

FIFTEENTH KERALA LEGISLATIVE ASSEMBLY

COMMITTEE

ON

PUBLIC ACCOUNTS

(2023-26)

NINETY NINTH REPORT

(Presented on 28th January, 2026)



SECRETARIAT OF THE KERALA LEGISLATURE

THIRUVANANTHAPURAM

2026

FIFTEENTH KERALA LEGISLATIVE ASSEMBLY

**COMMITTEE
ON
PUBLIC ACCOUNTS
(2023-2026)**

NINETY NINTH REPORT

on

**Action Taken by Government on the Recommendations
contained in the One Hundred and Fourteenth Report
of the Committee on Public Accounts (2014-16)**

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COMMITTEE ON PUBLIC ACCOUNTS

(2023-2026)

COMPOSITION

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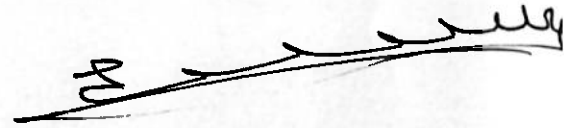
Smt. Beena O.M., Under Secretary.

INTRODUCTION

I, the Chairperson, Committee on Public Accounts, having been authorised by the Committee to present this Report, on their behalf present the Ninety Ninth Report on Action Taken by Government on the Recommendations contained in the One Hundred and fourteenth Report of the Committee on Public Accounts (2014-16).

The Committee considered and finalised this Report at the meeting held on 20th January 2026

Thiruvananthapuram
28th January , 2026



SUNNY JOSEPH
Chairperson,
Committee on Public Accounts.

REPORT

This report deals with the Action Taken by Government on the recommendations contained in the One Hundred and Fourteenth Report of the Committee on Public Accounts (2014-16).

The One Hundred and Fourteenth Report of the Committee on Public Accounts (2014-16) was presented to the House on 18th February 2016. The report contained Twenty Five recommendations relating to Revenue, Information Technology, Health & Family Welfare, General Education, Water Resources, SC/ST Development and Planning & Economic Affairs Departments. The report was forwarded to Government on 08.03.2016 seeking the Statements of Action on the recommendations contained in the report and final reply was received on 23.02.2023.

The Committee examined the Statements of Action Taken received from the Government at its meeting held on 22.11.2017, 29.11.2017, 03.01.2018, 23.05.2018, 31.10.2018, 19.04.2023, 07.08.2019 and 18.09.2019. The Committee was not satisfied with the Action Taken by Government on the recommendation in Paragraph No. 29 and decided to pursue further. This recommendation and reply furnished there on and further recommendation of the Committee is included in chapter I of this Report.

The Committee decided not to pursue further action on the remaining recommendations in the light of the replies furnished by the Government. Such recommendations of the Committee and the Action Taken by Government are included in chapter II of this Report.

CHAPTER I

RECOMMENDATION OF THE COMMITTEE IN RESPECT OF WHICH
ACTION TAKEN BY GOVERNMENT IS NOT SATISFACTORY AND
WHICH REQUIRE REITERATION

Health & Family Welfare Department

Recommendation

(Sl. No. 5, Paragraph No.29)

1.1 The Committee expresses its anguish over the lackadaisical attitude of the Health Department in not rendering IP Services in PHCs at Panavoor and Andoorkonam due to shortage of doctors even though the IP block had sufficient facilities. The Committee directs the Health & Family Welfare Department to conduct a study about the number of buildings constructed for CHCs and PHCs which are left unutilized and to take measures to utilize them. The Committee recommends the Government to formulate a policy to make available the required staff strength and infrastructure as specified by IPH standard in the PHCs & CHCs.

Action Taken

1.2 PHC Andoorkonam has been upgraded as CHC vide G.O (Ms) No. 47/16/H&FWD Dated 17.02.2016 and 12 posts were newly created and IP facility has been started. As per G.O.(Ms) No. 1669/14/H&FWD dated 26.05.2014, this CHC has been included in the list of 154 hospitals which have been sanctioned Speciality Unit. PHC Panavoor has been upgraded as FHC and OP services has been extended up to 6.00 PM in the evening. As per Aardram standardisation, there is no focus on IP services in FHCs. On the basis of the recommendation of the Public Accounts Committee, SHSRC has been entrusted to conduct study on the number of buildings constructed for CHC's and PHCs which are left

unutilized and to take measures to utilise them. The details of unused buildings of PHC's and CHC's are included as Annexure. Aardram Mission, the innovative scheme of Government under 'Navakerala Mission' has been formulated with a vision to transform the health sector to make it more people friendly and oriented to both preventive and curative healthcare by providing additional infrastructure, posting of additional staff, providing re-engineering of processes and enhancing the capacity of the system to respond to increased healthcare services requirement.

1.3 Government of Kerala has decided to strengthen the health care system through Aardram Mission. As part of this, transforming PHCs into FHCs by redefining the package of service offered and also improving their quality is one of the prime strategies of the mission. As part of this, IPHS standard guidelines have been issued as per G.O(P) No. 47/2017/H&FWD dated 05.08.2017 and 886 PHCs have been upgraded as block FHCs in 3 phases and 152 block CHC's have been upgraded as block FHCs in 2 phases. Accordingly, in the 1st phase of the Aardram Mission, 170 PHCs have been upgraded to FHCs in the Financial Year 2017-18, 504 PHCs have been developed as FHCs in IInd Phase of Aardram Mission in the Financial Year 2018-19 and 212 PHCs have been selected as FHCs in the Financial Year 2020-21 in the IIIrd Phase of Aardram Mission. Vide GO(Rt) No. 619/2020/H&FWD dated 20.03.2020, 76 Block CHCs were converted to Block FHCs and as per GO(Rt) No 1633/2021/H&FWD dated 01.08.2021, 76 institutions were developed as Block FHCs.

