4: Details of requirement and availability of manpower

Sl. No.	Particulars	CHC(2)		PHC(6)		Sub-Centres (38)	
		Required	Available	Required	Available	Required	Available
1	Specialist Doctors[13]	10	Nil	NR	NR	NR	NR
2	Dental Surgeons	2	Nil	NR	NR	NR	NR
3	General Duty Medical Officer	12	9+4*	18	6+3*	NR	NR
4	Staff Nurse	38	7+3*	30	4+1*	NR	NR
5	Pharmacist	6	2	12	6	NR	NR
6	Laboratory Technician	6	2	12	4+1*	NR	NR
7	Radiographer	4	Nil	NR	NR	NR	NR
8	Junior Public Health Nurse	2	2	6	4	38	41
9	Male Health Worker	NR	NR	NR	NR	38	25

Source: Figures supplied by the Test checked Units
NR - Not Required
* Contract appointment under NRHM

Audit scrutiny revealed the following.

- Shortage of nine General Duty Medical Officers (50 *per cent*) was noticed in test checked PHCs. The essential services such as surgery, emergency obstetric care, caesarean operation, full range of Family Planning, etc., were not made available as no Specialist doctors were

[13] Specialists in General Medicine, General Surgery, Gynecology, Pediatrics, Anaesthesia.

available in the two CHCs visited by Audit (Perumkadavila and Puthenthope).

- Shortage of staff nurses was 74 *per cent* in CHCs and 83 *per cent* in test checked PHCs. Incidentally, no staff nurse was available in three test checked PHCs (Amboori, Chemboor and Thonnakkal).

The DMOH stated (February 2012) that creation of new posts is under consideration with Government.

2.1.5.3 Failure to utilise surgical kits

Surgical kits costing ₹ 30 lakh were lying idle in the District Family Welfare Store

The State Mission (NRHM) supplied 42 surgical kits (costing ₹ 2.56 crore), each kit containing 11 sets (viz. surgical set I, II, III, IV, V, VI, IUD, Normal Delivery set, Neo-natal set, Blood Transfusion set and Anaesthesia set) in two batches (21 kits each) to the DMOH during April 2007 to April 2008 for distribution to various health institutions (four kits each to six hospitals and two kits each to nine CHCs) in the district. The kits were supplied as part of upgradation of the health institutions.

Audit observed that five out of 42 kits (except IUD sets) costing ₹ 30 lakh were kept in the District Family Welfare Store since April 2008.





Idling surgical kits at District Family Welfare Store

The DMOH stated (July 2012) that the kits kept in the store would be issued to the needy institutions with the permission of Director, NRHM. Evidently, this indicated that the kits were purchased without assessing the actual requirement and ascertaining the demands from the hospitals/centres concerned.

2.1.5.4 Implementation of activities under NRHM

The implementation of Janani Suraksha Yojana (JSY), Ante-natal care and delivery cases and Family Planning programmes of NRHM in the district for the period 2007-12 was analysed in audit and the results were as follows:

(i) Janani Suraksha Yojana (JSY)

The Janani Suraksha Yojana (launched from April 2005) is a safe motherhood intervention under NRHM being implemented with the objective of reducing maternal and neo-natal mortality by promoting institutional delivery among pregnant women. Under JSY, pregnant women under BPL category are eligible for cash assistance for the first two live births at the rate of ₹ 700 (Rural) and ₹ 600 (Urban) for institutional delivery and at the rate of ₹ 500

for domiciliary delivery. Pregnant women of SC/ST category are eligible for cash assistance at the rate of ₹ 700 irrespective of their residential (Urban/Rural) and BPL/APL status. In addition, an amount up to ₹ 300[14] is to be given as transport assistance.

The details of total delivery cases, number of beneficiaries and the assistance disbursed during 2009-12 were as follows:

Table 2.5: Details of payment of assistance under JSY

Year	No. of institutional deliveries		No. of beneficiaries		No. of cases		Amount (in ₹)
	Government	Private	Government	Private	Urban	Rural	
2009-10	20427	24361	10223	Not started	4294	5929	10357100
2010-11	27515	23119	13979	Not started	6567	7412	10734920
2011-12	23840	18171	14101	Not started	5978	8123	7006115

Source: Departmental figures

According to JSY guidelines, the assistance was to be given for deliveries in accredited private hospitals. However, audit noticed that no assistance was given in such cases.

According to the guidelines, it is the responsibility of the Superintendent or the Medical Officer in charge of the institution to disburse the cash assistance to the beneficiaries in one instalment before her discharge from the health care institutions. It was noticed that only in 20 out of 728 cases test checked, the assistance was paid within a reasonable time of 10 days. In 680 cases, the assistance was paid between 11 days and two years and in 28 cases the delay in payment of assistance was more than two years.

The DPM stated (July 2012) that the accreditation for private Hospitals was almost completed and after its completion the assistance would be given to the beneficiaries of this sector also. The DPM also stated that up to 2007-08, JSY assistance had not been given to the beneficiaries in the institutions where the deliveries took place, but it was made by the Medical Officer of the institution where the registration of the pregnant women was done. However, from the year 2008 onwards the assistance was given from the hospital where the delivery is conducted.

(ii) Ante-natal care and delivery cases.

The details of Ante-natal care and the number of delivery cases provided in the Health Management Information System (HMIS) of the district for the period 2007-12 were as detailed in **Table 2.6**:

Table 2.6: Data on Ante-natal care and delivery cases

Period	No. of pregnant women registered	Ante-natal care		No. of deliveries			
		Administration of two doses of TT	Iron Folic Acid Tablets[15]	In Government hospitals	In private hospitals	Domiciliary	Total
2007-08	56231	59096	34401	32868	26530	63	59461
2008-09	51829	51979	31242	12592	25043	36	37671
2009-10	56706	44798	27750	20427	24361	31	44819
2010-11	66531	48485	47641	27515	23119	49	50683
2011-12	48186	38068	29565	23840	18171	441	42452

Source: Figures supplied by DMOH

[14] This assistance of ₹ 300 was discontinued from July 2010.

[15] Iron Folic Acid Tablet containing 100 mg Iron and 0.5 mg Folic Acid, is to be given to the pregnant women for atleast 100 days.

- There was a huge difference between the number of pregnant women registered and the number of pregnant women administered TT doses and the number of delivery cases reported by DMOH.

The DMOH stated (October 2012) that the variation in the number of TT doses/number of deliveries against the number of registered pregnant women was mainly due to the discrepancy in the data furnished by the private hospitals.

This indicates that the mechanism with DMOH in collection, documentation and updation of the data relating to TT doses administered to pregnant women and the number of deliveries is not efficient.

- Every pregnant woman needs to take one tablet of Iron Folic Acid containing 100 mg elemental iron and 0.5 mg folic acid for at least 100 days for increased requirement of iron during pregnancy and to prevent the dangers of anaemia. The percentage of achievement in distribution of 100 iron folic acid tablets was only between 49 and 72 during 2007-12.

The DMOH stated (February 2012) that the shortfall in the dosage of Iron Folic Acid tablets was due to deficiency in supply.

(iii) Family Planning

Details of sterilization of female and male were as detailed in **Table 2.7**.

Table 2.7: Details of sterilization

Year	Target	Achievement	Target	Achievement
	Female sterilization		Male sterilization	
2007-08	21100	18033	210	54
2008-09	20412	18617	196	72
2009-10	18580	10944	500	118
2010-11	15950	14816	550	100
2011-12	15950	11832	550	73

Source: Figures supplied by DMOH

The targets were not achieved during 2007-12 both in female and male sterilization.

The DMOH stated (October 2012) that number of cases of sterilization operations done at private institutions was not reported by them.

This indicates the failure of the department in the collection and maintenance of correct data resulting in non-evaluation and monitoring of achievements.

The above observations indicate that the Health department failed (i) to appoint doctors, nurses and other paramedical staff to CHCs and PHCs as per IPHS, (ii) to provide infrastructure facilities and services in certain cases, (iii) in providing facilities such as delivery services, surgery, emergency obstetric care, caesarean operation, full range of Family Planning, etc., and ineffective disbursement of assistance to beneficiaries under JSY.

2.1.6 Education

Kerala is the most literate State in India. Kerala's literacy rate (93.91 *per cent* in 2011) is comparable to the most advanced regions of the world. The literacy rate of Thiruvananthapuram district is 92.66 *per cent.*

The educational administration of Thiruvananthapuram district is managed by one Deputy Director, three District Educational Officers for High School Section and twelve Assistant Educational Officers for Primary Section. There are 218 High Schools (Government-123/Aided-95) and 686 Primary Schools (Government-415/Aided-271) in the district. Eighteen schools (13 Government Schools[16] and five Aided schools[17]) in the six selected Panchayats[18] were selected for detailed scrutiny.

2.1.6.1 Implementation of Sarva Siksha Abhiyan

Government of India launched (2001) Sarva Siksha Abhiyan (SSA) Programme with a view to achieving free and compulsory universal elementary education to all children in the age group of 6-14 years. Special focus on the educational needs of girls and children belonging to SCs/STs was also envisaged in this time bound programme.

The District Planning Committee comprising DC and the District Panchayat President assisted by the Deputy Director of Education (DDE), the Principal, District Institute of Education and Training (DIET) and the Project Officer (SSA) was to supervise the planning and implementation of SSA programme in the district.

(i) Planning

Each SSA District was required to prepare an Annual Work Plan and Budget (AWP&B) subject to the approval of the Project Approval Board (PAB) at National level. The Annual Plan for the district is prepared by the PO, SSA and forwarded to State Project Officer for inclusion in the State Annual Plan. The State Annual Plans for the years 2007-12 containing the targets (physical and financial) for various activities in respect of each district were approved by PAB and the programmes were implemented in the district as per the plans.

(ii) Enrolment

Updated information on child population to ensure 100 *per cent* schooling of targeted age group of 6-14 years was not available with SSA

The main objectives of SSA Programme was to ensure 100 *per cent* schooling of children and to reduce the number of out of school children to zero in respect of the targeted children of the age group of 6-14 years by the implementing agency. According to paragraph 9.6 of the Manual on Financial Management and Procurement of SSA, updated information on child population of the age group of 6-14 years was required to be provided in the

[16] Government Schools – GUPS Attukal, GLPS Panayamuttom, GLPS Velloorkonam, GLPS Aruvikkara, GUPS Azhikode, GUPS Pothencode, GLPS Thachapilly, GUPS Kalloor, GLPS Karachira, GLPS Pallipuram, GUPS Kaniyapuram, GUPS Kuttamal, GHSS Kezharoor.

[17] Aided Schools- EVUPS Thonnakkal, St. George LPS Amboori, St. Marys UPS Mayam, LMS LPS Chemboor, LPS Koviloor.

[18] Andoorkonam, Thonnakkal, Aruvikkara, Panavur, Chembur and Amboori.

plan every year. However, the updated data on child population was not available with the SSA.

The details of enrolment of children of this age group (I to VIII Standard) for the years 2007-12 furnished by PO, SSA were as detailed in **Table 2.8**:

Table 2.8: Details of enrolment of students to Standard I to VIII

Year	No. of Governm-ent /Aided Schools LP + UP[19]	Enrolment						Grand Total
		Government/Aided			Unaided			
		Boys	Girls	Total	Boys	Girls	Total	
2007-08	482 + 422	143978	144304	288282	22577	24218	46795	335077
2008-09	482 + 422	139860	139963	279823	22207	23647	45854	325677
2009-10	482 + 422	127123	128129	255252	19725	21242	40967	296219
2010-11	482 + 422	122911	120421	243332	8552	7005	15557	258889
2011-12	482 + 422	122200	122259	244459	20360	22052	42412	286871

Source: Details furnished by SSA

The PO, SSA stated that the decrease in total enrolment of children was due to decrease in birth rate of children in the district. It was also stated that the number of out-of-school children in the district decreased from 1,100 (2007-08) to zero (2011-12).

As the updated information on population of children of age group of 6-14 was not available with the SSA, Audit is not convinced as to how the SSA could reach to the conclusion that the number of out-of-school children has been reduced to zero.

(iii) Enrolment of children with special needs

The details of enrolment of children with special needs in the schools in the district for the period 2007-12 was collected from SSA as shown in **Table 2.9**:

Table 2.9: Details of enrolment of children with special needs

Year	Identified	Enrolment	Percentage
2007-08	12240	12072	99
2008-09	9536	9536	100
2009-10	9632	9055	94
2010-11	9598	9568	99
2011-12	12544	12370	99

Source: Details furnished by SSA

The percentage of achievement of enrolment of children with special needs was almost 100

The analysis of the data revealed that the percentage of achievement of enrolment of children with special needs was almost 100.

2.1.6.2 Decrease in strength of students in Government/Aided Schools

There was decrease in the number of students in Government/ Aided Schools due to migration of students to Unaided English Medium Schools.

Decrease in strength of students was noticed in respect of 10[20] out of 18 schools visited by Audit. Four schools[21] did not have the minimum required strength of students of an average of 25 per standard. The Headmasters of the

[19] Number of UP Schools includes number of High Schools also as the VIII Standard in the State is still under High Schools Section.

[20] GUPS Attukal, GLPS Panayamuttom, GLPS Velloorkonam, GLPS Aruvikkara, GLPS Thachapilly, GLPS Karachira, GLPS Pallipuram, GUPS Kuttamal, GHSS Kezharoor, St. Marys UPS Mayam.

[21] GLPS Panayamuttom, GLPS Pallipuram, GLPS Thachapilly, GLPS Karachira.

schools stated that the decrease was mainly due to the preference of the Unaided English Medium Schools to Government schools. This indicates that the education imparted does not meet the aspirational needs of parents.

The PO stated (July 2012) that the migration of students from Government/ Aided Schools would be reduced on completion of implementation of Right to Education Act (RTE Act) 2009 taken up in 2011-12.

2.1.6.3 Attendance of pupils

The annual work plan of the SSA envisaged 100 *per cent* attendance of students in LP and UP schools. The details of verification of attendance of the following schools by Audit in February 2011 are as detailed in **Table 2.10**:

Table 2.10: Details of absence of pupils in the schools visited

Sl. No.	Names of schools and dates of visit		Total Strength	Absence on the date of visit and percentage
1	GLPS Vellorkonam,	11 February 2011	167	95 (57)
2	GLPS Aruvikkara,	11 February 2011	284	67 (24)
3	GLPS Azhikode,	11 February 2011	343	302 (88)
4	LMS LPS Chembur,	18 February 2011	429	103 (24)
5	St. George LPS Amboori,	22 February 2011	350	101 (29)

Source: Data compiled by Audit from the test checked Units

Audit observed that the attendance registers of students on the day of visit showed blank against students who were absent instead of marking absent. The attendance on the date of visit was much lower than that normally indicated on other days.

The attendance of the students is important not only from the academic point of view, but also for reckoning of the entitlement of school for Mid-Day Meal which are directly linked to the number of students shown as present. So, there was a need for an effective supervision over the attendance of students by the Educational Officers.

The Headmasters of the schools stated that the reasons for the absence of the students were festivals in the area, deployment of teachers for census duty, etc.

The Project Officer, SSA assured that the attendance of pupils shall be watched over by frequent visits of the monitoring team of SSA and would ensure the proper maintenance of attendance registers of students.

The main objective of achieving free and compulsory universal elementary education to all children in the age group of 6-14 years by SSA in the district was more or less achieved and the literacy rate of the district is 92.66 *per cent* which is very close to the State average of 93.91 *per cent* in 2011. However, there was migration of students from Government/Aided schools to Unaided English Medium schools even after spending ₹ 93.59 crore in implementation of SSA.

2.1.7 Water Supply

The provision of adequate and safe drinking water to all the citizens especially those living in rural areas has been a priority for both the Central and the State Governments. Programmes funded by the Central and the State Governments and agencies like NABARD, LIC, etc., were being implemented for providing drinking water through five divisions[22] of the Kerala Water Authority (KWA) in the District. The expenditure incurred for Water Supply Schemes in the district for the period 2007-12 was ₹ 116.40 crore.

2.1.7.1 Status of Water Supply

As per Economic Review 2011, there were 11,883 rural habitations in the State. All the above habitations attained fully covered status as on September 2010 taking the private wells also into consideration. There were 1038 habitations in Thiruvananthapuram district. According to the report by KWA (October 2010), 121 schemes were completed and 22 schemes were in progress in the district which indicates that all the habitations were not fully covered by the schemes.

2.1.7.2 Accelerated Rural Water Supply Programme

Accelerated Rural Water Supply Programme (ARWSP), a centrally sponsored scheme was introduced in 1972-73 with the aim to ensure coverage of rural habitation with access to safe drinking water, sustainability of the systems and source, to preserve quality of water by institutionalizing water quality monitoring and surveillance.

ARWSP schemes were to be completed within two to three years from the date of sanction. However, schemes taken up under ARWSP were not completed within the stipulated time. It was noticed that some schemes were badly delayed and were in a standstill state due to various reasons as detailed in **Appendix 2.2.**

Under ARWSP, 10 schemes taken up during 2002-09 remained incomplete even after spending ₹54.55 crore

- Audit observed that 10 schemes taken up under ARWSP to benefit a population of 6.50 lakh in the district remained incomplete even after spending ₹ 54.55 crore (as on 31 March 2012). Out of these ten schemes, two were started in 2002, three in 2003, one each in 2004, 2005 and 2008 and the remaining two in 2009.