1.4 In the changed scenario, the PHC shall function from 6.00 A.M to 6.00 P.M in two shifts with 3 Doctors on service on rotation with 4 Nurses, 1 Lab Technician and 1 Pharmacist. In addition to above, laboratory, additional equipment for diagnosis and management of comprehensive health shall also be provided

[Ref No. Report (Civil)/PAC/53-39/2014-16/CXIV/243, Dated 23.02.2023] (Considered on 19.04.2023)

Further Recommendation

1.5 The Committee directed the Department that actions should be taken for the effective use of the space by demolishing the old buildings that are not suitable for use and thus make use of available land. New buildings should be constructed according to the necessity and details should be furnished to the Committee at the earliest.

CHAPTER II

RECOMMENDATIONS IN RESPECT OF WHICH THE COMMITTEE DOESNOT PURSUE FURTHER ACTION IN THE LIGHT OF THE REPLIES FURNISHED BY THE GOVERNMENT

Revenue Department

Recommendation

[Sl. No.1, paragraph No.10]

2.1 The Committee evaluates that District Planning could have been done more effectively if the Heads of Departments had provided details of the fund that could be allotted to each district. The Committee views the delay in proper planning and implementation of projects are serious issue and directs that plan should be finalized before the end of the financial year and priority should be given to the development of rural areas. The Committee stresses the need for giving more importance to the planning mechanism.

Action Taken

2.2 The Commissioner, Land Revenue has given necessary instruction in this regard to all District Collectors.

[Ref No. Report (Civil)/PAC/53-39/2014-16/CXIV/10, Dated 18.04.2018]
(Approved on 31.10.2018)

Recommendation

[Sl No. 2, Paragraph No.11]

2.3 The Committee points out the need for an efficient system for consolidation of information regarding district level fund allocation and directs the Revenue Department to take stringent measures to develop a software for consolidation of district level implementation of the plan scheme.

Action Taken

2.4 For effective and efficient monitoring and control of state finances, Government have introduced an Integrated Financial Management System. As part of this, Software viz, BAMS(Budget Allocation and Management System is an online Computerised system to distribute the budget and to authorise expenditure) and BIMS(Bill Informations and Management System) is an e-Bill portal for Claim Settlements by the Drawing and Disbursing Officers(DDO's) is developed by Government and all funds (Plan and Non Plan) of Revenue Department are routed through these systems and it entails effective monitoring.

[Ref No. Report (Civil)/PAC/53-39/2014-16/CXIV/10, Dated 18.04.2018]

(Approved on 31.10.2018)

Recommendation

[Sl No. 3, Paragraph No.12]

2.5 The Committee criticizes the Revenue Department for the practice of non-maintenance of cash book, though Finance Department insists to do so and directs that the department should maintain a cash book register even if the transaction was done through cheque.

Action Taken

2.6 Necessary direction was given to all Revenue Officers to maintain the cash book properly. Further, action is being taken by the Inspection Wing, Office of the Land Revenue Commissioner to ensure the implementation of the said direction.

[Ref No. Report (Civil)/PAC/53-39/2014-16/CXIV/103, Dated 11.05.2017]
(Approved on 22.11.2017)

Recommendation

[SI No. 21, Paragraph No.73]

2.7 The Committee suggests that an estimate of the work carried out using MP/MLA fund should be prepared in advance for the effective utilization of funds and earnest efforts should be taken to avoid delay due to technical reason.

Action Taken

2.8 On the basis of the said recommendation, direction was given to all District Collectors to prepare the estimate of the work carried out using MP/MLA fund in advance for effective utilization of funds.

[Ref No. Report (Civil)/PAC/53-39/2014-16/CXIV/103, Dated 11.05.2017] (Approved on 22.11.2017)

Recommendation

[SI No. 22, Paragraph No.79]

2.9 The Committee directs the Revenue Department to furnish the details of projects stayed by Government as per order No. 25508/P3/11 and the reason there of for the stay at the earliest.

Action Taken

2.10 The Government gave directions to District Collector, Thiruvananthapuram to stay the following works under R.M.F

No.	Name of Work
1.	Construction of a vented cross bar across Killi River at Muchi Sastham codu near Karakulam in Thiruvananthapuram District.
2.	Construction of a vented cross bar across Killi River at Marappalam junction in Nedumangadu Karakualm road near Kachani path in Thiruvananthapuram District.

3	Construction of Barrier wall and protection wall in right bank of Vamanapuram river at Kachamkuzhi in Nagaroor Panchayath in Thiruvananthapuram District.
4.	Construction of Barrier wall and protection wall in right bank of Vamanapuram river at Maruthara Kadavu in Nagaroor Panchayath in Thiruvananthapuram District.
5.	Construction of Protection wall on the left bank of Karamana river near Palaikonam Junction in Aryanadu Panchayath in Thiruvananthapuram District.
6.	Construction of Protection wall on the right bank of Neyyar river at downstream and upstream of Vlangamuri Kadavu in Neyyattinkara Municipality in Thiruvananthapuram District.
7.	Construction of Protection wall on the right side of Karamana river and downstream of Pallathukadavu in Thiruvananthapuram District.
8.	Construction of Protection wall on the right side of Manimala river and construction of bathing ghat at the downstream of Kolanikadavu at Vellavoor Panchayath in Kottayam District.
9.	Construction of bathing ghat at Parakadavu on the right side of Manimala river at Velavoor Panchayath in Kottayam district.
10.	Construction of bathing ghat at Muslim Pallykadavu and protection wall on the right side of Manimala river at Velavoor Panchayath in Kottayam district.
11.	Construction of protection wall on the downstream of Nedumparal kadavu at Manimala Panchayath in Kottayam district
12.	Construction of Protection wall on the right bank of Cheerupuzha at Kalaranthiri Kadavu in Koduvally Panchayath in Kozhikode District
13.	Construction of protection wall on the right side Kammandikadavu vent pipe bridge across Cherupuzha in Kunnamangalam Grama Panchayath in Kozhikode district.