2.1.7.3 Status of Water Supply Schemes in selected Panchayats

The Audit party visited five Rural Water Supply Schemes (RWSS to Andoorkonam, Koithoorkonam and Pothencode in Water Supply Division, Attingal and RWSS to Panavoor and Aryancode in Head Works Divison, Aruvikkara) and the following deficiencies were noticed:

- inadequate pumping of water;
- inadequate provision of public water taps;

[22] PH Division Thiruvananthapuram, Water Supply Division Neyattinkkara, Water Supply Division Attingal, Head Works Division Aruvikkara, Project Division Thiruvananthapuram.

- water source without fencing and with empty plastic bottles;
- partial coverage of habitations;
- absence of water treatment plant; and
- pillar of OH tank in weak condition, etc.



RWSS to Pothencode– Source (pond) with empty bottles





RWSS to Pothencode – OH Tank with weak pillar

The Executive Engineer (EE), Water Supply Division, Attingal (February 2012) stated that KWA had now cleaned the source (pond) of RWSS Pothencode, and the estimate for strengthening of OH tank to RWSS Pothencode was prepared and the work would be arranged on availability of fund.

2.1.7.4 Water Quality

Kerala Water Authority had established Regional/District level Laboratories in the State for water quality monitoring, testing of chemicals, performance studies of water treatment plants, etc. KWA has one Quality Control Regional Laboratory at Thiruvananthapuram for water quality testing.

Water supply schemes were categorised as A, B, C, D and E according to the beneficiary population covered under the scheme. The frequency of tests to be conducted under each category and the number of samples to be tested are as detailed in **Table 2.11**:

Table 2.11: Frequency of water quality tests

Category	Frequency	No. of samples to be tested
A	Monthly	15
B	Monthly	11
C	Alternate two months	9
D	Alternate four months	7
E	Twice in a year	3

Source: Departmental figures

The details of samples of water drawn from various schemes and tested for the years 2008-09 to 2011-12 were as detailed in **Table 2.12**:

Table 2.12: Details showing the results of water samples tested

Year	No. of schemes	Target	Achievement[23]	Samples failed in Bacteriological tests		Samples failed in Chemical tests		Samples failed in Physical tests	
				No.	*Per cent*	No.	*Per cent*	No.	*Per cent*
2008-09	117	1900	1766	654	37	675	38	882	50
2009-10	117	1900	2708	791	29	337	12	1222	45
2010-11	121	1948	2564	666	26	212	8	1167	46
2011-12	117	1900	2848	752	26	63	2	885	31

Source: Departmental figures

The test results showed presence of bacteria and other impurities. This indicated that the processes of disinfection and treatment of water for removing these impurities were not carried out properly.

The EE, Quality Control Division stated that treatment plant with full units is available only for nine schemes out of the total 117 schemes in the district. The reply clearly indicates that safe drinking water could not be provided by KWA in 108 schemes as water treatment plants with full units were not available.

Water quality tests of samples taken from Rural Water Supply Schemes showed presence of bacteria and other impurities

- The reports on quality tests of samples collected from taps connected to RWSS to Panavoor, Pothencode, Aryankode and Andoorkonam showed the presence of coliform bacteria, iron, and turbidity as detailed in **Table 2.13**:

Table 2.13: Details of test results of water supply schemes in selected Panchayats

Sl. No.	Name of scheme	Year	No. of samples tested	Samples with presence of coliform	Samples with presence of iron above desirable limit	Samples with presence of turbidity above desirable limit
1	RWSS to Panavoor	2009-10	15	5	7	9
		2010-11	8	7	6	8
2	RWSS to Pothencode	2009-10	3	3	-	1
		2010-11	4	3	1	-
3	RWSS to Aryancode	2009-10	10	6	-	6
		2010-11	17	4	-	11
4	RWSS to Andoorkonam	2009-10	7	1	3	6
		2010-11	6	2	2	6

Source: Departmental figures

The presence of coliform bacteria, iron and turbidity indicated in the test results showed that KWA failed to supply safe drinking water to the population covered under the Schemes.

- In 2010-11, the Quality Control Laboratory had taken open well water samples from the selected Panchayats namely, Panavoor, Aryancode,

[23] During 2009-12, the achievement was more than the target as more samples were collected to monitor the functioning/performance of different units of treatment plants.

Aruvikkara, Andoorkonam and Pothencode for quality tests. It was noticed that most of the samples showed the presence of coliform bacteria as detailed in **Table 2.14**:

Table 2.14: Results of water samples tested (open wells/borewells)

Sl.No	Name of Panchayat	Period	No. of samples tested	No. of samples with presence of coliform bacteria
1	Panavoor	2010-11	10	10
2	Aryancode	2010-11	15	13
3	Aruvikkara	2010-11	8	7
4	Andoorkonam	2010-11	4	2
5	Pothencode	2010-11	6	6

Source : Figures compiled by Audit from information supplied by the Water Quality Division

The test results indicated that the well water used in the Panchayats was polluted and was not fit for human consumption. Thus, the habitations in the test checked Panchayats had no access to safe drinking water as envisaged in ARWSP.

The EE, Quality Control Division, KWA, Thiruvananthapuram stated that in most of KWA rural water supply schemes, no water treatment plant was available and disinfection alone was being conducted and better method of chlorination using electro chlorinator, gas chlorinator, etc., would be introduced in rural schemes in a phased manner.

During the period 2007-12, ₹ 116.40 crore was spent on 117 water supply schemes to provide adequate and safe drinking water in the district. It was noticed that 108 out of 117 schemes had no water treatment plant with full units and hence water quality tests revealed that coliform bacteria and other impurities were present in drinking water. Thus, the objective of providing safe drinking water remained largely unachieved.

2.1.8 Scheduled Castes and Scheduled Tribes Development Department

The SC population in the district is 3.71 lakh which accounts for 11.47 *per cent* of the total population and the ST population is 0.21 lakh which accounts for 0.65 *per cent* of the total population respectively.

As per the index of deprivation reported in Human Development Report 2005 (Kerala), based on four basic necessities for well-being such as housing quality, access to drinking water, good sanitation and electricity for lighting, the index of generalized deprivation of SC and ST communities in Thiruvananthapuram district was 54.4 *per cent* and 60.1 *per cent* respectively. Among the 14 districts in the State, Thiruvananthapuram district was ranked thirteenth and tenth respectively in the overall development status of SCs and STs.

The Housing Scheme implemented in the district by the SC/ST Development Department during the period 2007-2012 was reviewed and the results are given below:-

2.1.8.1 Housing scheme to Scheduled Castes

The implementation of Housing scheme for the benefit of the SC population in the district was entrusted to the District Development Officer (DDO). According to the terms and conditions of the scheme, the beneficiaries were

required to construct the houses of the required plinth area on receipt of the assistance. The financial assistance provided for each house with a minimum plinth area of 323 sq. ft. was ₹ 75,000 (2007-09), ₹ one lakh (2009-11) and ₹ two lakh (2011-12). The assistance was to be disbursed to the beneficiaries in four instalments based on stage-wise progress of construction certified by the Scheduled Castes Development Officer (SCDO).

During 2007-12, ₹ 44.78 crore were spent under the housing scheme for SCs and the details of houses sanctioned and their status of construction as on 31 March 2012 were as detailed below:

Table 2.15: Details of implementation of housing scheme to SCs.

Year	Number of houses		
	Sanctioned	Completed as on 31 March 2012	Incomplete as on 31 March 2012
2007-08	1779	1691	88
2008-09	1765	1597	168
2009-10	1429	1216	213
2010-11	833	583	250
2011-12	330	51	279
Total	6136	5138	998

Source: Departmental figures

There was inordinate delay in completion of houses under the Housing Scheme to SCs

The inordinate delay in completion of houses by the beneficiaries indicated that the department had no proper mechanism to sort out the various problems faced by the beneficiaries and give timely assistance for completion of houses.

The District Development Officer for SCs stated (February 2012) that the non-completion of houses was due to non-availability of building materials and labourers.

The reply is not convincing as the department did not extend any assistance to resolve the problems faced by the beneficiaries in completion of the houses.

A detailed scrutiny of records relating to the implementation of the scheme in Nedumangad Block showed that 44 out of 50 houses sanctioned during 2009-10 and 33 out of 40 houses sanctioned during 2010-11 were completed as of September 2012. The results of scrutiny are given in the following paragraphs:-

(i) Selection of beneficiaries

According to the rules for implementation of housing schemes under the Scheduled Castes Development Department, the application once received was required to be registered in the registers specially kept for the purpose and the same was to be kept till all the eligible applicants were sanctioned grant. Application received from those who had not applied previously were to be added to the list. The DDO after due enquiry through the Scheduled Castes Development Officer (SCDO)/Block Extension Officers was required to display the list of all applicants including those who were not eligible for the grant before the District Level Working Group (DLWG). The DLWG was first required to fix the number of houses for each Taluk on the basis of Taluk wise population of SCs. The ultimate selection of beneficiaries in each Taluk was to be made by drawing lots. Based on the above, the DLWG was to select the beneficiaries in one sitting.

- During 2009-10 and 2010-11, the Director issued directions for selection of beneficiaries from the list prepared by the GPs and in case of non-receipt of beneficiary lists from the GPs, the department was to select the beneficiaries directly. Out of the total 90 beneficiaries selected in 2009-10 and 2010-11, six were selected from the lists of the GPs and the remaining 84 were selected by the Department. For the selection of 84 beneficiaries, the Department did not follow the procedure laid down in the rules. There was no advertisement/wide publicity for inviting the applications and no documentation for the number of applications received/rejected with reasons thereof. Report of SCDO in support of eligibility of the applicants was missing in all the applications. In the applications, data relating to marital status of the applicant (even the column was not provided), full address of the present residence, relationship of legal heir to the applicant were not furnished. In most of the cases, possession certificate, identity proof, copy of ration card, certificate from GP with regard to non-availing of financial assistance for the purpose under any other scheme by the applicant and spouse, etc., were not attached.

The above deficiencies indicated that the selection of beneficiaries was not done in a fair and transparent manner.

The District Development Officer (DDO) for SCs stated (August 2012) that the department had invited applications in 2009-10 by advertisement in newspapers and a list was prepared based on the information collected and the selection of beneficiaries for 2009-10 and 2010-11 was made from the list so prepared. However, no documents in support of selection of beneficiaries from the list approved by the Department were produced by the SCDO, Nedumangad.

(ii) Execution and Completion

The houses are required to be constructed according to approved type, design and specification. On completion of work in all respects, the SCDO should issue the completion certificate in the prescribed form. The SCDO had not issued completion certificates in the cases recorded as completed. No verifiable documents such as photograph of the completed structure, notice from Panchayat allotting house number, etc., were kept by the SCDO.

The above deficiencies indicated that there was no assurance for actual completion of the structure according to the approved design/specification and the grant disbursed was utilized to the full extent in construction.

While accepting the audit observations, the DDO stated (August 2012) that in future, the fourth instalment would be released only on ensuring the completion of the house by the site inspection by the SCDO and the other points as made by audit such as stage wise completion of houses along with the photographs, details of allotment of house numbers by the local bodies and other documents in proof of completion would also be ensured.

2.1.8.2 Housing Scheme to Scheduled Tribes

The housing schemes to STs were implemented in the district through the Project Officer, Integrated Tribal Development Project (ITDP), Nedumangad. The rates of assistance were ₹ 1,00,000 (2007-09), ₹ 1,25,000 (2009-11) and ₹ 2,50,000 (2011-12).

During the period 2007-12, 195 houses were sanctioned to STs and ₹ 2.99 crore were spent on the construction. Year-wise details of houses sanctioned and the status of construction were as detailed in **Table 2.16**:

Table 2.16: Details of implementation of housing scheme to STs.

Year	Number of houses		
	Sanctioned	Completed as on 31 March 2012	Incomplete as on 31 March 2012
2007-08	16	14	2
2008-09	13	11	2
2009-10	55	40	15
2010-11	51	46	5
2011-12	60	10	50
Total	195	121	74

Source :Departmental figures

The Project Officer, ITDP stated (January 2011 and February 2012) that non-completion of houses was due to insufficient financial assistance from the Government, the difficulty in transportation of materials in respect of beneficiaries in hilly interior areas, lack of interest on the part of beneficiaries to complete the work in time due to non-availability of building materials and huge rise in labour charges.

The reply indicates that the department is not initiating steps to study the deficiencies in the project and take remedial measures to make the scheme more viable to ensure that the beneficiaries get a completed dwelling unit of the prescribed size.

Economic Services

A review of implementation of various programmes for the development of infrastructure, schemes for upliftment of life of rural people such as Member of Parliament Local Area Development Scheme, National Horticulture Mission, Protection of River Banks, Western Ghat Development Programme etc., was conducted, and the audit findings in this regard are discussed below.

2.1.9 Member of Parliament Local Area Development Scheme

Member of Parliament Local Area Development Scheme (MPLADS) was introduced in December 1993 to enable MPs to recommend works of developmental nature with emphasis on the creation of durable assets based on the local needs in their constituencies. It is a scheme fully funded by GOI with annual entitlement of ₹ two crore per MP and the amount released directly to the District Authority in two equal installments. The District Collector was responsible to implement MPLADS in the district through implementing agencies such as LSGIs, Government Departments, Government agencies etc., as per the guidelines issued by GOI.

During 2007-12, an amount of ₹ 16.43 crore was spent against the available fund of ₹ 23.81 crore and an unspent balance of ₹ 7.38 crore was available as on 31 March 2012.

Audit scrutinized records relating to implementation of MPLADS in respect of the two Parliamentary constituencies in the district viz. Thiruvananthapuram and Attingal (formerly Chirayinkil) under 14th and 15th Lok Sabha and the status of works sanctioned upto 2011-12 as on March 2012 was as given in **Table 2.17:**

Table 2.17: Status of works sanctioned under MPLADS as on 31 March 2012

(₹ in lakh)

Name of Lok Sabha	Year	Works recommended		Works sanctioned		Works completed		Works not completed	
		Number	Cost	Number	Cost	Number	Expenditure	Number	Expenditure
14th LS	2004-05	79	503.33	49	394.11	**47**	362.45	2	
	2005-06	99	436.58	67	393.27	**65**	306.77	2	
	2006-07	118	494.30	63	427.87	**60**	371.72	3	1.60
	2007-08	95	430.08	67	400.81	**65**	344.44	2	
	2008-09	154	615.15	77	447.44	**76**	368.31	1	12.75
Total		**545**	**2479.44**	**323**	**2063.50**	**313**	**1753.69**	**10**	**14.35**
15th LS	2009-10	76	485.00	52	352.29	**35**	172.18	17	24.81
	2010-11	88	512.00	54	277.82	**23**	89.01	31	17.25
	2011-12	171	1310.00	87	605.65	**3**	21.89	73	25.22
Total		**335**	**2307.00**	**193**	**1235.76**	**61**	**283.08**	**121**[24]	**67.28**

Source: Monthly Progress Report (MPR)

On a scrutiny of relevant records, Audit noticed the following:

There was inordinate delay in sanctioning and completion of works in MPLAD Scheme.

- As per scheme guidelines, administrative sanction was required to be accorded within 45 days of receipt of proposal from the MP concerned. Audit, however, noticed that there was delay which ranged upto two years in sanction of 388[25] works.

- As per guidelines, the time of completion of a work shall not generally exceed one year. However, 10 out of 323 works of 14th Lok Sabha, (sanctioned during 2004-09), and 48 out of 106 works of 15th Lok Sabha (sanctioned in 2009-11), remained incomplete as of March 2012 even after the stipulated time of completion of one year.

The DPO stated (March 2012) that the delay in commencement and completion of work was due to (i) non-receipt of estimates in time (ii) delay in getting technical sanction even after issue of administrative sanction (iii) natural calamities like rain, flood and (iv) court stay.

- Construction of a building for Primary Health Centre, Aruvikkarakonam taken up in 2006-07 (cost: ₹ eight lakh) was left in an abandoned stage up to plinth level due to protests from local people (expenditure: ₹ 1.54 lakh). A joint verification by the Audit team with the Block Development Officer, Kazhakkoottam confirmed the above status of

[24] Status of 11 works was not shown in the MPR.
[25] Source: MPLADS website data as on 14 March 2012.

work. The facility of a PHC to the local population thus remained unfulfilled.



Abandoned work of Primary Health Centre at Aruvikkarakonam.

Two other works of construction of buildings at Cheruvarakonam for Anganwadi and Samskarika Nilayam were abandoned by the convenors concerned due to court cases.

- The second instalments in respect of two MPs of 14th Lok Sabha (₹ two crore) was not received. Out of this ₹ two crore, ₹ 1.20 crore (₹ 60 lakh each) were received subsequently during the period of 15th Lok Sabha, as share of re-distribution made by GOI. Thus, the people of the district were deprived of the benefit of developmental works costing ₹ 80 lakh.

- The District Authority was required to get a firm commitment in advance about the operation, upkeep and maintenance of the proposed assets from the user agency concerned before the execution of the work was sanctioned. But, the required consent was not being obtained from the user agencies.

The DPO stated (June 2012) that if the procedure was followed, it would lead to inordinate delay in the execution of works, and hence a policy decision at Government level is needed. But the guidelines of the scheme stipulated this requirement and hence the reply of the DPO is not in consonance with the guidelines.

2.1.10 Horticulture Mission

The State Horticulture Mission (SHM) was introduced in 2005-06 to implement the National Horticulture Mission programme, a Centrally Sponsored Scheme. The objectives of the mission were to provide holistic growth of the Horticulture to enhance income support to farm households and to create opportunities for employment generation. SHM is headed by the Mission Director at the State level. The District Horticulture Mission(DHM) with Principal Agricultural Officer (PAO) as the Vice-Chairman and the Deputy Director of Agriculture (Horticulture) as the Member Secretary implements the programme at the district level. The programme was implemented through Krishi Bhavans.

2.1.10.1 Planning

Annual Action Plan for the district prepared by DHM was approved by the Director, State Horticulture Mission. Targets were allotted to the District Horticulture Mission by the Director based on the Annual Action Plan. The mission period was 2005-11 (which was extended up to 2017).

2.1.10.2 Implementation

During 2007-08 to 2011-12, the District Mission implemented SHM programme at a total cost of ₹ 10.97 crore. The targets and achievements in respect of certain major components of the programme namely, (i) Production of planting material; (ii) Establishment of new gardens; (iii) Rejuvenation of senile plantation; (iv)Integrated nutrient/pest management (v) Organic farming; (vi) Integrated post harvest management and (vii) Establishment of marketing infrastructure for the period 2005-12 were as detailed in **Appendix 2.3.**

The following observations were made in audit:-

- The achievements were far below the targets fixed. The shortfalls varied from 100 to two *per cent*.

There was no achievement in the components 'Establishment of marketing infrastructure' and 'Integrated post harvest management'

- There was no achievement under the components of (i) Model Nursery - Private Sector and Small nursery –Public Sector under Production of planting material (ii) Rehabilitation of tissue culture units (iii) Plant health clinic, Disease forecasting unit, Leaf/Tissue analysis unit and Bio-control laboratory under Integrated Nutrient/Pest Management (iv) Pollination support (v) Integrated post harvest management and (vi) Establishment of marketing infrastructure.

The Deputy Director stated (October 2012) that the shortfall in achievement was due to shortage of staff and lack of awareness among the farmers regarding the benefits of the schemes.

Thus, the objectives of the mission to enhance income support to farm households and to create opportunities for employment generation for the farmers remained unfulfilled to a large extent.

2.1.11 Protection of river banks

The Government enacted 'The Kerala Protection of River Banks and Regulation of Removal of Sand Act, 2001' to protect river banks and river beds from large scale dredging of river sand, to protect their biophysical environment system and regulate the removal of river sand. The Grama Panchayat (GP) or Municipality was required to make necessary arrangement to carry out the sand removal operations by obtaining passes from the Geology Department. Audit noticed that the DC had not identified any 'kadavu[26]' for

[26] A river bank where removal of sand is carried out.

sand removal and no passes were issued by the Geology Department for sand removal in the district.

The DC admitted that illegal sand mining was rampant in the district. Joint verification of sites by the Audit team and the Village Officers concerned where illegal sand mining was reported, revealed the following:-

- At Thrikkannapuram 'kadavu' on the banks of Karamana River in Thirumala village, cleaning of illegally mined sand was noticed. Several mounds of extracted sand were also seen on the banks indicating clear signs of illegal mining.




Illegal sand mining at Thrikkannapuram Kadavu on the banks of Karamana river

- At the Tagore 'kadavu' on the banks of Karamana River in Thirumala village, an exposed concrete retaining wall of a private construction was noticed in close proximity to the river, encroaching upon the river bank.



Exposed concrete retaining wall in close proximity in encroached river bank

- At Karimpali 'kadavu' in Poozhikunnu in Nemom village illegal sand mining to an alarming extent was noticed. Audit team noticed a motor pump kept hidden on the shore which was used to pump river water to the sand on the bank so as to make it wet and clogged to facilitate easy extraction.





Illegal sand mining at Karimpali kadavu in Poozhikunnu in Nemom Village

The District Authority registered 2,066 cases of illegal sand mining during 2005-10 indicating rampant illegal sand mining in the district. It was also seen that 1818 vehicles and 95 country boats were confiscated and an amount of ₹ 4.49 crore was realized on account of fine and the sale proceeds of the sand confiscated in the raids.

The DC stated (July 2012) that Taluk level squads under the leadership of Tahsildar had been constituted to check illegal sand mining and direction given to the police to provide necessary protection to the said squad during raids.

2.1.11.1 River Management Fund

Only ₹ 1.83 crore was utilised out of ₹ 9.50 crore available in RMF

Rule 22 of the Kerala Protection of River Banks and Regulation of Removal of Sand Rules 2002 provided that the DC shall constitute a fund called 'River Management Fund' (RMF) to meet all necessary expenses required for management of 'kadavu' such as closing the 'kadavus', constructing protection walls for 'kadavus', measuring the quantity of sand from time to time, implementation of River Development Plan etc. The funds consist of (i) 50 *per cent* of the amount collected by LSGIs through sale of sand (ii) grants given by Government to implement river bank development plan and (iii) penalties imposed under the provisions of the Act/Rules etc. However, Audit noticed that only ₹ 1.83 crore was utilized during 2007-12 for the above purposes against the available fund of ₹ 9.50 crore. Thus, there was failure to utilize (₹ 7.67 crore) substantial part of available funds under RMF.

The district authority failed to control illegal mining of river sands and also failed to utilise substantial part of available funds under RMF.

2.1.12 Western Ghat Development Programme (WGDP)

The Western Ghat Development Programme (WGDP), a Centrally Sponsored Scheme was implemented in the State from July 2002. The objectives of the programme include integrated development of Western Ghat region on compact watershed basis with priorities of eco-development and eco-restoration, preservation of bio-diversity of the region, etc.

The Western Ghat Cell in the Planning and Economic Affairs Department is in charge of coordinating the implementation, monitoring and evaluation of the programme in the State. At the district level, there is a District Level Coordination Committee (DLCC) with DC as the Chairman and DPO as the convener for identification of watersheds and approval and monitoring of projects. The Grama Panchayat (GP) was responsible for preparing detailed projects under the guidance of DLCC and with the full participation of the farmers. The GP would be the implementing agency.

The State Planning and Economic Affairs Department allots the fund to each DC and the DC will release fund to GP, which was kept in the joint bank account in the name of GP President and the Agricultural Officer of the GP.

The progress report of fund utilization under WGDP in the district as on 31 March 2012 showed that 23 projects were sanctioned from 2002-03 onwards. The fund allotted for these projects upto 2011-12 was ₹ 7.40 crore out of which the expenditure incurred was ₹ 2.29 crore only as detailed in **Table 2.18**:

Table 2.18: Details of projects taken up under WGDP

	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	Total
No. of projects sanctioned (2002-12)	3	4	1	1	3	2	-	3	3	3	23
Allotment upto 2011-12 (₹ in crore)	1.18	0.96	0.15	0.41	1.39	0.86	-	1.20	0.79	0.46	7.40
Expenditure upto 2011-12 (₹ in crore)	1.13	0.52	0.14	0.41	0.07	0.02	-	-	-	-	2.29

Source: Figures compiled by Audit from the Monthly Progress Report of WGDP supplied by DPO

Under WGDP, 23 projects were sanctioned from 2002-03 onwards and all the 23 remained incomplete even after spending ₹ 2.29 crore

A watershed project was to be completed in a period of three years in a phased manner. However, all the 23 projects sanctioned in 18 GPs remained incomplete as of March 2012. It was seen that no expenditure was incurred for nine projects sanctioned during 2009-12. The expenditure incurred during 2007-12 was only ₹ 0.17 crore (**Appendix 2.1**) and an unspent balance of ₹ 5.11 crore is lying with the implementing officers. This indicated lack of monitoring in the implementation of the programme

The District Planning Officer who is the convener of the DLCC assured that measures were initiated to strengthen the implementation of the programme by conducting regular review of implementation by DPO at watershed committee level meetings, district level and at the DLCC. Regarding monitoring, the DPO also stated that measures were being initiated to strengthen the mechanism of DLCC. However, no work was completed so far. The DPO did not furnish any specific reply in this regard (June 2012).

General Services

2.1.13 e-Literacy (Akshaya)

The Government accorded sanction (March 2007) for Akshaya Project to provide Information Communicational Training (ICT) to all sections of the

society and the project was introduced in the district in 2007. The Project aimed at generation of economic growth, creation of employment, providing training centres for IT literacy campaign and establishment of IT dissemination nodes and service delivery points to the common man. Under the project, at least one person in every family was to be given functional IT literacy training, through the Akshaya Centres to be set up in selected places. The cost of training per person was ₹ 120 of which the share of LSGIs was ₹ 80 and the share to be collected from the beneficiaries was ₹ 40. Share of LSGIs was to be credited to the Special Treasury Savings Bank Account (TSB) of the District Collector who is the Member Secretary of the DPC.

Only ₹ six lakh out of ₹ 4.90 crore was utilised for implementing the scheme and only less than one *per cent* of the households were benefited.

During 2007-12 an amount of ₹ 4.90 crore was received from the LSGIs out of which only ₹ six lakh was utilised and ₹ 4.84 crore remained as unspent balance in the TSB account. Of the total households of 7,54,112, only 6,715 were covered under Akshaya project as on 31 March 2011, the achievement being less than one *per cent*.

The Assistant District Coordinator, Akshaya stated (June 2012) that people were not willing to undergo training on computer education through Akshaya centres as atleast one member of a family was e-literate through IT@school and other agencies.

This indicated that the project was conceived without a proper pilot study or requirement analysis resulting in blocking of funds to the tune of ₹ 4.84 crore as of March 2012.

2.1.14 Conclusion

Integrated District Development Plan for the district and Local Development Plan for each LSGI were not prepared, though the State Government had issued directions in February 2007. In the absence of IDDP and LDPs, the district level developmental issues and scope were not identified. There was no system in place at the district level to have a consolidated statement of the year-wise funds received and utilised under various schemes implemented in the district. Adequate infrastructure and manpower were not available in CHCs/PHCs and hence desired health care services especially delivery services were not provided in the centres. Despite the intervention of SSA, the strength of students in Government/Aided schools showed a decreasing trend mainly due to the preference of the people to Unaided English Medium Schools. This indicated that the education imparted does not meet the aspirational needs of the parents. Inordinate delays were noticed in completion of water supply schemes, housing scheme by SC/ST Development Department for SCs/STs, works under MPLADS and WGDP. There was failure to utilise substantial part of available funds under RMF. Taking up of the e-Literacy project in the district without a requirement analysis resulted in non-utilisation of the funds.

2.1.15 Recommendations

- The Government should ensure the preparation of IDDP and LDPs for the district so as to identify the district level developmental issues and scope.
- There should be a system in place at the district level to have a consolidated statement of funds received, utilized and status of implementation of each programme/scheme for effective monitoring.
- The Government should strengthen the functioning of CHCs and PHCs by providing required manpower and infrastructure.
- Remedial action may be taken to restrict the migration of students from Government/Aided schools to Unaided English Medium schools after analyzing the reasons and considering the aspirational needs of parents.
- Database on child population needs to be prepared and updated to monitor the targets and achievements.
- The District Administration should take urgent measures for early completion of projects taken up under ARWSP and ensure water quality by effective rectification measures and follow up taken on adverse water quality results.
- The District Authorities should ensure timely completion of houses sanctioned under the Housing Scheme to SC/STs, works sanctioned under MPLADS and Watershed projects sanctioned under WGDP.

SOCIAL WELFARE DEPARTMENT

2.2 Integrated Child Development Services

Highlights

The Integrated Child Development Services launched in 1975 aims at holistic development of children up to six years of age, adolescent girls, pregnant and lactating mothers by providing a package of services like supplementary nutrition, immunisation, health check up, nutrition and health education, etc. The review revealed deficiencies in the implementation of the scheme such as delay in release of funds for scheme implementation, failure to cover the entire targeted population, etc., thereby defeating the basic objectives of the Scheme. Contrary to Government of India guidelines, Take Home Food delivered to children between six months and three years in the State was not fortified with micro-nutrients.

The department was not preparing any long term perspective plan. In the absence of the plan, there were deficiencies in creation of new AWCs and insufficiencies in the delivery of services to beneficiaries in various components in ICDS .

(Paragraph 2.2.6)

There was a shortage of 8,619 Anganwadi Centres (21 per cent) in the State. Fourteen additional Anganwadi Centres (AWCs), sanctioned in 2005 by GOI, were yet to be operationalized.

(Paragraph 2.2.8.2)

Many functional AWCs in the test checked ICDS projects were functioning in rented premises and lacked basic infrastructure facilities like safe drinking water, toilets, etc.

(Paragraph 2.2.8.2)

The percentage of child population who were not immunized against Polio and DPT in Palakkad and Malappuram districts were respectively 36 and 31.

(Paragraph 2.2.9)

The objective of universalization of Supplementary Nutrition Programme was not achieved as 56 to 66 per cent of the identified beneficiaries were not covered under the Scheme.

(Paragraph 2.2.11.1)

The percentage of malnourished children below the age of six years in the State ranged between 27 and 39. Test check of records in Idukki, Malappuram, Palakkad and Thiruvananthapuram districts indicated that 110 out of 1180 children who died during 2011-12, were severely malnourished.

(Paragraph 2.2.11.3)

GOI guidelines stipulating periodical weighment of child beneficiaries under Supplementary Nutrition Programme to assess their nutritional status was not adhered to during 2007-12.

(Paragraph 2.2.11.3)

Take Home Ration (THR) valued at ₹ 257.38 crore was purchased from an agency which did not possess the mandatory BIS certification. It was also noticed that an amount of ₹ 22.44 crore was overcharged by the supplier. In a number of cases, test results of the samples of the product were stated to be not satisfactory.

(Paragraph 2.2.12)

2.2.1 Introduction

The Integrated Child Development Services (ICDS) is a Centrally sponsored scheme (CSS) launched in 1975, designed to promote the holistic development of all children below six years, expectant and lactating mothers and adolescent girls of 11-18 years.

The objectives of the ICDS are:-

(i) to improve the nutritional and health status of children in the age group of six months to six years;

(ii) to lay the foundation for proper psychological, physical and social development of the child;

(iii) to reduce the incidence of mortality, morbidity, malnutrition and school dropouts;

(iv) to enhance the capability of the mother to look after the normal health and nutritional needs of the child through proper nutrition and health education; and

(v) to achieve effective co-ordination and implementation among the various departments to promote child development.

These objectives are to be achieved through a package of services comprising Supplementary Nutrition, Immunisation, Health Check-up, Nutrition and Health Education and Non-formal Pre-school Education of children between three and six years.

2.2.2 Organisational Setup

The Principal Secretary, Social Welfare Department is the administrative head for overall implementation of the programme in the State. The Director, Social Welfare is the implementing and coordinating officer who is assisted by an Additional Director, one Joint Director and an Assistant Director. The programme is implemented in the districts by the District Programme Officer (DPO), who is assisted by Child Development Project Officers (CDPOs) and Supervisors. The ICDS services are delivered through Anganwadi Centres (AWCs) by engaging trained female workers designated as Anganwadi Workers (AWWs) and Anganwadi Helpers (AWHs) on honorarium basis.

2.2.3 Audit Objectives

The objectives of the performance audit were to assess and evaluate whether the:-

- planning was effective and adequate;

- entire eligible population was covered under the scheme;
- allotment of funds were adequate and its utilization was economic, effective and efficient for achieving the scheme objectives;
- required infrastructure facilities were adequate for delivery of quality services;
- delivery of services under various packages under ICDS were provided effectively and economically;
- staff was adequate and their deployment was as per requirement;
- system of monitoring and evaluation was in place and effective; and
- recommendations of the Public Accounts Committee were complied with in respect of PAC Report No. 157 for the period 2008-11.

2.2.4 Audit Criteria

Appropriate criteria from the following were adopted for the Performance Audit:

- Census Report of GOI and circulars issued by GOI and orders of the Supreme Court on universalisation of ICDS services;
- Government of India Orders releasing funds, monthly progress reports of expenditure, etc.;
- Guidelines and instructions issued by GOI for delivering different services under ICDS;
- Recommendations of Public Accounts Committee Reports in respect of Social Welfare Department;
- Prescribed norms for staffing; and
- Monitoring mechanism instituted by the State Government.