2.11 As per the Protection of River Bank and Regulation of Sand Act 2001, River Management Fund is mainly used for River Protection Works and not for the construction of walls and bridges. Hence, Government directed to stay the works.

[Ref No. Report (Civil)/PAC/53-39/2014-16/CXIV/263, Dated 25.10.2018]
(Approved on 07.08.2019)

Electronics & Information Technology Department

Recommendation

[Sl No. 4, Paragraph No.13]

2.12 The Committee directs the IT Department to examine the possibility to provide computer to schools which lack sufficient computers, through e-literacy programme.

Action Taken

2.13 As part of the pilot project viz. 'Digital Literacy through Student Police Cadets', Tablet Computers were distributed to Student Police Cadets of selected schools in Thiruvananthapuram District.

2.14 As per G.O (Ms) No. 13/2016/ITD dated 25.02.2016, orders has been issued to roll out the project as 'Digital Empowerment Campaign throughout the State and accorded sanction for implementation of the project at an amount of ₹17 crore, in the 1st phase with the components such as procurement of tablets, necessary softwares, internet connection etc.

2.15 It is also decided to resume the unspent funds with the District Collectors in respect of the digital/e-literacy programmes and use the same for this project.

[Ref No.Report(Civil)/PAC/53-39/2014-16/CXIV/324, dated 30.11.2017]
(Approved on 3-1-2018)

Recommendation

[Sl No. 24, Paragraph No. 84]

2.16 The Committee finds that an amount to the tune of ₹4.84 crore received from LSGIs during 2007-2012 remain unspent and directs the IT Department to

purchase computers for schools using the balance amount through e-literacy programme.

Action Taken

2.17 The unspent balance in respect of e-literacy programme in Thiruvananthapuram district is ₹4,83,21,047/-. Government have accorded Administrative Sanction for an amount of ₹17 crore in the 1st phase for implementation of the project viz 'Digital Empowerment Campaign' throughout the State through Student Police Cadets and also to resume the funds to the tune of ₹23.83 Crore (in which ₹4,83,21,047 pertains to Thiruvananthapuram District) with the District Collectors, being the unspent amount of digital/e-literacy programmes to use the same for the Digital Empowerment Campaign project.

[Ref No. Report (Civil)/PAC/53-39/2014-16/CXIV/324, dated 30.11.2017]

[Approved on 03.01.2018]

Recommendation

[Sl No. 25, Paragraph No. 85]

2.18 The Committee enunciates that the present system of e-literacy programme is to be modernized and directs the IT Departments to formulate a plan in this regard for providing computer facility in every schools.

Action Taken

2.19 As an initial step towards digital empowerment, Government have launched a pilot project named 'Digital Literacy through Student Police Cadets' and Tablet Computers were distributed to Student Police Cadets of selected schools in Thiruvananthapuram District.

2.20 As per G.O (Ms) No. 13/2016/ITD dated 25.02.2016 orders have been issued to roll out the project as 'Digital Empowerment Campaign' throughout

the State with the help of student police cadets and other student communities. Administrative Sanction has been accorded for implementation of the project at an amount of ₹ 17 crore in the first phase, with the components such as procurement of tablets software, internet connection etc.

[Ref No. Report (Civil)/PAC/53-39/2014-16/CXIV/324, dated 30.11.2017] [Approved on 03.01.2018]

Health & Family Welfare Department

Recommendation

[SI No. 6, Paragraph No. 30]

2.21 The Committee urges the Health & Family Welfare Department to ensure that all PHCs are provided with emergency medicine and ECG units.

Action Taken

2.22 Kerala Medical Services Corporation is supplying medicines to Government Hospitals. There are total 585 drugs and consumables in the essential list. Out of this, 250 medicines and consumables are for Primary Health Centres, which include emergency medicine for primary care. In case of shortage, the Medical Officers are empowered to make local purchases in emergency situations.

2.23 The purchase of equipment and machineries are based on the annual indent submitted by the hospitals. The institutions will not accept the equipment which are not intended by them. In some cases, if they accept, they will not utilize them, which leads to audit objections.

2.24 The Health Department has assessed the need of ECG machines in all Primary Health Centres in the State. As per this, ECG machines are to be supplied to the following 9 PHCs.

Thiruvananthapuram

PHC, Poozhanad

Kollam

PHC, Perumon

PHC, Chathannoor

PHC, Thrikkovilattom

PHC, Kottamkara

Idukki

PHC, Vathikudy

Palakkad

PHC, Marutha Road

Malappuram

PHC, Alankode

PHC, Pang

2.25 The ECG machines to the above PHCs will be supplied during the financial year 2017-18. Moreover, the District Medical Officers have been directed to submit the details regarding the availability of ECG machines in PHCs in their district.

[Ref No. Report (Civil)/PAC/53-39/2014-16/CXIV/196, dated 17.08.2017]

[Approved on 22.11.2017]

Recommendation**[Sl No. 7, Paragraph No. 31]**

2.26 The Committee reprimands the Health & Family Welfare Department for purchasing surgical kits without assessing actual requirements and directs that

the department should be vigilant in ascertaining the actual demands before the purchase, so that it could avoid such lapses in future.

Action Taken

2.27 Surgical kits were purchased directly through central public sector undertakings to avoid delay in supply and also requirements were decided by the Committee as per State Government Policy and estimated requirement.

2.28 However the recommendations of PAC will be taken for further purchases made by the Health & Family Welfare Society.

[Ref No. Report (Civil/PAC)/53-39/2014-16/CXIV/205, dated 25.08.2017]

[Approved on 22.11.2017]

Recommendation

[Sl No. 8, Paragraph No. 32]

2.29 The Committee analyses that, though Janani Suraksha Yojana was launched in April 2005 and private hospitals were accredited only after four years. It retorts that delay in the implementation of such welfare scheme resulted in the denial of assistance to the common people and is not justifiable. The Committee directs the department to make necessary steps to ensure that welfare schemes should reach even the weaker section of society.

Action Taken

2.30 National Rural Health Mission started its function in the State from 2007 April. Janani Suraksha Yojana is a continuing programme, taken by NRHM from RCH Phase II. After NRHM adopted the programme as per the Circular No. NRHM-189/2007/SPMSU dated 11.09.2007, it was extended to deliveries

in private health care institutions also to BPL families and all SC&ST pregnant women irrespective of their possession of BPL certificate.

[Ref No. Report (Civil)/PAC/53-39/2014-16/CXIV/334, dated 20.12.2017] [Approved on 31.10.2018]

Recommendation

[Sl No. 9, Paragraph No. 33]

2.31 The Committee urges the Health & Family Welfare Department to furnish the details regarding the 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. So it urges to re-check the validity of the data and report it at the earliest.

Action Taken

2.32 Data regarding the details of pregnant women and the number of pregnant women who were administered TT doses from 2012-13 to 2015-16 are furnished below.

Year	Total ANC	Total TT	Total Delivery
2012-13	513998	441512	502062
2013-14	517376	453545	497251
2014-15	500210	424698	494479
2015-16	479744	415739	481395

[Ref No. Report (Civil)/PAC/53-39/2014-16/CXIV/334, dated 20.12.2017]

[Approved on 31.10.2018]

Recommendation

[Sl. No. 10, Paragraph No. 34]

2.33 The Committee doubts that if the public health institutions could not attain the standards prescribed by IPHS, public system would be hijacked by private institutions and recommends that the Health & Family Welfare Department should take efforts to modernize its institutions according to the standards prescribed by IPHS and to strengthen the Public Health System.

Action Taken

2.34 The standardisation of health institutions in Kerala is not fully based on IPH standards.

2.35 As a part of standardisation, health care facilities are to be improved. A proposal showing the details of essential infrastructure facilities to be provided in the District/Taluk/Block/Panchayath level institutions to achieve this goal and a draft list of institutions to be selected for the purpose has been under active consideration of Government. In addition to this, steps are being taken for including the health institutions under 'Aardram' programme for improving the healthcare facilities.

[Ref No. Report (Civil)/PAC/53-39/2014-16/CXIV/80, dated 03.05.2017]

Approved on 03.01.2018]

General Education Department

Recommendation

[Sl.No. 11, Paragraph No. 51]

2.36 The Committee evaluates that in many schools the mid-day meal scheme is not properly executed and criticizes that delay in supply of uniform is non-excusable. The Committee directs the General Education Department to furnish

the details of schools implementing mid-day meal scheme, number of beneficiaries in each school and also to check whether uniform distribution was done properly. It moots that General Education Department should conduct a critical analysis of the database.

Action Taken

2.37 Number of Schools in which the MDM Scheme is implemented is 12,327 (Twelve thousand three hundred and twenty seven only) Number of Beneficiaries: 26,54,807 (Twenty Six Lakhs Fifty Four Thousand Eight Hundred and Seven Only). There is a system in place to check whether uniform distribution in schools has been done properly (The coverage under the MDM scheme against enrolment for the previous year 2016-17 is enclosed herewith) Annexure 1

[Ref No. Report (Civil)/PAC/53-39/2014-16/CXIV/415, Dated 06.03.2018]

[Approved on 23.05.2018]

Recommendation

[Sl. No. 12, Paragraph No. 52]

2.38 The Committee analyses that the data furnished by department is not convincing as there was a drastic shortfall in the number of students enrolled in the unaided schools in the year 2010-2011 and directs the department to furnish the reasons.

Action Taken

2.39 Sarva Shiksha Abhiyan Kerala have followed U DISE data in collecting the statistics of schools including Unaided schools. Details of enrolment of students in unaided schools has been collected by Sarva Shiksha Abhiyan after implementation of RTE Act ie, from 2011-12. Presently updated information on population of children between age group 6-14 is available with Sarva Shiksha Abhiyan.

(Based on the recommendation of the State Project Director, Sarva Shiksha Abhiyan, further action may be dropped)

[Ref No. Report (Civil)/PAC/53-39/2014-16/CXIV/42, Dated 16.05.2018]
[Approved on 31.10.2018]

Recommendation

[Sl. No. 13, Paragraph No. 53]

2.40 The Committee emphasizes that co-ordination of SSA and the Education Department is essential and that should be checked periodically. It moots that General Education Department should take effective measures to restructure the drop-down structure of SSA to integrate it with the educational programme of local bodies and accordingly guidelines for the same should be formulated. It emphasizes that being a centrally sponsored scheme, SSA must be totally integrated with the departmental programme and local authorities.

Action Taken

2.41 All the activities in SSA Kerala are formulated and implemented with the co-ordination and co-operation of General Education Department and Local Self Government Institutions. The Annual Work Plan and Budget (AWP&B) of SSA is also prepared at grass root level with the involvement of Local Self Government Institutions by the BRCs. This process is continued at District and State Level also. Convergence meetings with officials of General Education Department, elected members of Local Self Government institutions and other peoples representatives are being convened for formulating guidelines for implementing educational programmes of SSA at each level. In addition to this, gist of AWP & B is also communicated to Local Self Government Institutions as and when the minutes are received from MHRD. Every month activities are implemented by SSA and the financial status is also discussed in the PEC Meeting. Suggestions and directions of these Committees are also been taken into consideration by SSA while implementing the Educational Activities.