2.2.5 Scope and Methodology of Audit

A performance audit covering the period 2007-12 was conducted between April-July 2012 to assess the efficiency, economy and effectiveness in implementation of the various components of ICDS. Audit involved the examination of records of Government in the State Secretariat, Directorate of Social Welfare, District Programme Offices, Child Development Projects, and AWCs. Photographic evidence and physical verification were also taken into consideration to substantiate audit evidences. Selection of districts and the projects was done on Simple Random Sampling method using a random number generator. Four districts, 12 Child Development Project Offices, four[27] Local Self Government Institutions, 60 AWCs and four[28] Amrithum

[27] LSGIs at Nedumangad, Attappadi, Vengara and Thadiyampad.
[28] Nutrimix unit at Thekkumkad, Vanitha Vyavasaya Nutrimix, Pooriyad, Nutrimix unit at Thodupuzha, Nutrimix unit at Attappady.

Nutrimix units were selected for detailed scrutiny of records and documents. Incidentally, two selected districts (Malappuram and Palakkad) happened to be the members of the 51 most backward districts in the country selected by GOI for the implementation of Nutritional Programme for Adolescent Girls. The methodology of the performance audit was explained to the Officers of the State Government in the Entry Conference held in April 2012. The audit findings and conclusions were discussed at an exit meeting held in August 2012 and response of the Government incorporated suitably.

2.2.6 Planning

Proper planning and survey of beneficiaries are imperative for achieving the objectives of programmes/schemes. It was observed that regular surveys of children within the age group of three months to six years and lactating and pregnant mothers were being carried out by AWWs. There are no schemes to cater to the physical and psychological needs of girls in the age group of six to 10 years. Kishori Sakthi Yojana, a scheme to impart non-nutritional education and psychological development of girls in the age group is in operation since 2000 and Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (SABLA) was introduced by GOI (September 2010) for covering the nutritional and non nutritional needs of girls aged between 11 and 18 years and has been in operation only in four[29] districts of Kerala. Surveys to identify the women in the age group of 19-45 years for education about the importance of nutrition and health care, as envisaged in the scheme were not conducted by the department.

The services under the ICDS package are delivered through AWCs. Infrastructure like buildings for AWCs along with facilities of drinking water, toilets, tables and chairs, toys, etc., were to be created for efficient and smooth delivery of quality services.

A long term Perspective Plan was essential to provide the envisaged facilities within a specific timeframe. It was, however, noticed that though the scheme was being implemented in the State since 1975, the department had neither prepared any Perspective Plan nor any Annual Plan for providing these facilities in the centres. In the absence of these two plans, the department was not in a position to assess the requirements of new AWCs, enhancement of the facilities in AWCs, shifting of AWCs from rented buildings to own building, improve the delivery of services and coverage of population.

2.2.7 Financial Management

The Integrated Child Development Services was a hundred *per cent* GOI funded Scheme up to the year 2008-09 and thereafter in the ratio of 90:10 (GOI: State Government). The expenditure on Supplementary Nutrition Programme (SNP) was borne by Government of India and the State Government on 50:50 basis (from 2006-07 onwards).

[29] Idukki, Kollam, Malappuram and Palakkad districts.

During the five year period 2007-12, an amount of ₹ 1,446.38 crore was spent against a sum of ₹ 1,465.07 crore provided in the State budget, including the GOI releases of ₹ 1,186.02 crore for implementing the programme. Details of financial assistance received from GOI and State Government and expenditure incurred on the scheme during the years 2007-12 are given in **Appendix 2.4.**

The State Government initially allocates funds in the State budget every year for scheme implementation. The State Government submits quarterly claims along with statement of expenditure and utilization certificate to GOI for assistance and it is received as reimbursement of expenditure.

Expenditure on Supplementary Nutrition Programme in the State was initially met by the Local Self Government Institutions (LSGIs). In rural areas, the expenditure on SNP was borne by Grama Panchayats and Block Panchayats in the ratio of 2:1, while in urban areas, the entire expenditure was initially met by the Municipalities/ Corporations. Each CDPO quarterly submits the statement of accounts to the Director of Social Welfare Department. The department after verification of the accounts releases allotments to CDPOs and the CDPOs pass on the share to LSGIs.

During the period under review, GOI also provided funds for the following programmes, benefiting ICDS beneficiaries:

- Nutrition Programme for Adolescent Girls (NPAG) – GOI assistance released as 100 *per cent* grant (Special Additional Central Assistance) to the State Government to enable lifting of rice allotted by GOI from Food Corporation of India and its distribution to the targeted beneficiaries, free of cost, through the Public Distribution System.

- Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (SABLA)- The scheme comprised non-nutritional (100 *per cent* GOI assistance) and nutritional components (shared equally by GOI and the State Government).

- Kishori Shakti Yojana (KSY) – GOI assistance of ₹ 1.10 lakh per ICDS project released as 100 *per cent* grant-in-aid to the State Government to enhance the nutritional and health status of adolescent girls.

- Indira Gandhi Matritva Sahayog Yojana (IGMSY) – A CSS launched in 2010-11 with full grant-in-aid to State Government. Identified pregnant women and lactating mothers of Palakkad district in Kerala were to be given cash incentive of ₹ 4,000 in three instalments, subject to fulfilment of specific conditions.

- Project 'UDISHA' – A 100 *per cent* GOI assisted training programme for ICDS personnel till the year 2008-09. From 2009-10 onwards, GOI assistance was to the extent of 90 *per cent* and the balance 10 *per cent* to be met by the State Government.

2.2.7.1 *Parking of funds in TSB Account*

- ICDS guidelines provided financial assistance for the purchase and supply of pre-school kits to all AWCs every year. Audit noticed that an amount of ₹ 3.29 crore allotted in the budget as assistance from GOI for the purchase and supply of pre-school kits during 2010-11was drawn and deposited in the TSB account of the Director of Social Welfare in March 2011 to avoid the lapse of funds. During the year, the purchase was not made as the tender process was challenged in the court by the tenderers. The Director of Social Welfare also presented false statement of expenditure and Utilization Certificate for ₹ 2.97 crore out of ₹ 3.29 crore to GOI and an amount of ₹ 2.32 crore was expended for the purchase of kits for the year 2011-12. The amount remained in the account since March 2011. The procedure adopted by the Director was totally irregular and a clear violation of the ICDS guidelines.

While accepting the audit observation, the department assured (August 2012) that care would be taken to avoid such instances in future.

GOI assistance of ₹ 54.52 crore for Supplementary Nutrition was withdrawn for construction of AWCs

- In 2011-12, it was seen that ₹ 54.52 crore meant for Supplementary Nutrition Programme was withdrawn (February 2011) from Government accounts and deposited in TSB Account of the Director of Social Welfare for construction of Anganwadi buildings. The amount was shown as spent on SNP in the Quarterly Progress Report submitted to GOI, but the fact remains that the amount is still lying in the TSB account .

Department stated (August 2012) that GOI had permitted (February 2010) to use the savings from SNP for construction of Anganwadi buildings.

At the exit meeting (August 2012), the State Government admitted that the letter of February 2010 was only an opinion and not an explicit approval of GOI to divert SNP funds for construction of AWCs.

2.2.8 Infrastructure

The department had not made fully operational Anganwadi centres and the shortage in number of ICDS projects was commented in the Audit Report for the year ended 31 March 2007. Shortage in the number of ICDS projects/AWCs to be operated as per 2011 census is as discussed below:-

2.2.8.1 *ICDS Projects*

According to the prescribed norms, the Community Development Block in a State should be the unit for sanction of an ICDS project in rural/tribal areas, irrespective of the number of villages/population in it, whereas in the urban areas, there should be a project for every one lakh population. As per the 2011 census, Kerala had a population of 333.87 lakh (urban: 159.32 lakh and rural: 174.55 lakh). There are 152 Community Development Blocks in the State.

Based on the norms, there should be at least 311 ICDS projects against 258 currently operational in the State.

Department stated (August 2012) that it was not practicable to strictly adhere to the population norms for operationalising Anganwadi Centres as the population of children up to six years was declining and that pregnant women, lactating mothers and adolescent girls did not avail of services provided by AWCs due to lack of awareness among the targeted beneficiaries and creation of awareness among them would result in enhanced attendance in AWCs.

However, the State being the overall administrator of the scheme, it was responsible for creation of awareness among the targeted population.

2.2.8.2 Anganwadi Centres

Number of Anganwadi Centres was less than what was required

- According to the prescribed norms[30], 41,734 AWCs was required as on March 2012 against the 32,986 AWCs and 129 mini AWCs sanctioned resulting in a shortfall of 8,619 AWCs in the State.

- Fourteen AWCs sanctioned by GOI in 2005 in Munnar Grama Panchayat in Idukki district, were yet to be operationalised.

Department stated (August 2012) that the AWCs were not operationalised due to non-appointment of Anganwadi workers and helpers and action had been initiated to obtain consent from Munnar Grama Panchayat to shift these AWCs to needy places.

- In April 2007, for the third phase of expansion of ICDS, GOI directed State Government to furnish specific requirement of additional projects, Anganwadi Centres (AWCs) and mini AWCs in predominantly SC/ST/minority habitations. The CDPOs after consultation with the Panchayati Raj Institutions, projected a requirement of 5,079 AWCs and 129 mini AWCs. However, State Government sought only 871 AWCs and 129 mini AWCs, which were sanctioned by GOI in December 2008.

Department stated (August 2012) that a need based assessment of requirement of AWCs was made before seeking approval of GOI for new AWCs as opening of new AWCs involved commitment of expenditure from local bodies for providing building and other facilities.

[30] The scheme envisaged establishment of one AWC for 400-800 population in a rural/urban project and one AWC for 300-800 population in a tribal project. It also provides for one Mini-AWC for a population between 150-400.

Directions of Honourable Supreme Court of India/GOI on opening of new AWCs were not complied with

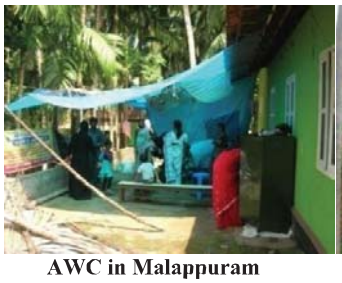
- Honourable Supreme Court directed (December 2006) that settlements of rural communities and slum dwellers which had no Anganwadi in spite of having at least 40 children under six years of age are entitled to an 'Anganwadi on Demand' within three months from the date of demand. In May 2009, GOI directed the State Government to ensure that stipulated formalities be completed on priority basis and forward proposals to GOI within a period of 45 days from the date of receipt of such demand. Proposals for 194 AWCs were received by Director of Social Welfare between July 2010 and July 2011. At least in 75 proposals, the conditions stipulated by the Supreme Court order for sanction of Anganwadi Centres on demand were satisfied. However, the Director of Social Welfare did not forward even a single proposal to the State Government for onward transmission to GOI. Thus, the vulnerable groups who had articulated the demands for an Anganwadi centre were deprived of the benefits arising from the various services provided under the programme.

The Director, Social Welfare stated (April 2012) that they were ascertaining the genuineness of each and every demand.

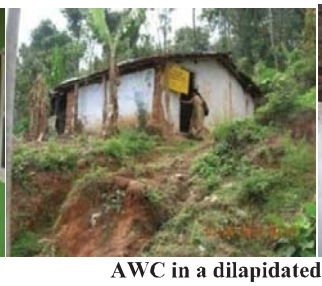
It was difficult to comprehend as to why the Director of Social Welfare was not able to assess the bonafides of even a single proposal, in the light of the Hon'ble Supreme Court's direction.

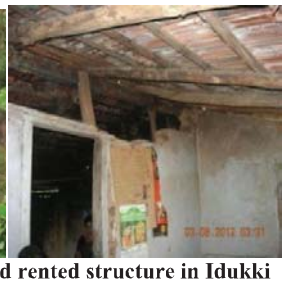
Rented accommodation

- Adequate space for play way learning and separate space for storage and cooking were essential for the effective functioning of AWCs.Out of 33,084 operational AWCs and Mini AWCs in the State, 13,100 (40 *per cent*) were functioning in rented accommodation as of March 2012. In the four test checked districts, 3,751 (33 *per cent*) out of 11,245 AWCs, were functioning in rented accommodation. It was seen that in many instances, AWCs were functioning from make shift accommodation and there was danger of the structure collapsing and posing risk to the lives of the beneficiaries/staff of these AWCs.



AWC in Malappuram



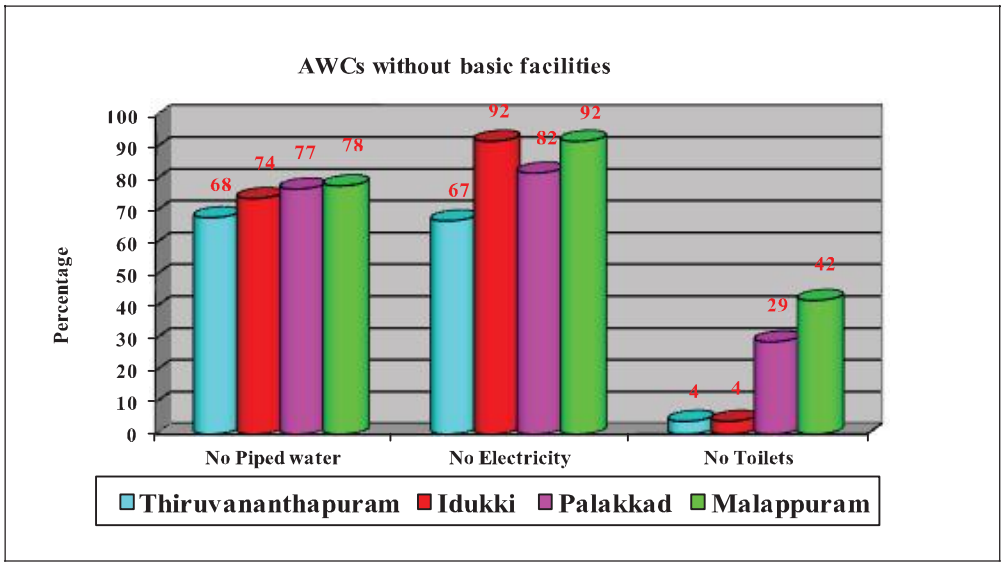


AWC in a dilapidated rented structure in Idukki

Majority of AWCs in test checked districts had no basic facilities

Electricity, piped water and toilets

The deficiencies in basic facilities such as lack of piped water, electricity and toilets were noticed in the test checked districts and the results were compiled and the percentage of deficiencies are as illustrated in the chart below:-



Source: Annual Survey Report of 2011 in respect of Thiruvananthapuram, Palakkad, Malappuram and information received from DPO, Idukki

- Only four *per cent* of the AWCs in Idukki and Thiruvananthapuram districts were without toilets. However, the facility of drinking water and electricity was not available in majority of AWCs in all the four districts. Audit noticed that parents were unwilling to send their children to AWCs functioning without basic facilities and this was one of the reasons attributed for the low attendance in AWCs. The parents preferred sending their children to well-equipped pre-school institutions rather than to ill-equipped ones.

Department, while accepting (August 2012) the fact of non-availability of basic facilities in those AWCs which did not have own building, stated that since AWCs were transferred institutions, the responsibility of providing these facilities rested with the LSGIs concerned.

While Audit acknowledges that the AWCs are the transferred institutions to LSGIs, the fact remains that the Government, being responsible for overall implementation of the scheme in the State, needs to ensure that the basic facilities under the programme are made available to the targeted beneficiaries.

2.2.9 Health Care

Immunisation, health check up, referral services and treatment of common ailments were the health related services of ICDS. ICDS guidelines stipulate that during health check-up and growth monitoring, sick or malnourished children in need of prompt medical attention be referred to PHCs or their sub-centres. Health check-up service includes ante-natal care of expectant mothers, post-natal care of nursing mothers and care of newborn babies and children below six years of age. The health check-up and medical care are to be rendered by the Anxilliary Nurse Midwifes under the guidance of the Medical Officers of the PHC. The following observations are made in this regard:-

- No records were seen maintained in the test checked AWCs in respect of identified malnourished children referred to PHCs for further check-up.

In Malappuram district, less than five *per cent* of children between zero and six years and less than 12 *per cent* of pregnant women, lactating mothers and adolescent girls underwent health check-up

- In Malappuram district, only less than five *per cent* of the population of children between zero and six years of age underwent health check-up, while the percentage of population of pregnant women, lactating mothers and adolescent girls who had undergone health check-up was less than 12 *per cent*. The details of heath check-up were as detailed in **Appendix 2.5.**
- Medical Officer (MO) was to visit each sub centre under his supervision at least once in a week including the AWCs located at sub-centre/village area. It was seen that only one out of 60 AWCs test checked was visited by a MO during the period 2007-12.

The District Programme Officer (DPO), Malappuram stated that even though the Medical Officers were participating in immunization camps at selected AWCs, they were not conducting health check-up.

The reply of the DPO is not convincing as the supervision and health check-up by the Medical Officers is an important component of the services under ICDS and hence there is an urgent need for effective convergence between the Social Welfare and the Health Departments for establishing greater accountability of Medical Officers in discharge of vital health services under ICDS.

36 *per cent* children in Palakkad and 31 *per cent* in Malappuram were not immunized against Polio and DPT

- Thiruvananthapuram and Idukki districts achieved almost 100 *per cent* immunization during 2007-12.
- Thirty six *per cent* of the child population in Palakkad district and 31 *per cent* in Malappuram district were not immunized against Polio and DPT **(Appendix 2.6)**. Failure to immunize all children exposed the children to the risk of being afflicted with Diphtheria and the re-emergence of Polio in these districts.

While accepting the observations, the department stated (August 2012) that a combined effort with the Health Department would be taken up for effective immunization, health check-up and referral services.

2.2.10 Pre-school education

The ICDS guidelines stipulate that the objective of pre-schools is not to impart formal learning, but develop desirable attitudes and provide intellectual stimulation through non-formal play activities. Government of India allocation for ICDS included funds for pre-school kits also. **Table 2.19** gives details about the children enrolled in AWCs for pre-primary education in the State.

Table 2.19: Children attending AWCs

Year	No. of children attending Pre-school classes
2007-08	566415
2008-09	544979
2009-10	531096
2010-11	514040
2011-12	451171

Source: Progress Report of March of every year

- The number of children attending AWCs show a declining trend. Fifty nine out of 60 AWCs visited by audit showed poor attendance of children. The poor attendance was mainly due to the lack of infrastructural facilities mentioned in the previous paragraphs.

Accepting the poor attendance in AWCs, the department stated (August 2012) that it was due to the introduction of pre-primary schools by private English Medium schools, presence of more equipped pre-school institutions etc.

2.2.11 Supplementary Nutrition

The Supplementary Nutrition Programme is a major component of the ICDS intended to bridge the gap between the Recommended Dietary Allowance (RDA) and Average Dietary Intake (ADI) to combat malnutrition. GOI decided (2005-06 onwards) to support states up to 50 *per cent* of financial norms or 50 *per cent* of expenditure incurred by States on supplementary nutrition, whichever is less.

Mention was made in the Audit Report (Paragraph 3.1.9.1 to 3.1.9.4) for the year ended 31 March 2007 regarding the lacunae in implementation of Supplementary Nutrition Programme such as shortfall in coverage of beneficiaries, shortage in number of feeding days, food items distributed not having the stipulated nutritional value, etc. In the Action Taken Note submitted to PAC in November 2011, Government assured that necessary steps would be taken to rectify the situation. However, the shortfalls continued to exist, as discussed below:-

2.2.11.1 Coverage of beneficiaries

The ICDS guidelines prescribed that all children in the age group six months to six years, pregnant women and lactating mothers are required to be provided with Supplementary Nutrition. The coverage of beneficiaries in the State under SNP during 2007-12 is given in **Table 2.20**:

Table 2.20: Shortfall in coverage of SNP beneficiaries

(Population in lakh)

Year	Total number of eligible beneficiaries (Children between six months to six years + Pregnant & lactating women)	Number of beneficiaries covered under SNP	Shortfall in coverage of eligible beneficiaries under the SNP (*per cent*)
2007-08	31.93	14.10	17.83 (56)
2008-09	33.62	13.84	19.78 (59)
2009-10	32.24	13.52	18.72 (58)
2010-11	32.48	12.57	19.91 (61)
2011-12	32.04	10.82	21.22 (66)

Source: Data obtained from Monthly Progress Reports of the Department

There was shortfall in coverage of beneficiaries under SNP

In the test checked districts, 5.88 lakh to 7.13 lakh (ranged from 54 to 62 *per cent*) beneficiaries were not covered under SNP during the five year period 2007-12. The coverage of beneficiaries in these districts was very poor during 2011-12 as only 4.38 lakh out of 11.51 lakh (38 *per cent*) identified beneficiaries were covered. Thus, the objective of universalization of the scheme remains largely unachieved.

Department accepted (August 2012) the shortfall in coverage of eligible beneficiaries under SNP and stated that they plan to launch more awareness programmes among general public.

2.2.11.2 Interruption in feeding

GOI assistance for Supplementary Nutrition was released by State Government partially and belatedly to LSGIs

In Kerala, the Supplementary Nutrition component of the ICDS was implemented by the LSGIs. The Supplementary Nutrition Programme is a continuous programme to provide free nutrition for at least 300 days in a year. To ensure uninterrupted feeding, timely and sufficient funds were required by the LSGIs. Audit of implementation of the programme along with test check of 60 AWCs revealed the following:

- The assistance received from Government of India for implementation of Supplementary Nutrition Programme was released by State Government only partially and belatedly to the LSGIs. The percentage of non-utilisation of GOI assistance ranged between 17 and 83 every year.

Shortfall in feeding days was noticed in AWCs

- Only 20 out of 60 test checked AWCs met the GOI stipulated 300 feeding days. While 37 AWCs reported feeding days between 200 to 290 days, the remaining three centres reported 100, 115 and 159 feeding days respectively.
- Due to belated and partial release of funds, feeding interruptions were observed in all the test checked AWCs.

Government stated (August 2012) that belated release of GOI assistance would be avoided in future to ensure uninterrupted feeding to SNP beneficiaries.

2.2.11.3 Delivery of stipulated Nutritional values

The requirement of Calories and Protein per day for children, pregnant women and lactating mothers as stipulated in GOI norms is given in the **Table 2.21**:

Table 2.21: GOI stipulated norms for SNP

Type of beneficiary	Up to January 2009		From February 2009	
	Calories (Kcal)/day	Protein (gms)/day	Calories (Kcal)/day	Protein (gms)/day
Children (six to 72 months)	300	8-10	500	12-15
Severely malnourished children (six to 72 months)	600	20	800	20-25
Pregnant women and lactating mothers	500	20-25	600	18-20

Source: GOI guidelines

Children in the age group of six months to three years were required to be supplied with Take Home Ration (THR) in the form of a ready-mix product called 'NUTRIMIX' at the rate of 100 grams per day up to December 2009. This was enhanced to 135 grams per day from January 2010 onwards. Pre-school children attending AWCs were provided with morning feeding, noon feeding and general feeding (at 3 PM). Pregnant women and lactating mothers were also offered general feeding. The LSGIs were authorized to plan and procure various ingredients for preparation of hot cooked meals under SNP, based on local needs without affecting the nutritive value. The following observations were made during the course of audit:

SNP for pregnant women, lactating mothers and adolescent girls did not provide stipulated nutrient values

- Nutrient values delivered to the beneficiaries depend on the type and quantity of food items delivered to them. In respect of pregnant women, lactating mothers and adolescent girls, eight CDPOs[31] under Thiruvananthapuram, Idukki and Malappuram districts failed to deliver the requisite nutrition during 2009-12. CDPOs of Tirur and Nilambur in Malappuram district could deliver only 438 Kcal of energy per day as against the stipulated 500/600 Kcal during 2007-12.

Government stated (August 2012) that directions would be issued to LSGIs to deliver the required calorific and protein values to the beneficiaries.

- Audit noticed that many AWCs in the test checked districts had no adult/baby weighing scales or the scales available were non-functional as shown in **Table 2.22**:

Table 2.22: Availability and Status of Weighing Scales in AWCs test checked

Name of district	Number of AWCs as on March 2012	Number of functional adult scales	Number of AWCs with no/non-functional adult scales	Number of functional baby scales	Number of AWCs with no/non-functional baby scales
Thiruvananthapuram	3061	1830	1231	1039	2022
Malappuram	3805	2478	1327	2758	1047
Idukki	1547	1284	263	1245	302
Palakkad	2832	619	2213	2832	Nil

Source: Data furnished by the Department

- Audit noticed that 33 to 42 *per cent* of identified children in the State were not weighed during the years 2007-12. Out of the remaining (58 to 67 *per cent*) children weighed, 27 to 39 *per cent* were in various stages of malnourishment **(Appendix 2.7)**.

- The number of severely malnourished children in Palakkad and Malappuram districts at the end of March 2012 were 4,633 (three *per cent* of 1.37 lakh children weighed) and 2,760 (one *per cent of* 2.14 lakh children weighed) respectively.

[31] Thodupuzha, Devikulam and Idukki in Idukki, Vengara, Tirur and Nilambur in Malappuram and Parassala and Nedumangad in Thiruvananthapuram districts.

- Government of India directed (November 2008) the State Government to use World Health Organization (WHO) recommended Growth Charts which were gender specific wherein separate growth charts were prescribed for boys and girls. Growth charts (33,000 copies) printed by the State Government at a cost of ₹ 0.62 crore and delivered to AWCs to plot the weight of the child taken monthly against the age on a graph to assess the nutritional status were not gender specific and could not be used for plotting the data for boys. State Government sanctioned (August 2011) printing of 36,000 copies of rectified growth chart for boys at a cost of ₹ 0.32 crore. These charts were not yet printed and supplied to AWCs (August 2012).

Periodical weighment of pre-school children was not done

- Records indicated that during 2007-12, Supplementary Nutrition norms in respect of pre-school children were achieved in all the test checked districts and all 12 CDPOs in test checked districts delivered more than double the requirement of energy and protein during 2007-09. But growth monitoring and nutrition surveillance for assessing nutritional status and growth faltering were not done as stipulated in the guidelines by monthly weighment and close monitoring through the maintenance of growth charts for all children below five years.

Stipulation with regard to weighment of boys was not followed

- Audit noticed that the entire 60 test checked AWCs stopped recording the weight of boys from October 2010, as there was no merit in recording the weight of boys in the growth chart meant for girls. This resulted in inability to assess their nutritional status.

Out of 1,180 children who died during 2011-12 in Malappuram, Idukki , Palakkad and Thiruvananthapuram districts, 110 children were severely malnourished

- Records maintained by District Project Officers in Idukki, Malappuram, Palakkad and Thiruvananthapuram districts showed that 110 out of 1,180 children, who died during 2011-12, were shown as severely malnourished.

While accepting the audit observations, the Department (August 2012) assured that efforts would be taken to provide weighing machines at all AWCs. However, no time-frame was furnished for equipping all AWCs with weighing machines and for the maintenance of growth charts.

However, the fact remains that the growth monitoring and nutrition surveillance for assessing nutritional status and growth faltering were not done as stipulated in the guidelines by monthly weighment and close monitoring through the maintenance of growth charts for all children below five years.

2.2.12 Procurement of Take Home Ration for children between six months and three years

Expenditure on Take Home Ration (THR) constitutes the single largest component of expenditure (75 *per cent*) in the Supplementary Nutrition

Programme. During 2007-12, ₹ 257.38 crore was expended on procurement of 'NUTRIMIX[32]' which was issued as THR.

The State Government without following any tender procedures, engaged (September 2006) Kudumbasree[33] as the sole agency for supply of Nutrimix at ₹ 35 per kilogram to all the blocks in the State. The price was revised to ₹ 40 per kg in September 2007 and further revised to ₹ 56 per kg in May 2011. A quantity of 60,464.96 MT of Nutrimix was procured during 2007-12 at a cost of ₹ 257.38 crore. A review of the procurement of Nutrimix revealed the following:

₹ 22.44 crore was over charged by Kudumbasree on sale of Nutrimix

- The revision of rate of Nutrimix from ₹ 40 to ₹ 56 per kg, audit observed, was based on a proposal (February 2011) of Kudumbasree, which reckoned the proportionate cost of wheat and milk powder per kilogram of Nutrimix[34] as ₹ 8.10 and ₹ 13.42 respectively. It was however, noticed that the product did not contain milk powder and wheat was made available to Kudumbasree at subsidized rate of ₹ 4.15 per kg. The price of Nutrimix was thus in excess by ₹ 19.65 per kg. The overcharging on 11,419.958 MT of Nutrimix procured during the period May 2011 to March 2012 resulted in Kudumbasree obtaining undue benefits of ₹ 22.44 crore.

Government stated (August 2012) that a proposal to engage a private party for supply of required food stuff in addition to Kudumbasree was under consideration so that the price paid to Kudumbasree could be benchmarked to the price quoted by the private party, in order to obtain the product economically. It was also stated that the loss pointed out by Audit would be looked into.

Quality of Nutrimix was not ensured

- As per Rule 49(19) of Prevention of Food Adulteration Rules 1955, 'No person was to manufacture, sell, store or exhibit for sale of processed cereal based weaning food except under Bureau of Indian Standards (BIS) certification mark' but there was no standardization across Kudumbasree units. The ingredients and quantity used into the making of Nutrimix were not of same quality and varied from unit to unit. As even mild deficiencies of micronutrients (vitamins and minerals) adversely affect development, immunity and growth of children, GOI

[32]Take Home food supplied by Kudumbasree to children between six and 36 months under ICDS in Kerala.

[33] 'Kudumbasree' - a Mission registered under the Literary, Scientific and Charitable Societies Act, 1955. The management and administration is vested in a Governing Body with Minister (LSG) as Chairman and Principal Secretary (LSG) as the Vice Chairman. The Secretaries, Social Welfare Department, Finance, Health & Family Welfare Departments and others form part of the Governing Council.

[34]Price of Nutrimix was enhanced from ₹ 40 to ₹56 per kg on the basis of a proposal from Kudumbasree which reckoned price of Wheat as ₹ 18 per Kilogram and Milk powder as ₹ 268.42 per kg. Since one Kilogram of Nutrimix comprised 450 gms Wheat and 50 gms of Milk, it was reckoned that cost of wheat and milk powder in One Kilogram of Nutrimix would be ₹ 8.10 and ₹ 13.42 respectively. Since wheat was procured at subsidized price of ₹ 4.15 per kg from GOI, proportionate cost of wheat in One Kg of Nutrimix would be only ₹ 1.87. Thus, excess charged per Kg of Nutrimix was (₹ 8.10 – ₹ 1.87) + ₹ 13.42 on account of milk powder not used = ₹ 19.65.

recommended (January 2006) to fortify the Take Home Ration (THR) with micronutrients. It was noticed that Nutrimix delivered to children between six months and three years in Kerala was not being fortified with micro nutrients (August 2012).

- Samples of Nutrimix manufactured by various Kudumbasree units were sent for testing to Government Public Analysts, Regional Analytical Laboratory, Kozhikode and the test results in many cases were not satisfactory.
- The Executive Director, Kudumbasree requested (February 2009) the State Government to address GOI to obtain exemption to Amrutham Nutrimix (a food product of Kudumbasree) from BIS certification. The Government without obtaining the exemption, allowed the Kudumbasree to supply the Nutrimix and thus failed to ensure the quality.
- The Government failed to ensure economy and quality in supply of Nutrimix to children between the ages six months to six years served as Supplementary Nutrition as envisaged by GOI. Government stated (August 2012) that the question of Kudumbasree units not possessing BIS certification, poor quality of Nutrimix, absence of micro-nutrients in the product would also be looked into.

Poor consumption of Nutrimix due to lack of taste and palatability

- Feeding of children can be a challenge if the food given is not palatable and tasty. Audit observed that this vital aspect was ignored as the AWCs under two CDPOs[35] in Malappuram and Idukki districts reported poor consumption of Nutrimix. In an AWC in Idukki district, children were reportedly reluctant to consume the Nutrimix due to lack of taste and the product was being used by the parents as cattle feed. Further, in 15 out of 30 AWCs test checked in Malappuram and Idukki, the quantity of Nutrimix distributed to the children ranged from 1.875 kgs to three Kgs against the stipulated quantity of 3.375 kgs per month. In Thiruvananthapuram district, under CDPO, Nedumangad, the quantity of Nutrimix distributed ranged from 1.2 kgs to 3.5 kgs per month.

Continuity in feeding of children was not ensured

- Continuity in feeding without interruption is also an important requirement. Audit noticed that children in the test checked districts were not supplied with Nutrimix on a number of occasions. Feeding gaps ranged from one month to 15 months in 12 out of 60 AWCs test checked. Nutrimix was not issued to children in one AWC[36] for 15 months from February 2008 to April 2009. Reasons for inability to issue Nutrimix for 15 months was stated (June 2012) by Child Development Project Officer, Nedumangad to be shortage of funds with the local bodies and delay in supply of Nutrimix by Kudumbasree Units.

However, an important concern remains that the nutrients supplied were largely unpalatable and that led to reluctance of children to partake them. This needs to be addressed by the department urgently.

[35] Devikulam in Idukki district and Vengara in Malappuram district.
[36] AWC No.13, Vettampalli in Thiruvananthapuram district under CDPO, Nedumangad.

2.2.13 Other Schemes implemented through ICDS

2.2.13.1 Nutrition Programme for Adolescent Girls

The GOI scheme of Nutrition Programme for Adolescent Girls (NPAG) was launched in 2002-03 and implemented in the State till 2009-10. The scheme envisaged weighing of all adolescent girls (11-19 years) in the community four times in a year so as to identify adolescent girls with body weight less than 30 kgs in the age group 11-15 years and 35 kgs in the age group 15 to 19 years. These identified girls were to be given six kgs of foodgrains per month free of cost for three months through Public Distribution System. At the end of third month, the under weighed girls were to be weighed again. Those girls who remained underweight were to be examined by AWW/ANM[37] and if necessary referred to Medical Officer, PHC for investigation and treatment.

Audit scrutiny of implementation of the scheme revealed:

- Delays in implementation of the scheme every year because of delayed receipt of permission for continuation of the scheme, resulted in the scheme being implemented only in some months of the year. State Government focused only on distribution of food grains to the adolescent girls without adhering to the stipulation of GOI to weigh the girls every three months.