[Ref No. Report (Civil)/PAC/53-39/2014-16/CXIV/415, Dated 06.03.2018]
Approved 23.05.2018]

Recommendation

[Sl. No. 14, Paragraph No. 54]

2.42 The Committee admonishes the officials of the General Education Department for their irresponsible and evasive reply regarding the migration of children from Government /Aided schools to unaided schools and warns that the Department should be more careful while submitting statements before the Committee.

Action Taken

2.43 Sarva Shiksha Abhiyan has provided proper academic and infrastructure facilities such as Learning Enhancement Programme, additional class rooms, toilet facilities, drinking water, lab, library, equipment etc. since 2002-2003 in order to improve Public Education System. As such the enrolment of students in Unaided schools are decreasing every year since the implementation of RTE Act. During 2017-18, 5 to 10% increase in enrolment of students in Government schools has been reported.

2.44 Proper care shall be provided while submitting the statement and information before the Committee.

(Based on the recommendation of the State Project Director, Sarva Shiksha Abhiyan further action may be dropped)

[Ref No. Report (Civil)/PAC/53-39/2014-16/CXIV/42, dated 16.05.2018]

[Approved on 31.10.2018]

Recommendation

[Sl. No. 15, Paragraph No. 55]

2.45 The Committee urges the General Education Department to furnish the exact statistics regarding the attendance of pupils.

Action Taken

2.46 As per the provisions in Kerala Education Act and Rules departmental calender is being prepared by the Director of Public Instruction. Unexpected strikes, Harthals, natural calamities and school festivals etc are the main reason for the shortage of attendance of pupils in schools. Presently most of the melas, Kalotsavam etc. are being conducted during holidays. Sarva Shiksha Abhiyan has organised teachers training during vacation and cluster training during saturdays. Saturday is also declared as working day inorder to compensate the working days which are lost due to unavoidable circumstances.

2.47 Sarva Shiksha Abhiyan officials have made periodical school visit for monitoring attendance of pupils. Shortage if any noticed is brought to the notice of departmental authorities for taking steps to compensate the shortage. (Based on the recommendation of the State Project Director, Sarva Shiksha Abhiyan further action may be dropped)

[Ref No. Report(Civil)/PAC/53-39/2014-16/CXIV/42, Dated 16.05.2018] [Approved on 31.10.2018]

Recommendation

[Sl. No. 16, Paragraph No. 56]

2.48 The Committee laments the officials of the General Education Department for their lackadaisical attitude and careless way of making it clear that shortfall of attendance was due to bogus admission. The Committee deplores that General Education Department which had a key role in ensuring the propriety of student-teacher ratio had not taken any step to avoid such fraudulent activities. It urges the department to take conscientious effort to rectify these issues.

Action Taken

2.49 Government (General Education Department) had done earnest effort to stop fraudulent activities in the matter of bogus admission which in due course

creates shortfall of attendance. As per G.O(P).No.29/2016/G.Edn dated 29.01.2016 it has been specifically directed that Staff fixation must be conducted on the basis of the number of students as per the admission register in accordance with the Unique Identification Database (UID). The Staff fixation has to be done in the school concerned where if any of the students has no Unique Identification Database on the basis of a declaration signed by the Head Master and the Manager of the School. The Super Check Cell has to conduct inspection in such schools. If it is found that the declaration is fraud, then the teacher appointed on the basis of the staff fixation on Unique Identification Database will be considered as set aside. More over, under para IV sub Clause (2) of the above order, it has also been instructed that before giving approval to the teachers appointed by the Manager, an affidavit has to be taken from the teacher in writing.

2.50 One of the conditions for giving the approval of appointment of such teachers is that the teacher will be dismissed from service if any bogus admission taken place during the Staff fixation. Now a software has also been developed and it is in use for collecting the details of the students across the state both in the Primary level and High School level. All these above actions have been in full pace only to stop the fraudulent activities of bogus admission.

[Ref No. Report (Civil)/PAC/53-39/2014-16/CXIV/159, dated 9.08.2018]

[Approved on 31.10.2018]

Recommendation **(SI No.17, Para No. 57)**

2.51 The Committee urges the General Education Department to furnish a report regarding the details of visits conducted by the monitoring team of SSA.

Action Taken

2.52 As part of implementation of academic activities in SSA Kerala, a team consisting of State Project Director, Additional State Project Director, Deputy Directors of Educational Districts, Project Officer DIET Faculty, District Education Officers, Assistant Educational Officers, Office bearers of Teachers Organisation etc., visit schools periodically and evaluate the academic skills of teachers in dealing the syllabus. On-site supports were given to the teachers to solve the problem faced by them in their classes.

[Ref. No. Report (Civil/PAC)/53-39/2014-16/CXIV/415, dated 06.03.2018]

[Approved on 23.05.2018]

WATER RESOURCES DEPARTMENT

Recommendation

(SI No.18, Para No. 62)

2.53 The Committee observes that though water authority is very much aware of the presence of coliform bacteria in the water they supply, they are awaiting for the new scheme to get commissioned rather than taking steps to supply safe drinking water and it directs the Water Resources Department that the modernization process should be done in a time bound manner.

Action Taken

2.54 Kerala Water Authority is operating and maintaining 1078 schemes spread all over the State. The sources of these schemes are either surface water or ground water and depending upon the source of water and size of schemes, appropriate treatment process like conventional surface water treatment (Aeration, coagulation, sedimentation/ filtration/ disinfection etc.), river bed infiltration galleries followed by disinfection are adopted. In case of ground water sources (tube well, bore well, dug well) the water is supplied after disinfection through chlorination (gas chlorination/ bleaching powder solution).