- In Malappuram district, during 2008-09, only 65 *per cent* (1.94 lakh) of the identified adolescent girls (three lakh) were weighed of whom 42 *per cent* (0.82 lakh) were found to be under weight. However, only 52 *per cent* (0.43 lakh) of the identified underweight girls obtained free food grains under the Scheme. During 2009-10 also, only 62 *per cent* (1.73 lakh) of the identified girls (2.81 lakh) were weighed of whom 36 *per cent* (0.63 lakh) were found to be under weight. However, only 79 *per cent* (0.50 lakh) of identified underweight girls obtained free food grains under the scheme. The reason for poor coverage was stated to be shortage of allotment of rice under the scheme. Department's failure to lift 38.11 MT of rice from FCI godowns in Malappuram and Palakkad districts during 2009-10 also contributed to poor coverage.

Government did not provide free food grains to all identified under-nourished adolescent girls in Malappuram district

- The rice required for distribution to NPAG beneficiaries received by the Authorised Ration Dealers (ARDs), were stacked in their godowns. On the basis of the request of the department, the State Government permitted to distribute the rice in two instalments (six kgs and 36 kgs) instead of distributing six kgs per month as envisaged in the guidelines.

Government failed to monitor continuously the nutritional status of the adolescent girls

Department stated (August 2012) that the rice had to be distributed in bulk to clear the stock of grains from ARDs and also to prevent the grains from being damaged.

[37] Anganwadi Worker/Auxilliary Nurse Midwife.

The reply is not acceptable as the food grains were not distributed as per guidelines and weighment and monitoring of the beneficiaries were not done as stipulated.

2.2.13.2 Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (SABLA)

GOI introduced (September 2010) the Rajiv Gandhi Scheme for Empowerment of Adolescent Girls or SABLA in Malappuram, Palakkad, Idukki and Kollam districts. It aimed at covering adolescent girls in the age group of 11 to 18 years in the districts by way of providing for both nutritional and non-nutritional components. The nutritional component provided for Take Home Ration or Hot Cooked Meals to Out of School girls aged 11 to 14 years. Girls aged between 14 and 18 (both Out of School and School going girls) were also to be provided with supplementary feeding. The non-nutritional component was aimed at self development of adolescent girls, mainstreaming Out of School girls into formal education, etc. The scheme envisaged provision of 600 calories for 300 days in a year at ₹ five per beneficiary per day.

Audit noticed the following:

Shortfall in delivery of nutrients was noticed in Malappuram, Idukki and Palakkad districts

- The THR/Hot cooked meal supplied to the adolescent girls failed to deliver the stipulated nutrient values. Shortfall noticed was up to 359 calories and 14 grams protein per day in Idukki district, while there was shortfall of up to 430 calories and 15 grams of protein per day in Malappuram district. Shortfall in delivery of nutrients to the extent of 353 calories and 11 grams of protein per day was also noticed in Palakkad district. Department stated (August 2012) that instructions would be issued to CDPOs to deliver THR/Hot cooked meal as per stipulated nutrient values.

- Feeding breaks ranging from one to five months were noticed in 25 out of 45 AWCs under nine CDPOs in the three[38] test checked districts. Out of the remaining 20 AWCs, no feeding break was noticed in 10 AWCs, and details were not available in the other 10 AWCs. Department stated (August 2012) that as the responsibility of delivering THR was vested with LSGIs, instructions would be issued to ensure continuous feeding.

- Iron Folic Acid (IFA) tablets were not seen supplied by any of the AWCs test checked. Department stated (August 2012) that instructions had been issued to Health department to provide necessary quantities of IFA tablets to the SABLA beneficiaries.

- Life skill education was not being imparted by majority of the AWCs.

- Health cards of Adolescent girls to record height, weight, Body Mass Index, immunization particulars, etc., were not maintained in any of the AWCs test checked. Apart from allocating funds for arranging training sessions in AWCs for imparting Life skill education, Department stated

[38] Malappuram, Idukki and Palakkad.

(August 2012) that health cards would be printed and distributed among the SABLA beneficiaries at the earliest.

2.2.14 Manpower & Training

Mention was made in Paragraph 3.1.11.4 of the Audit Report for the year ended 31 March 2007 that the incumbent to the post of Director of Social Welfare Department changed 11 times during 2002-07. The situation continued to persist during the current audit period also. It was observed that frequent changes to the position of Director of Social Welfare (17 times) during the period 2007-12 resulted in an incumbent getting an average tenure of only less than four months, thereby adversely impacting the implementation of the programme as detailed in preceding paragaphs.

Audit noticed shortfall in deployment of staff and on-the-job training of personnel in key areas of programme implementation.

Inadequte manpower affected the programme implementation

As against the sanctioned strength of 295 CDPOs/ACDPOs and 1,302 Supervisors, only 214 CDPOs/ACDPOs and 1,150 Supervisors were in place leaving a shortage of 81 CDPOs/ACDPOs (27 *per cent*) and 152 Supervisors (12 *per cent*) as of March 2012.

Department stated (August 2012) that action had been initiated to fill up all the vacancies.

The aim of ICDS training is to develop the field functionaries into agents of social change. Adequate training is essential for the effective delivery of services under ICDS. The scheme envisaged providing 'Job Training' (Training given for the first time) to Anganwadi Workers and to Anganwadi Helpers on their appointment. Refresher training courses were also to be conducted after every two years.

There was shortfall in providing on-the-job training

During 2007-12, on-the-job training was given only to 9,661 AWWs (78 *per cent*) against a target of 12,348. In respect of AWHs, 11,997 (73 *per cent*) were trained against the target of 16,408. Target fixed for training Supervisors was also not achieved. Against a target of 379, only 334 supervisors (88 *per cent*) were trained during 2007-12. Thus, 2,687 AWWs, 4,411 AWHs and 45 Supervisors discharged their functions without any training during 2007-12 **(Appendix 2.8)**. There was also shortfall in respect of refresher training across all categories.

2.2.15 Monitoring

2.2.15.1 Shortfall in maintenance of registers

As per GOI guidelines, the State Government was responsible for the implementation of different packages under ICDS. Basic data for the scheme was required to be maintained at AWCs in various registers like Family Survey Register, Immunization Register, Register for pregnant women and lactating mothers, Mortality Register, etc. Defective maintenance of these

Registers was commented in the Audit Report (Civil) for the year ended 31 March 2007. Audit noticed that these omissions continued to persist in all the AWCs test checked. As the information in the registers were incomplete, the very purpose of the maintenance of registers is defeated.

2.2.15.2 Shortfall in supervision by CDPOs

For effective implementation of the scheme and for its physical monitoring, each CDPO was required to visit at least 20 AWCs per month on a rotational basis to ensure 100 *per cent* coverage of AWCs in an year. Supervisors were also required to visit 50 *per cent* of the AWCs under their jurisdiction every month.

Poor monitoring of Scheme implementation

Shortfall in visits by Programme Officers/CDPOs and Supervisors commented in the Audit Report for the year ended 31 March 2007 (Paragraph 3.1.11.2) was discussed by Public Accounts Committee and the Department stated that poor supervision was consequent to the supervisors being entrusted with various programmes of LSGIs and that directions had been issued to LSGIs by the State Government to relieve those officers from other programmes of LSGIs. These deficiencies were being continued and during 2007-12, visits by CDPOs to AWCs in test checked districts ranged from nine to 77 *per cent*. The visits by supervisors to AWCs in the test checked districts during 2011-12 were short by 51 *per cent* in Malappuram, 48 *per cen*t in Palakkad, 42 *per cent* in Idukki and 27 *per cent* in Thiruvananthapuram.

Department stated (August 2012) that, supervisors being implementing officers of local bodies find little time for inspection of Anganwadis and that they were being directed to attend to the works of local bodies contrary to instructions of GOI and State Government. It was also stated that surprise inspections would be undertaken by senior officers to ensure adequate monitoring.

2.2.16 Conclusion

The department did not prepare any perspective plan and hence they were not in a position to plan in advance the requirement of new AWCs, enhancement of facilities in the existing AWCs and improvement in delivery of services. The implementation of the scheme suffered as the State failed to cover the entire targeted population under the scheme, despite availability of GOI assistance. Instances of parking of GOI funds in Treasury Savings Bank Account were noticed. The Kudumbasree overcharged the State Government an amount of ₹ 22.44 crore on supply of Nutrimix. Many of the AWCs were functioning in rented buildings, which lacked basic facilities such as safe drinking water, electricity, toilets, etc. Take home ration was procured from Kudumbasree which did not possess mandatory BIS certification. The objective of ensuring micro nutrients in diet as per Recommended Dietary Allowance remains unachieved. Shortfalls in deployment of staff and in training of personnel in key areas of programme implementation were noticed. The deficiencies pointed out in the Audit Report for the year ended

31 March 2007 on the implementation of ICDS were continued to persist during the five year period 2007-12.

2.2.17 Recommendations

- Government should prepare a perspective plan for effective implementation of the various components of ICDS.
- State Government should take steps to cover the entire targeted population and ensure quality and uninterrupted delivery of services to ICDS beneficiaries.
- Department should co-ordinate with the Local Self Government Institutions to ensure construction of buildings to accommodate those AWCs functioning in rented premises. Basic facilities like safe drinking water, electricity and toilets should be ensured in all AWCs.
- Monitoring of ICDS programme should be strengthened to make its implementation more effective.

LABOUR AND REHABILITATION DEPARTMENT

2.3 Functioning of three Welfare Fund Boards

2.3.1 Introduction

The Kerala Handloom Workers Welfare Fund Board (HW Board), the Kerala Cashew Workers Relief and Welfare Fund Board (CW Board) and the Kerala Agricultural Workers Welfare Fund Board (AW Board) were constituted by the Acts mentioned below (**Table 2.23**) to administer the welfare schemes for handloom, cashew and agricultural workers, respectively.

Table 2.23: Acts and Schemes governing the three Boards

	Act	Scheme
HW Board	The Kerala Handloom Workers Welfare Fund Act, 1989 (HW Act)	The Kerala Handloom Workers Welfare Fund Scheme, 1989 (HW Scheme)
CW Board	The Kerala Cashew Workers Relief and Welfare Fund Act 1979 (CW Act)	The Kerala Cashew Workers Relief and Welfare Fund Scheme, 1988 (CW Scheme)
AW Board	The Kerala Agricultural Workers Act, 1974 (AW Act)	The Kerala Agricultural Workers Welfare Fund Scheme, (1990) (AW Scheme)

The main objective of the schemes was to provide for the constitution of a fund to grant relief, to promote the welfare activities, and also to pay pension and other superannuation benefits to the workers in their respective sectors. The Boards function under the Labour and Rehabilitation Department. As on 31 March 2012, there were 31,197 registered members in HW Board, 1,69,538 in CW Board, and 22,33,371 in AW Board. There were 1,032 employers under the HW Board and 788 cashew factories under the CW Board.

The Acts and schemes governing the three welfare boards envisage the constitution of a fund collecting contribution from members, employers and Government at a specified rate[39] to meet various welfare activities.

An audit of functioning of HW Board, CW Board and AW Board was conducted during February-April 2012 covering the period 2008-09 to 2011-12. In respect of HW Board, audit scrutinised the records in the Head Office (Kannur) and two (Kannur and Thiruvananthapuram districts) out of four District Executive Offices. In the CW Board, the Head Office (Kollam district), District Executive Office at Kottiyam (Kollam) out of three District Executive Offices and three Inspector's offices at Kottiyam, Kollam and Irinjalakuda out of 11 Inspector's offices were covered. In respect of AW

[39] HW Board (Workers : ₹ three per month, Employer : ₹ six per month, Self employed : ₹ five per month, Government : Equal to the contribution of employee/self employed), CW Board (Employee, Employer, Government : Each at the rate of ₹ one per working day), AW Board (Worker : at the rate of ₹ five per month, Land owners : 25 paise per are per annum for land holding above 40 ares, Government : Equal to the contribution by the members - with effect from 05 January 2010).

Board, the Head Office (Thrissur) and four Divisional Offices (Thrissur, Malappuram, Kozhikode and Kollam) out of 14 Divisional Offices were covered. The field level offices relating to CW Board and HW Board were selected based on the presence of large number of industrial units and in the case of AW Board the selection was based on the concentration of agricultural workers.

The Annual accounts of the HW Board and CW Board were finalised upto 2008-09 and that of AW Board were finalised upto 2009-10. The provisional accounts of the HW Board and CW Board were prepared upto 2010-11 and that of AW Board were prepared upto 2011-12.

The audit findings are discussed further.

2.3.2 Financing the activities

The details of funds received and expenditure of the Boards for the years 2008-09 to 2011-12[40] are depicted in **Table 2.24**:

Table 2.24: Details of funds received and expenditure *(₹ in lakh)*

HW Board

Year (1)	Receipts							Total Expenditure		
	Contributions from		Government contribution			Other receipts (7)	Total Receipts (8)=(2)+(3)+(5)+(7)	Welfare activities (9)	Administrative & other (10)	Total (11)=(9)+(10)
	Employees & Employers (2)	Self employed (3)	Due* (4)	Released (5)	Gap funding (6)=(5)-(4)					
2008-09	20.00	1.97	8.64	233.21	224.57	1.92	257.10	197.61	27.25	224.86
2009-10	10.00	3.53	6.86	392.34	385.48	2.21	408.08	220.49	28.59	249.08
2010-11	12.62	9.14	13.35	401.63	388.28	3.59	426.98	413.59	34.09	447.68

CW Board

Year (1)	Receipts				Other receipts (6)	Total Receipts (7)=(2)+(4)+(6)	Total Expenditure		
	Contribution from Employees & Employers (including penalties) (2)	Government contribution					Welfare activities (8)	Administrative and other (9)	Total (10)=(8)+(9)
		Due (3)	Released (4)	Gap funding (5)=(4)-(3)					
2008-09	356.21	178.10	430.00	251.90	55.63	841.84	1377.42	116.28	1493.70
2009-10	404.09	202.04	780.00	577.96	36.74	1220.83	1447.05	134.67	1581.72
2010-11	385.79	192.90	2517.85	2324.95	34.89	2938.53	2792.63	157.29	2949.92

AW Board

Year (1)	Receipts							Total Expenditure		
	Contribution from		Government contribution			Other receipts (7)	Total Receipts (8)=(2)+(3)+(5)+(7)	Welfare activities (9)	Administrative and other (10)	Total (11)=(9)+(10)
	Workers (2)	Land owners (3)	Due (4)	Released (5)	Gap funding (6)=(5)-(4)					
2008-09	505.17	172.44	NIL	500.00	500.00	108.37	1285.98	1250.18	204.51	1454.69
2009-10	513.13	156.72	513.13	7550.00	7036.87	86.89	8306.74	5546.95	232.80	5779.75
2010-11	761.70	168.60	761.70	4045.00	3283.30	100.36	5075.66	7053.78	254.77	7308.55
2011-12	650.45	179.01	650.45	61.00	Nil	111.88	1002.34	763.15	350.25	1113.40

Source : Annual accounts of the HW Board and CW Board upto 2008-09 and AW Board upto 2009-10 and Provisional accounts of HW Board and CW Board upto 2010-11 and AW Board upto 2011-12.

The schemes envisage constitution of a fund with the share of contributions from the stakeholders of the schemes viz., employee, employer and Government. The financial position of the three Boards was precarious as the income generated were not proportionate to the financial liability on welfare

[40] Accounts for the year 2011-12 of CW Board and HW Board are not finalized.

schemes. The revenue of the Boards was fluctuating and was not commensurate with the increasing trend in expenditure on welfare schemes and on administration. Hence, a major portion of the expenditure of the Boards was met from the additional funds in the form of grants received from Government. As these three Boards follow cash basis system of accounting, the expenditure figures shown in the above table do not reflect the amounts outstanding to be paid to the beneficiaries of the schemes.

Even though certain steps were initiated to augment the revenue in the HW Board and CW Board, these were not implemented by Government as explained below.

2.3.2.1 Cess Act

During the period 2008-11, the HW Board did not receive any amount as cess collection

State Government enacted the Kerala Handloom Workers Cess Act 2007, which provides for the levy and collection of cess on sale proceeds of yarn, textile or textile product at the rate of quarter *per cent* of the total sales proceeds. Officers of the Labour and Rehabilitation Department not below the rank of Assistant Labour Officer Grade I were notified as the Assessing Officers in the Districts. The HW Board did not receive any amount as cess collection during the year 2008 to 2011, against budget projection of ₹ 4.25 crore. Government stated (April 2012) that the collection would be strengthened from the next financial year. The reply indicates laxity on the part of Government in augmentation of revenue for the HW Board.

2.3.2.2 Revision of rate of contribution

The CW Board resolved (February 2010) to enhance the contributions of employees, employers and Government in the ratio from 1:1:1 to 1:2:2 (100 *per cent* increase in contribution from the employers and the Government) in meeting the welfare expenses of the cashew workers. The proposal was not accepted by the Government citing financial constraints and volatility in the traditional sector. But the past records show that Government had been contributing far in excess of the matching contribution payable by Government. Acceptance of the above proposal would have resulted in increased contribution from the employer. But the proposal was not implemented by the Government.

2.3.3 The Kerala Handloom Workers Welfare Fund Board

2.3.3.1 Registration of members

A comprehensive database of the organizations and employees was required to monitor the promptness in payments by organizations/beneficiaries. Registration numbers were allotted to the workers by the HW Board on receipt of applications from the employees through employers (paragraph 25 of HW Scheme). The HW Scheme provides for the submission of returns by employer to the Chief Executive Officers (CEO) of the Boards with details regarding the fresh employees to be registered for the first time, the details of establishment, the wages, etc. (paragraph 26(2), 27 and 29 of HW Scheme). But such information though available with the Board, were not utilized to prepare a computerized database which could have facilitated monitoring the regularity in payments.

2.3.3.2 Collection of contribution

In HW Board, collection of contribution (from employees/employers/self employed) decreased from ₹ 21.97 lakh in 2008-09 to ₹ 13.29 lakh in 2011-12[41]. Proper maintenance of individual account of the workers would have facilitated monitoring of contribution, but this was not done in HW Board. Paragraph 52 of HW Scheme requires the CEOs concerned to assess and realize the arrears of contributions. However, the dues were not properly assessed by preparing a demand, collection and balance statement.

In District Executive Office, Thiruvananthapuram of HW Board, as on 31 March 2012, ₹ 60.41 lakh was pending from 160 co-operative societies as contributions for the period June 1991 to March 2012. The CEO stated (June 2012) that notices were not issued due to the shortage of staff.

According to Section 25 of the HW Scheme, every employee who is entitled to be a member, shall register his name as a beneficiary of the Fund. The welfare benefits would be given only to the registered members of the scheme. It was noticed that, contribution from 194 workers were collected and remitted by the employers regularly to the Board, though these workers were not registered with the Board. The Board detected (June 2009 and August 2010) this irregularity in respect of 183 workers only after their superannuation. Pension and other retirement benefits were not given to these workers as of March 2012.

Penal provisions against defaulting employers in HW Scheme were not enforced

Section 17 of HW Act provides for imprisonment for a term which may extend upto three months or fine or both for avoiding any payment to be made under the Act or not complying with any of the provisions of the Act. But, the Board had not initiated any penal provisions effectively against the defaulters to act as deterrent.

2.3.3.3 Welfare Activities

The HW Board is implementing welfare measures viz., pension, ex-gratia payment, maternity assistance, marriage assistance, educational grant to the members, etc. During the years 2008-09 to 2010-11, the expenditure on welfare activities increased from ₹ 1.98 crore to ₹ 4.14 crore. However, in 2011-12 it decreased to ₹ 2.20 crore.

Deficiencies in pension scheme

According to paragraph 35 (2) of the HW Scheme, only those workers who are in service for three years immediately prior to superannuation will be eligible for pension. Thus, a regular contributor who is unable to work due to occupational diseases or other illness or due to the closure of the factory forfeits the eligibility for the pension, whereas, a worker who joins the scheme exactly at the age of 55 will get the benefit of pension.

During 2008-2012, payment of pension was not sanctioned to 117 members because of non-completion of three-year continuous service immediately prior to superannuation eventhough they had several years of service. They were not entitled even for the refund of the contribution. However, Audit found that pension was sanctioned to 132 workers who joined the scheme at the age

[41] Details relating to 2011-12 were collected from the HW Board.

of 55/57 years. The provision of paragraph 35(2) therefore, appear detrimental to the interest of genuine members who had long association with the sector, but could not have continuous service at the age of 55/57 due to illness or other reasons.

An amendment was proposed by the HW Board to the effect that paragraph 35(2) will not be applicable to those who have registered before the age of 40 years and have completed 15 years of service as on 31 December 2009. But this was not approved by the department citing financial constraints.

Settlement of pension claims

Four pension adalats were arranged[42] by the HW Board and 204 pension applications, earlier rejected by the District Executive Officers, were considered. Out of this, 190 cases pending for more than two years to 10 years, were admitted and 14 cases were rejected.

Pension sanctions were delayed for more than 10 years after the retirement indicating the absence of a speedy redressal mechanism. Admittance of pension in the Adalat indicates that the claims were genuine, but rejected for reasons such as delayed remittance of contribution, break in service, etc. The abnormal delay had deprived the workers the pension benefits for a long period as arrears were not allowed to the pensioners.

2.3.4 The Kerala Cashew Workers Relief and Welfare Fund Board

2.3.4.1 Collection of contribution - Absence of verifiable and uniform method in the assessment

The collection of contribution from employees and employers in CW Board was also not showing a steady trend. The collection increased from ₹ 3.56 crore in 2008-09 to ₹ 4.04 crore in 2009-10 but declined to ₹ 3.86 crore in 2010-11.

In CW Scheme, as the workers' contribution was linked to the number of days worked, there was risk of understating the number of days by the employers. In the monthly meeting of District Executive Officers and Inspectors held on 13 April 2010, it was decided to evolve a uniform approach for the assessment and calculate the contributions at an average of 20-22 workdays. But the decision was not implemented. There were complaints from workers of cashew factories regarding the recording of only 3-4 days of attendance against six work days in a week. This illustrates lack of controls.

Delay in disposal of appeal petitions resulted in blockage of revenue in CW Board

Absence of a uniform and verifiable method in assessment can lead to litigation between the CW Board and the employers. As there was a provision under Section 10(5) of CW Act for preferring the appeal, audit observed that appeal petitions of the employers challenging the assessment, combined with departmental delay in disposing the appeal, had resulted in non-collection of revenue of ₹ 35.31 lakh since 2007 in 164 appeals pending before the Deputy Labour Commissioner, Kollam (DLC). In the year 2009, the DLC ordered in 13 cases to remit 20-25 *per cent* of the assessed amount, initially before considering the appeal. This was not insisted in other years. As a portion of

[42] on 5 October 2009, 15 October 2009, 18 February 2010 and 10 June 2010.

the amount under appeal includes contributions collected from employees also, the imposition of such a condition was reasonable.

2.3.4.2 Non-enforcement of penal provisions

The dues of contribution were not properly assessed by preparing a demand, collection and balance statement regularly in accordance with paragraph 59[43] of CW Scheme. The Demand, Collection and Balance statement prepared by CW Board, shows arrears of ₹ 1.93 crore as on 31 March 2009. Verification of the returns furnished by 10 out of 11 Inspectors indicate that contributions relating to the period from 1994-95 were pending collection.

Penal provisions against defaulting employers were not enforced

Section 13, 14 and 15 of the CW Act stipulate penalty with imprisonment with a term of six months to one year for non-remittance of contributions and other violations of the Act. The CW Board had not invoked these penalty provisions effectively to act as deterrent.

2.3.4.3 Welfare Activities

Several welfare measures viz., pension, ex-gratia payment, maternity benefit, marriage assistance to daughters of members, funeral assistance, payment of cash awards to the children, etc., are being implemented by the CW Board. During the years 2008-09 to 2010-11, the expenditure on welfare activities had increased steadily from ₹ 13.77 crore to ₹ 27.93 crore.

Refund of contribution pending settlement

Paragraph 49 of the CW Scheme stipulates that, in the cases of voluntary retirement or death of a member, refund of total contribution (both the share of employee and employer) shall be paid to the member or nominee as the case may be. In case of death of pensioner, the employees contribution standing at his credit shall be paid to his nominee.

There were 874 applications, pending from 2004 onwards, for refund of contribution with the CW Board as on 31 March 2012. The CEO stated (April 2012) that atleast ₹ 10 lakh would be required to settle the claims.

2.3.5 The Kerala Agricultural Workers Welfare Fund Board

2.3.5.1 Registration of workers in AW Board

There were presence of non-bonafide persons in AW Scheme

For a remittance of ₹ 60 per year, the AW Scheme assures a return of ₹ 625 for each year of remittance as superannuation benefit in addition to other welfare benefits to the registered workers. Given the attractiveness of benefits available, there is high risk of enrolment of non-bonafide persons. In AW Board, the contributions are remitted by the agricultural workers themselves directly to the AW Board as there is no permanent employer-employee relationship in the agricultural sector, unlike what exists in the HW Board and CW Board.

However, there is a land owner - worker relationship. Application form[44] for registration requires to furnish information regarding the area/locality where the applicants usually work and date of commencement as agricultural worker.

[43] 59 of CW Scheme empowers the CEO to assess and realize the arrears of contributions.

[44] Form 1 – Application for registration as agricultural worker in the fund (paragraph 24 (1) of the scheme).

Audit observed that the required documentary evidences in support of the particulars filled in the application form were not being insisted by the AW Board. Registration numbers in the AW Board were being allotted to the applicants on the basis of certificate issued by the trade unions instead of getting certificate from the landowners or from Government agencies like Krishi Bhavans. There was no assurance that the persons enrolled were genuine agricultural workers. The sub-committee appointed by the AW Board also identified such risks. There was spurt in fresh registrations numbering more than 2.17 lakh during 2007-11. Incidentally, it was noticed in audit that there was decline of 2.7 lakh hectares in cropped area during this period.

2.3.5.2 Remittance of contribution

Paragraph 26 of AW Scheme stipulates that the remittances can be made in the nearest co-operative banks or directly through the authorized offices of the AW Board. Arrangements for collection of contribution through the co-operative banks were not provided by the Board. About 80 *per cent* of the workers remitted their contribution through their trade union representatives. Even though there were complaints relating to non-remittance of contributions and irregular collection from the agricultural workers, arrangements were not made by the AW Board for remittance of contribution directly by the workers through banks.

2.3.5.3 Undue benefit to defaulters

In AW Board, the defaulters have advantage over regular subscribers

According to paragraph 26B (3) of AW Scheme, membership of a worker will be terminated, if the member defaults in payment of contributions for more than 24 months. This provision in the Scheme ensures prompt payment of contribution. During 2009-2011, the CEO issued two orders (which were ratified by the Government) permitting revival of membership of members who had defaulted payments for more than 24 months. More than one lakh workers who had defaulted in payments revived their memberships by remitting arrears of contribution. The additional amount collected was a meagre amount calculated at the rate of ₹ three per year. This amount could not be considered as a penalty to act as deterrent against default in payments. In Divisional Office, Kozhikode, 11 members revived their membership at the age of 59 years after defaulting payment for 10 to 15 years. These workers would get benefit of ₹ 6,250 to ₹ 9,375[45] for this period in the very next year (superannuation age 60 years). This would indicate that the defaulters have an advantage over the regular contributor in terms of money value of returns.

2.3.5.4 Welfare activities

The major welfare measure taken/initiated by the AW Board was the payment of superannuation benefit. Other welfare activities such as ex-gratia payment, maternity relief, marriage assistance, medical assistance, etc., were also being taken up. During 2008-09 to 2010-11, the expenditure on welfare measures had increased from ₹ 12.50 crore to ₹ 70.54 crore. But in 2011-12, the expenditure decreased to ₹ 7.63 crore due to shortfall in release of funds by the State Government.

[45] At the rate of ₹ 625 per year (₹ 25,000/40 years) the superannuation benefit for 10 years works out to ₹ 6,250 and for 15 years to ₹ 9,375.

Delay in settlement of claims

In AW Board, as on 31 March 2012, superannuation benefit claims of 1,07,806 workers were pending, out of which 5,630 claims related to the period prior to the year 2002-03. Similarly, marriage assistance of 58,978 members was pending payment for the period from 2006-07. Details are indicated in **Table 2.25**:

Table 2.25: Details of pending claims

Year	Superannuation Benefits	Marriage Assistance
Prior to 2002-03	5630	--
2002-03	340	--
2003-04	392	--
2004-05	402	--
2005-06	369	--
2006-07	311	16
2007-08	391	60
2008-09	1202	13300
2009-10	18660	13823
2010-11	45200	12082
2011-12	34909	19697
Total	**107806**	**58978**

Source: Details furnished by the department

The CEO stated that the pendency was due to non-furnishing of required documents. The reply was not acceptable as the details of workers should have been available with the AW Board as these documents such as registration form and register of agricultural workers were maintained by the AW Board. Thus, the delay in settlement of claims shows the deficient system of maintenance of records in the Board and negligent attitude on the part of officials in settling the claims.

2.3.6 Conclusion

The three schemes as currently designed are not financially viable leading to contribution from Government far in excess of contributions statutorily payable. There was failure to effectively invoke penal provisions prescribed in the Acts against the defaulters of contribution in HW Scheme and CW Scheme. There are deficiencies in the pension scheme of HW Board. The contributions to be made by employers in CW Scheme are prone to litigation, resulting in delay in remittance of contribution. Given the attractiveness of AW Scheme, there is a high risk of non-bonafide persons being registered. The present arrangements to verify the bonafides of persons registered under AW Scheme are far from satisfactory.

2.3.7 Recommendations

- Efforts should be made to augment the resources of the Boards so as to reduce the dependency on the State exchequer.
- Steps should be taken to update the list of members in the AW Scheme by including only the genuine agricultural workers.
- Steps should be taken to clear the outstanding superannuation claims in the AW Board in a time bound manner.

The issues were referred to Government in July 2012; their reply is awaited (October 2012).

REVENUE (DISASTER MANAGEMENT) DEPARTMENT

2.4 Tsunami Rehabilitation Programme- Housing

2.4.1 Introduction

Government of India (GOI) formulated (December 2005) a package named 'Tsunami Rehabilitation Programme' (TRP) for the states affected by Tsunami on 26 December 2004. The objective of the programme was re-construction of damaged physical and social infrastructure and revival of impaired livelihoods in the coastal areas affected by Tsunami.

According to the guidelines for implementation of TRP issued (December 2005) by the Planning Commission of GOI, reconstruction activities were to be undertaken under the following components:-

- Housing
- Physical Infrastructure – Roads and Bridges, Environment and Coastal Protection, Ports and Jetties, Tourism, etc.
- Livelihood – Fisheries and Agriculture
- Social Infrastructure – Health, Nutrition, Education, etc.

GOI sanctioned (December 2005) ₹ 1,441.75 crore to the State Government for implementation of TRP. The period of implementation was four years from 2005-06.

The Honourable High Court of Kerala in its judgment delivered on 28 March 2012 on a Public Interest Litigation observed that there was diversion of massive funds for purposes other than anything related to tsunami affected people or areas. The audit findings on the implementation of the housing component of TRP are in corroboration with the Honourable High Court's observation.

2.4.2 Scope and coverage of Audit

Audit made an assessment of the housing component implemented under TRP and examined whether the State Government implemented this component according to the guidelines issued by GOI.

Audit conducted during January-March 2012 covered selected districts viz., Thiruvananthapuram, Kollam and Alappuzha for sample check[46]. Records pertaining to the period from 2005-06 to 2011-12 in the TRP Cell at Government Secretariat, three District Collectorates, Taluk Office of Chirayinkil (Thiruvananthapuram), seven[47] Grama Panchayats and five

[46] Alappuzha and Kollam Districts were the worst tsunami affected districts and Thiruvananthapuram the capital district.

[47] Kulathur and Anchuthengu Grama Panchayats in Thiruvananthapuram District, Neendakara and Alappad Grama Panchayats in Kollam District, Kadakkarapally , Punnapra South and Arattupuzha Grama Panchayats in Alappuzha District.

Village Offices[48] were scrutinized to derive an assurance about the efficacy of the programme.

The audit findings are discussed in the following paragraphs:-

2.4.3 Programme implementation

Funds provided for 'Environment and Coastal protection' were diverted by the State Government for construction of houses

Out of the total outlay of ₹ 1,441.75 crore approved by GOI for TRP, ₹ 45.54 crore was earmarked for the 'Housing' component. But the State Government intimated GOI in October 2006, the revised department-wise requirement for TRP wherein an amount of ₹ 284.08 crore out of ₹ 432.18 crore originally allotted for the component 'Environment and Coastal Protection' was shown as diverted to the 'Coastal Housing and Rehabilitation Project' (CHRP). The component of Environment and Coastal Protection was essentially meant for construction of new sea walls, repair of existing sea walls, coastal fencing, etc, and does not contemplate construction of houses. This component could have been implemented by the Government for sea protection measures in the vulnerable coastal areas affected by Tsunami. The amount thus diverted was much larger than the amount sanctioned for the regular housing component.

CHRP designed by the State Government was not for reconstruction of damaged houses or relocation of entire habitation affected by Tsunami to alternate location as prescribed in the GOI guidelines. CHRP was a comprehensive housing programme for implementation in the coastal areas throughout the State without applying the criteria whether the places were affected by Tsunami. There was deviation of GOI guidelines in the mode of financing to the beneficiaries also. The State Government failed to bring these deviations to the notice of GOI and obtain permission for the major deviations.

The State Government took up construction of houses with a budget of ₹ 325.54 crore (Housing: ₹ 45.54 crore and Environment and Coastal Protection: ₹ 280 crore) out of ₹ 1,441.75 crore sanctioned by GOI for TRP. The State Government designated (November 2007) the Kerala State Housing Board (KSHB) as the nodal agency for implementing the scheme. In the four northern districts[49] the houses were constructed directly by KSHB and in the remaining five districts the construction was entrusted (June 2008) to eleven[50] agencies short listed and was to be monitored by the KSHB.