2.55 Kerala Water Authority has a network of quality control labs to conduct routine quality control and surveillance tests to ensure the quality of water supplied. Besides the Quality Control set up, the officers in charge of the operation of the schemes also conduct tests especially for residual chlorine in the distributed water. The Quality Control Divisions provide feedback/recommendation for corrective measures in cases they find any deviation from the standards in the sample tested by them. However, there can be stray incidents of microbiological contamination in the supplied water (by contamination through pipe line leaks) which are promptly addressed by rectifying the leaks and ensuring residual chlorine in the system.

2.56 Kerala Water Authority has taken a policy decision to cover all the local bodies in the State with water treated in pucca Water Treatment Plants so that proper quality control both in terms of physical and microbiological parameter can be ensured. Given the quantum of investment required for the above, this will have to be phased based on which necessary long term planning is being undertaken.

[Ref. No. Report (Civil/PAC)/53-39/2014-16/CXIV/16 dated 4.4.2017]

(The meeting held on 22.11.2017 expressed its dissatisfaction with the reply furnished by the department and decided to take evidence regarding the steps taken by the department on the recommendation of the Committee from the Secretary, Water Resources Department and the officials from Water Authority.)

2.57 On the evidence meeting on 29/11/2017, the Committee pointed out that the main objective of the meeting was to collect more details regarding the audit para, as the Statement of Action Taken furnished by the department did not contain any details about the implementation of the procedures taken to prevent the presence of Coliform Bacteria in drinking water. Secretary, Water

Resources Department informed that drinking water was not supplied to anywhere without chlorinating and the contamination caused only when there was breakage in the pipelines. If chlorinating machine was found to be damaged, then a standby machine would be given in addition. By hearing Committee's opinion about a lot of health problems were reported widely due to the contamination of drinking water and on enquiry of the details of such cases, Secretary, Water Resources Department replied that Water Authority is supplying only 30% of water supply and there were also private agencies supplying drinking water and there is chance for contamination. The Managing Director, Water Authority informed that Water Authority had already started supplying treated water with modern technology and also stated that the presence of Coliform Bacteria would be found only when a damage occurs in the pipe lines passing through drainage areas during rainy season. Committee pointed out that in some places, the water supplied by Water Authority contained Fluoride and Sodium and due to these children are affected by much health problems and enquired about the details of the Fluoride affected areas and the remedial measures taken to prevent this. Managing Director of Water Authority informed that in the 34 identified places where ground water contained Fluoride, Water Authority had been supplying only treated surface water.

[Approved the Statement of Action Taken on the evidence meeting of 29.11.2017]

**SCHEDULED CASTE & SCHEDULED TRIBE DEVELOPMENT
DEPARTMENT**

Recommendation

(Sl No.19, Para No. 68)

2.58 The Committee finds that due to the hike in price of building materials, the beneficiaries belonging to SCs are not in a position to complete the construction work of houses granted to them. So it recommends that Scheduled Caste Development Department should formulate a special scheme to complete such works which were abandoned in the middle, by providing additional fund in a time bound manner.

Action Taken

2.59 Government had already accorded sanction for releasing ₹55,36,00,000/- (Fifty Five Crore Thirty Six Lakh only) from the head of account "2225-01-283-89(P) House to Homeless" under a special scheme for completing the works of houses allotted to Scheduled Caste families for the years from 2007-2008 to 2013-2014, Vide G.O(Rt).494/2017/SCSTDD dated 18.02.2017.

[Ref. No. Report (Civil)/PAC/53-39/2014-16/CXIV/129, dated 31.05.2017]

[Approved on 22.11.2017]

Recommendation

(Sl. No.20, Para No. 69)

2.60 The Committee directs the Scheduled Tribe Development Department to formulate a special scheme so that the beneficiaries of the Housing Scheme could complete the construction within a short span and sufficient fund should be provided to individual beneficiaries irrespective of the fund allotted previously.

Action Taken

2.61 As per Government decision, the housing scheme will be implemented though LIFE Mission. As part of this, 12256 incomplete houses sanctioned to Schedule Tribes up to 31.03.2016 were included in the Life Mission Project. Out

of which construction works of 9524 houses have been completed. Remaining houses are under various stages of construction.

2.62 Majority of Scheduled Tribes are settled in forest and remote areas where transportation of building material is a major issue. Lack of skilled labourers and sudden changes in climate are affecting the progress of house construction. Earnest steps are being taken to complete the construction of remaining houses as early as possible.

2.63 127 crores is allotted during this financial year for this purpose and the same is fully utilised. Steps have been taken to raise the remaining fund by way of additional authorization.

[Ref. No. Report (Civil)/PAC/53-39/2014-16/CXIV/388, dated 14.03.2019]

[Approved on the meeting of 07.08.2019]

Planning & Economic Affairs Department

Recommendation

(Sl No. 23, Para No. 82)

2.64 The Committee opines that WGDP is an utter failure and displease to note that its outcome has not yet been evaluated. So it recommends that Planning & Economic Affairs Department should evaluate the outcome of the programme and report to it.

Action Taken

2.65 The following institutes had conducted evaluation study of Western Ghats Development Projects:

Centre for Earth Science Studies (CESS) -Tvm-8th & 9th Plan period

Centre for Water Resources Development & Management (CWRDM), Kozhikode - 9th & 10th Plan period.

Centre for Management Development (CMD), Tvm-11th plan period.

The findings are

CESS

2.66 Generally looking at the efficiency of implementation of various schemes, programmes related to Agriculture, Dairy, Poultry, Income and employment generation appear better implemented in terms of investment and benefits, with discernible improvement in employment and income.

CWRDM

1. Watershed measures adopted are real assets in the watersheds.
2. Reduction in Soil erosion
3. Increase in Land value.
4. Increase in drinking water availability.
5. Attitudinal & perceptual changes and increased dependency on land.