The State Government stated (July 2012) that the TRP was not meant for the rehabilitation of the victims of the Tsunami and the Planning Commission had stipulated that the programme should put emphasis on improving the quality of life, using replacement and up-gradation of assets as means to achieve it.

[48] Kulathur and Kadakkavur Village Offices in Thiruvananthapuram District, Neendakara Village Office in Kollam District, Kadakkarapally and Punnapra Village Offices in Alappuzha District.

[49] Malappuram, Kozhikode, Kannur and Kasaragod.

[50] Aleppey Diocesan Charitable and Welfare Society, Apex Voluntary Agency for Rural Development, Thrissur, Ernakulam Social Service Society, Habitat Technology Group, Kerala Agro Industries Corporation Ltd, Kerala Artisans Development Corporation Ltd. KIDS, Thrissur, PSK Engineering Construction and Company, Tamil Nadu, Quilon Service Society, Kollam, Rajagiri Outreach Service Society, Kalamassery, Trivandrum Social Service Society.

The reply of Government was not convincing as it had only reproduced the broad objectives of the Scheme. It was specifically mentioned in the GOI guidelines (paragraph 6.2.2 (ii)) that for habitation which did not suffer any damage due to tsunami but requiring relocation, another scheme in consultation with National Housing Bank was under consideration and guidelines would be issued separately. The State Government therefore implemented CHRP without adhering to these norms prescribed by GOI for housing component.

2.4.4 Selection of beneficiaries

Seventy two out of 228 villages taken up are not on the sea shore

As per the Revised proposal submitted (February 2005) by the State Government to GOI, Tsunami caused damage to life and life supporting structures in five districts[51]. It was, however, observed that the programme was taken up in 228 villages of the nine[52] coastal districts in State without adopting any specific criteria or norms. It was also seen that 72 out of 228 villages were not on seashore and were not affected by Tsunami.

The State Government issued guidelines (April 2007) for the selection of beneficiaries for CHRP. But, audit observed that there were no supporting details (location, title deed, etc.) relating to damaged/existing houses of the beneficiaries alongwith the list of beneficiaries to substantiate that selection was made according to these guidelines. In the absence of documentation in support of the list prepared it was not beyond doubt whether the beneficiaries were bonafide and selected as per the norms prescribed by GOI.

The State Government stated (July 2012) that the coastal and vulnerable villages were selected as Tsunami affected based on the recommendation of the District Collectors. The reply of Government was not acceptable as the Government did not verify whether the recommendations made by the District Collectors were in accordance with the specific guidelines stipulated by Government of India.

The State Government also replied that most of the sea-faring fishermen live very close to the sea and the ownership documents like title deeds are not given to them as a matter of Government policy. The reply is not acceptable as the list of beneficiaries was prepared without full particulars of the beneficiaries to establish their bonafides.

Audit further observed that:-

₹ 2.29 crore was utilised for re-construction of houses for 72 fire victim families

- State Government allotted (June 2007) houses under TRP to 72 families in Anchuthengu (Kadakkavur village) of Thiruvananthapuram District, who had lost their houses on 17 February 2007 due to fire. Since reconstruction of these houses was not covered under the guidelines of TRP, the construction of houses for fire affected people should have been made by State Government from Calamity Relief

[51] Alappuzha, Ernakulam,Kollam, Thiruvananthapuram and Thrissur.
[52] Thiruvananthapuram, Kollam, Alappuzha, Ernakulam, Thrissur, Malappuram, Kozhikode, Kannur and Kasaragod.

Fund or met from other sources. The total cost of these houses worked out to ₹ two crore in addition to the cost of land (₹ 28.93 lakh) allotted to them.

State Government replied (July 2012) that the fire victims were also living in Tsunami vulnerable area and hence eligible for relocation. The reply of Government was not acceptable as the allotment of houses made to ineligible persons deprived the beneficiaries belonging to more vulnerable areas severely affected by Tsunami of the admissible benefits.

The revised list of 255 beneficiaries includes 136 new beneficiaries casting doubt on selection

- A list of 255 beneficiaries was prepared in 2007 for the purpose of allotment of flats constructed in Kulathur village (Thiruvananthapuram District). As the selected beneficiaries protested subsequently against the construction of flats and demanded individual houses, Government decided (October 2011) to allot individual plots to the beneficiaries for the construction of houses. A new list of 255 beneficiaries was prepared (November 2011) for allotment of plots which included 136 new beneficiaries by replacing equal number of beneficiaries from the original list. This raises doubts over the fairness in preparation of list of beneficiaries. The total cost of houses allotted to these 136 beneficiaries worked out to ₹ 3.78 crore in addition to the cost of land (₹ 1.94 crore) allotted to them.

State Government replied (July 2012) that majority of the beneficiaries in the original list had got houses from other schemes and therefore new beneficiaries were selected to utilize the amount. The Government reply clearly indicates that the additional list was prepared only for utilization of the fund available, and not on a need based approach.

- In Attipra village (Thiruvananthapuram District), 10 beneficiaries belonging to adjacent villages were provided plots and first instalment of money for construction of houses under Beneficiary Driven Cluster Housing (BDCH). But they could not start the construction due to the stiff opposition from 'sons of the soil' and other beneficiaries.

- In Chavara Village in Kollam District, out of 56 houses allotted, 10 beneficiaries did not occupy the houses as they were included in another rehabilitation package.

State Government replied (July 2012) that steps would be taken to identify new beneficiaries. The reply of Government was not acceptable as allotment of houses constructed under TRP to new beneficiaries was against the guidelines of GOI.

One hundred and thirty eight beneficiaries did not take possession of land as the allotted land was away from their work places

- In respect of construction of BDCH houses in Alappuzha District, 82 out of 546 beneficiaries did not take possession of land as the allotted land was away from their work places. The value of these plots works out to ₹ 68.40 lakh. This indicates non-compliance of guidelines regarding need-based approach in beneficiary selection.

- In Sakthikulangara village (Kollam District) out of 112 houses constructed, 56 houses could not be allotted as the beneficiaries were reluctant to accept these houses as their place of work (Neendakara Fishing Harbour) was about four kilometres away from this site and could not continue their livelihood occupation from the new site. The selection of site was to be made in consultation with the beneficiaries as per GOI guidelines. Evidently, this has not been properly done in this case.

The State Government replied (July 2012) that attempts are being made to find out new beneficiaries for these 56 houses. This again indicates non-preparation of list of beneficiaries on a need based approach.

2.4.5 Selection of site

More than 4,000 houses costing around ₹ 100 crore were taken up for construction within 10 metres from HTL

As per GOI guideline the main focus of TRP was reduction of susceptibility of the coastal communities to Tsunami like disasters in future. However, in Alappuzha District 4,037 in-situ houses were taken up for construction at a cost of ₹ 100.92 crore within 10 metres from the High Tide Level (HTL), in contravention of guidelines, thereby defeating the very purpose of TRP.

State Government stated (July 2012) that in-situ houses were built on the land owned by the beneficiaries and was as per the guidelines of Planning Commission to encourage the construction of in-situ houses as far as possible. The reply was not acceptable as the stipulation in the guidelines of GOI for in-situ construction was for reconstruction of damaged houses. Relocation of habitation was to be implemented by shifting their residences from vulnerable areas to non-vulnerable areas. CHRP implemented by the State Government was also framed with this objective. Construction of houses within the specified distance from the sea shore defeats the very objectives of the rehabilitation process as houses would remain vulnerable to any future disaster.

2.4.6 Type of houses

In Arattupuzha Panchayat 1,150 houses constructed were not in conformity with building code for earth quake/cyclone resistant structures

In Arattupuzha Panchayat, 1,150 houses, costing ₹ 11.50 crore, constructed under Special Package were neither as per the approved design of the nodal agency, nor were in conformity with the building code for disaster resistant structures.

State Government replied (July 2012) that funds allotted at the rate of ₹ one lakh per beneficiary was not sufficient for construction of houses with disaster resistant features. Reply of Government was not acceptable as the construction of houses without disaster resistant features was vulnerable to any future disaster of this magnitude, besides being in violation of GOI guidelines.

107 beneficiaries declined to accept flat type houses allotted to them

Programme guideline envisages involvement of beneficiaries in decision making and the programme was required to be need-based. In Mayyanad Village in Kollam District, out of 168 houses constructed in May 2011, only 61 houses were allotted so far. The remaining beneficiaries (107) were unwilling to accept flats as they demanded three to four cents of land for

construction of individual houses. As such, construction of flats was not as per the preferences of majority of beneficiaries.

District Collector, Kollam had acquired 32.84 acres of land at various sites for the construction of individual houses for 2,356 beneficiaries. The design of the house was changed from individual type to flats. Due to this change in design at a later stage, 5.19 acres of land already acquired in 3 plots at Mayyanad Village at a cost of ₹ 47.51 lakh became excess of requirement.

State Government replied (July 2012) that there was some difficulty in acquiring land and hence flat type of construction was adopted. Government further stated that this land is an asset to Government, which could be used for other development activities.

In Anchuthengu in Kadakkavur Village (Thiruvananthapuram District), construction of 208 flat type houses was entrusted to M/s Habitat Technology Group for an amount of ₹ 7.48 crore, without proper assessment of suitability of land. The agency was given a mobilization advance of ₹ 1.12 crore in February 2009. After executing land development work for ₹ 10.34 lakh, the agency stopped the work as there was no improvement in the load bearing capacity of the soil. The agency refunded the balance amount of ₹ 1.02 crore in two instalments (August 2010: ₹ 0.80 crore; September 2011: ₹ 0.22 crore). The agreement with the agency did not contain any provision for charging of interest for the advance released.

Without taking into account the preferences of beneficiaries for individual houses, Government decided to construct flats in Kulathur village (Thiruvananthapuram District) and entrusted the work to KSHB. An amount of ₹ 1.41 crore was paid to KSHB as mobilization advance on 11 February 2010. Due to protest by the beneficiaries, the work was abandoned after incurring an expenditure of ₹ 28.35 lakh. Balance amount of ₹ 1.13 crore was refunded by the KSHB on 18 November 2011. Absence of a clause for charging interest on the advance amount resulted in non-realisation of interest from the agency.

State Government replied (July 2012) that provision for charging interest was not included in the agreement as the agencies were selected on no loss no profit basis. Non-inclusion of a clause for charging interest in the agreement was a failure on the part of the Government. Such a clause would have addressed the risk of delay in refund of government money.

As against the target of 11,000 houses, construction of 9,123 houses were taken up and only 8,549 houses were completed as of July 2012

2.4.7 Time taken for execution

As per the agreement executed with the KSHB and other implementing agencies, the houses were to be constructed within six months from the date of handing over of site. But in the districts test-checked, there was a delay of three months and above in the construction of houses. The reason for the delay was attributed to scarcity of construction materials, non-availability of labourers, etc.

The construction of houses was proposed in two phases; 5,876 houses in phase I to be completed by May 2009 and 5,124 houses in phase II to be completed by September 2009. Out of the target of 11,000 houses, construction of 9,123 houses were taken up. But the achievement up to July 2012 was 8,549 houses only. 444 houses were under various stages of construction. 130 houses were not taken up for construction due to court stay and lack of interest by beneficiaries. The remaining 1,877 houses were not taken up for construction. Out of ₹ 324.37 crore released to the nine District Collectors (₹ 322.80 crore) and Kerala State Housing Board (₹ 1.57 crore) towards the acquisition of land and construction of houses, the District Collectors and KSHB utilized ₹ 285.50 crore. The physical target and achievement in construction of houses in the nine districts as of July 2012 are shown in **Table 2.26:**

Table 2.26: Details of constructions of houses

Details	Thiruvanan-thapuram	Kollam	Alleppey	Erna-kulam	Thrissur	Mala-ppuram	Kozhi-kode	Kannur	Kasa-ragod	Total
Target (Nos)[53]	1375	2356	4544	486	1066	208	567	128	270	11000
Taken up for construction (Nos)	648	2144	4496	82	1001	108	257	126	261	9123
Achievement (Nos)	387	2143	4338	82	854	108	257	126	254	8549
Under construction (Nos)	261	01	158	0	24	0	0	0	0	444
Court Stay (Nos.)	0	0	0	0	123	0	0	0	7	130
Not taken up for construction/ (Nos)	727	212	48	404	65	100	310	02	9	1877
Amount released (₹ in crore)	18.67	95.07	120.31	5.93	46.12	7.08	12.44	6.90	10.28	322.80*
Amount utilized (₹ in crore)	16.54	76.15	117.71	5.56	38.25	3.57	10.59	5.64	9.92	283.93*
* ₹ 1.57 crore released to KSHB towards technical fees was not included as district wise figures were not available.										

Source: TRP Cell, Government Secretariat, Thiruvananthapuram

The Government stated (July 2012) that scarcity of labourers, non-availability of construction materials, long monsoon during 2010, etc., were the reasons for the delay.

2.4.8 Financial assistance

The pattern of financial assistance to the beneficiaries was changed by the State Government from loan to grant

As per GOI guideline financial assistance for damaged houses was available under the scheme by way of grant (₹ 1.20 lakh). For relocation, financial assistance was to be provided by way of loan (₹ two lakh). However, the State Government implemented the component relating to relocation with financial assistance to beneficiaries by way of grant.

State Government replied (July 2012) that beneficiaries were not willing for availing loan and hence included the re-location and construction of houses under TRP. The reply of Government was not acceptable as assistance through grant for relocation was in violation of the GOI guidelines.

As per GOI guidelines, the provision of grant for construction of houses was ₹ 1.20 lakh per unit for a minimum core accommodation of 300 sq.ft at the rate of ₹ 400 per sq.ft. But State Government sanctioned different rates as detailed below:

[53] Target = Achievement (Nos) + Under construction (Nos) + Court stay (Nos.) + Not taken up for construction (Nos).

- In Arrattupuzha panchayat, two housing schemes under TRP Special Packages were sanctioned (July 2008); 1,150 houses at ₹ one lakh each and 500 houses at ₹ 2.50 lakh each.

- In Alappad panchayat, under Special Package ₹ three lakh each was sanctioned (July 2008) for 729 houses.

- For Beneficiary Driven Cluster Housing (BDCH) sanctioned in June 2009, ₹ 2.78 lakh each was given to 1,146 beneficiaries.

- In the case of construction of houses by agencies, the cost was as per Schedule of Rates which ranged from ₹ three lakh to four lakh.

- For in-situ housing, ₹ 2.50 lakh per house was sanctioned (December 2008).

Granting different rates to the beneficiaries under same scheme was not only violative of guidelines of Planning Commission, but also against the principles of fairness.

State Government replied (July 2012) that lesser amount was allotted to in-situ houses as the beneficiaries had re-used materials of old houses and electric connection and water connection were already available to them.

2.4.9 Other points of interest

- The period of implementation of TRP was from 2005-06 to 2008-09 which was further extended upto 31 December 2011. The houses were to be constructed and allotted to the beneficiaries on war footing. Even though lands were acquired for the construction of houses in Fast Track Method, there was a delay of four months to 16 months in handing over the acquired land to the implementing agencies.

State Government replied (July 2012) that the procedural delay was inevitable. The reply was not acceptable as Government had designated KSHB as the nodal agency for the speedy implementation of the scheme. The work should have been taken up on a war footing for the speedy rehabilitation of the affected people.

Though 4,515 families were resettled in other places, their land was not taken out by Government for Bio-shield formation

- As per guidelines, the houses and land vacated by the re-settled beneficiaries were to be placed under the custody of local body for the purpose of 'Bio-shield formation'. Even though 4,515 families were resettled in other places, their existing land was not taken over by Government/ local bodies. Thus, the very objective of the scheme of Bio-shield formation for coastal protection has not been achieved.

State Government replied (July 2012) that the land was not taken over by the local bodies based on the Cabinet Sub Committee decision on 16 February 2011 that the original land of the beneficiaries would vest with them even after relocation. The reply of Government may be viewed in the light of the fact that the stipulation by GOI regarding taking over of land addresses the risk of

beneficiaries staying back in the vulnerable area and would also have served the objective of bio-shield formation.

- As per GOI guidelines, insurance of dwelling units constructed under the programme was mandatory. But none of the houses constructed under TRP was got insured.

2.4.10 Conclusion

The implementation of housing component under TRP by the State Government was not in accordance with the GOI guidelines. Though Tsunami caused damages to life and life supporting structures in five districts, the scheme was implemented in all nine coastal districts in the State, thereby diverting the funds earmarked for 'Environment and Coastal Protection', to un-affected districts. The component relating to relocation was implemented with financial assistance by way of grant instead of loan by violating guidelines of GOI. Selection of beneficiaries was not in accordance with the guidelines. CHRP intended relocation, but construction of in-situ houses within 10 metres of HTL was allowed, thereby defeating the purpose of relocation. As against the target of 11,000 houses, construction of 9,123 houses were taken up and out of these only 8,549 houses were completed as of July 2012.In some cases, houses constructed were far away from their work places, resulting in non-allotment of completed houses.

2.4.11 Recommendations

- The Government should ensure that funds sanctioned by GOI for the relief/rehabilitation measures in connection with national calamities, reach the affected population.

- The Government should take urgent steps to complete the construction of the remaining houses without delay.