CMD

2.67 The implementation of the watershed project across Kerala had a profound impact on the development of the agricultural status of the State. But only the long term maintenance of the programme could tell the real results of the same. The watersheds project has the potential to create a healthy lifestyle and economically self-sufficient culture through the promotion of farming and animal husbandry. To know the impact of this programme among the beneficiary families, surveys had been conducted participating 25 families each from every watershed. The majority of the families said that there had been an increase in the availability of water and the water level had been increased too. According to them, there had been an improvement in vegetation, the soil erosion and water run off had been reduced slightly and the employment opportunity had been increased too. Therefore their income had increased, along with the availability of eggs, fish, vegetables, fruits, meats, tuber crops etc.

[Ref No, Report (Civil)/PAC/53-39/2014-16/CXIV/279, dated 22.11.16)
[Considered on the meeting of 3.1.2018]

Further Recommendation

2.68 The Committee directed to obtain copies of the reports of CESS, CMD & CWRDM on the evaluation study of Western Ghats Development Projects (WGDP) and submit them to the Committee immediately.

Action Taken

2.69 The following institutes had conducted evaluation study of Western Ghats Development Projects:

Centre for Earth Science Studies (CESS) , Thiruvananthapuram-8th & 9th Plan periods

Centre for Water Resources Development & Management (CWRDM), Kozhikode - 9th & 10th Plan periods.

Centre for Management Development (CMD),- 11th plan period.

2.70 The findings of the institutes are

Centre for Earth Science Studies (CESS)

6. Primary objectives such as eco- development and eco conservation have been met only partly.
7. Watershed approach has been implemented to a great extent.
8. The programmes have been conceived properly.
9. Sectoral development plans under WGDP have been dovetailed with related State plan schemes, and their outlay did constitute a net addition to the flow of funds for the development of the area.
10. Absence of effective monitoring and review of the programmes is discernible.
11. Fixation of physical targets and financial allocations were realistic.

2.71 Soil Conservation schemes are fraught with problems. Field observations revealed that the soil conservation structures, in general, are much in excess of the actual needs.

2.72 Substantial part of the soil conservation structures are in private plots, owners of which generally undertake such activities on their own. It indicates that at least partly; this is an extra involvement by the Government. Some more researched inputs for contour bunds/ contour trenches, their location, and size/ quantity etc. depending on slope parameters, soil/strata types, erosion proneness, vegetation, rainfall and landuse pattern are required to supplement this programme in various segments of the Western Ghats, as these parameters will vary in different segments of the Western Ghats. A few commissioned studies to determine these parameters are recommended.

2.73 The watershed committees were not very active, especially in respect of the Minor Irrigation Programmes. This trend has to be reversed.

2.74 The role of watershed committees in other WGDP projects must be strengthened. It has been found that the watershed committees are presided over by the Panchayath Presidents, this invariably leads to biased selection of schemes. Agricultural officers/ Animal Husbandry officers in the watersheds that are earmarked for income generation/ employment generation activities must be better suited for the purpose of selection of schemes and beneficiaries. Activities undertaken by NGOS resulted in mixed results. They are ill - suited to undertake Soil Conservation Schemes.

Centre for Water Resource Development and Management (CWRDM)

2.75 In general, as pointed out in the guidelines of watershed development programmes implemented under WGDP, the meeting of watershed community once in three months, half yearly social auditing and ensuring full beneficiary participation in planning, implementation has not taken place in most of the watersheds. Watershed committees were formed in all the watersheds as per the

guidelines. However, the records of their meeting and monthly reports, as stipulated in the guidelines were not available for reference in any of the watersheds. From the PRA conducted in various watersheds, it was learnt that, the officers from the member departments/ organizations were not attending this meetings in most of the occasions. As the topography of Kerala is highly undulating and all the watersheds under WGDP are located in Midlands and highlands, the cost of implementation of different watershed interventions will be much higher than the rated amount followed in other parts of the country. Moreover, the labour charge in Kerala is almost double that of other South Indian states. Due to the restrictions of the development fund to ₹7500/- per ha, the implementation of the developmental activities were confined to a limited portion of the watershed and as a result the envisaged holistic, integrated development of the watershed could not be achieved.

2.76 Six watersheds each from the Midland as well as Highland area were selected for detailed evaluation study. The study revealed that the baseline data on socio-economic aspects as well as technical data of natural resources was supposed to be generated before the project implementation. However, it was not available in most of the watersheds. PRA reports meant to identify problems and possible solutions and priorities based on the perceptions of the local people were not available for reference in 8 out of 12 watersheds, even though this was presented as an essential document for effective project planning. Full justice could not be done in selection of beneficiaries for the different watershed programmes implemented. Social auditing reports were not available with the PIA for scrutiny.

Centre for Management Development (CMD)

2.77 Natural resources like water, soil etc. were either preserved or their quality was enhanced by the activities under this sector. At places where there was lack of water, new wells and new ponds were dug while the old ones were renewed and renovated. Streams and canals were stabilized and side protection walls were built. To conserve the rain water, which otherwise gets wasted, rain water harvesting tanks, moisture conservation pits and inward slope strip terracing were implemented. Construction of check dams, coconut basins and cement tanks further helped in preserving water and making it available for irrigational

purposes for a longer time. Building cow dung compost pits, bio fencing, bio mulching, agro stological measures, etc. increased the quality of the soil either. In some places budded nutmegs were distributed for soil conservation as well. Repairing and cleaning of canals, water percolation pits and construction of paddy field bunds further helped in preserving and making the best use of natural resources, without having to waste the same and thus face scarcities. The successful implementation of the Natural Resources Management or NRM sector had made a profound impact in the infrastructure development in the watersheds and its surrounding areas.

2.78 The water thus saved by the infrastructural advance achieved through proper fund utilization under NRM sector had helped in the increased production of crops. With the proper basement provided by the activities under NRM sector, production system management became more yielding too. One of the main activities under this sector was to promote all kinds of cultivation like fruits, spices, fodder, banana, vegetables, mushroom, flowers etc. and helping the beneficiaries maintain a kitchen garden as well. It emphasized in providing necessary tools like pump sets for irrigation, weed cutters etc. to carry out the cultivation than just providing the seeds and plants alone. The major purpose was to make the beneficiaries become self sufficient in their vegetable and other crop needs and make the crops as edible as possible by promoting bio-fertilizers and bio- pesticides, through activities like organic fertilizer distribution. Alongside creating all the necessary tools for crops cultivation, in PSM sector, bee keeping, cow rearing and cattle shed maintenance is also included. Through

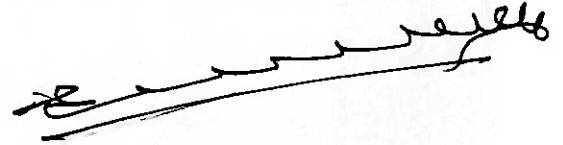
cow rearing, along with milk, more cow dung is generated too which is again utilized as a fertilizer for the crops. The successful implementation of PSM activities results in the increased cultivations of various kinds of crops by the farmers & beneficiaries.

2.79 The activities like construction of cattle sheds, their maintenance, construction of cow dung compost pits, and cultivation in the other two sectors does provide the back support for the activities under LSS sector.

2.80 The LSS sector concentrates mainly on animal husbandry. The plants and crops cultivated will provide necessary feed for the goats, cattle and poultry. The renovated pond turned home for ornamental fish farming and helps in duck rearing as well. The distribution of pump sets and conservation of other water resources provide necessary help in rearing the animals too. The distribution of tailoring unit provides another chance or the beneficiaries to create an extra income.

2.81 The implementation of the watershed project across Kerala had a profound impact on the development of the agricultural status of the state. But, only the long term maintenance of the programme could tell the real results of the same. The watershed projects has the potential to create a healthy lifestyle and economically self-sufficient culture through the promotion of farming and animal husbandry. To know the impact of this programme among the beneficiary families, surveys had been conducted participating 25 families each from every watershed. The majority of the families said that there had been an increase in the availability of water and the water level had been increased too. According to them, there has been an improvement in vegetation, the soil erosion and water run off had been reduced slightly, and the employment opportunity had been increased too. Therefore their income had increased, along with the availability of egg, milk, fish, vegetables, fruits, tuber crops, meats etc. A few more years are required though, to properly analyse the long term impact of the project.

[Ref No. Report (Civil)/PAC/53-39/2014-16/CXIV/223, Dated
4.10.2018] [Approved on 18.09.2019]



SUNNY JOSEPH

Chairperson,

Committee on Public Accounts.

Thiruvananthapuram

28th January , 2026

MID DAY MEAL PROGRAMME

The coverage under the MDM Scheme against Enrolment for the previous year 2016-17 is given below.

Year	Enrolment		Coverage in the MDM Scheme		Percentage
	Primary	Upper Primary	Primary	Upper Primary	
2016-17	1603756	1113150	1584234	1070573	97.71

The Mid Day Meal Programme is being implemented in the state in a satisfactory manner. However the present system of implementation of the scheme needs some changes to improve the quality of food, revision of cooking and transportation cost. It is suggested that Special fund has been provided to convert all the kitchen to Gas based instead of using firewood. In the State, decision has already been taken to stop using firewood and switch over to LPG so as to lower the carbon content and improve the quality of the air in the school premises. Data regarding the number of children fed in every school working day is uploaded to central server before 2 PM on the day itself.

Mid Day Meal is regularly served on all school working days to all the eligible children. Interruptions in the supply of meal have not been reported from anywhere across the state during the current academic year. Cooking cost and honorarium to Headmasters and Cook cum Helpers respectively are disbursed in advance (for three months in advance) by e-transferring the amounts directly to their bank accounts. Irrespective of all these measures, if there occurs any contingency arising due to shortage of funds or shortage of food grains, the school PTAs will promptly intervene and take appropriate steps to ensure that mid day meal programme proceeds uninterrupted.

Mid-Day Meal Scheme is managed, monitored and supervised at school level by the "School Noon Feeding committee" which consists of PTA President, members of Mother PTA, Parents of SC/ST children, Ward Member, Head of the institution and Teachers' representatives.

The School Noon Feeding committee appoints cook cum helpers. It also decides the menu. Meal is prepared in the school premises in separate kitchens. A sizable number of schools have separate dining halls for serving the meal. In schools that lack dining halls, the prepared meal is taken to the class rooms and served hot by the teachers. PTA and SMC members actively participate in the serving of the meal.

Members of Mother PTA, SMC and the Panchayat/Municipal Ward Member concerned ensure the quality of food served. Representatives of teachers and SMC taste the food and ensure its quality before being served to children. A separate Register is maintained at schools to record the remarks/opinions of the members of SMC who taste the quality of food. The Register is regularly inspected by the Noon Meal Officer at the block level.

The school feeding committee verifies the claims and admits all the accounts related to Mid Day Meal in the school before submitting them to the Block Level Officer.

Grievance Redressal Mechanism

A grievance redressal forum has been constituted as per Order No. GO (MS)No.10/2011/GE dn. Dated 19-1-2011 at state level with PTA members, representatives of teachers' organization, DPI, Local body authorities etc. The Telephone land line number and the e-mail Id of the Noon meal section in the Directorate have also been published to register the grievance. Directions will be given to the concerned at District/Block level to constitute a grievance redressal forum.

Sd/-

Director of Public Instruction