

FOURTEENTH KERALA LEGISLATIVE ASSEMBLY

**COMMITTEE
ON
PUBLIC ACCOUNTS
(2016-2019)**

TWENTY SECOND REPORT
(Presented on 12th June, 2018)



**SECRETARIAT OF THE KERALA LEGISLATURE
THIRUVANANTHAPURAM
2018**

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On

**Paragraphs relating to Scheduled Castes and Scheduled Tribes Development
Department contained in the Report of the Comptroller and Auditor
General of India for the year ended 31st March, 2012
(General and Social Sector)**

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INTRODUCTION

I, the Chairman, Committee on Public Accounts, having been authorised by the Committee to present this Report, on their behalf present the 22nd Report on paragraphs relating to Scheduled Castes and Scheduled Tribes Development Department contained in the Report of the Comptroller and Auditor General of India for the year ended 31st March, 2012 (General and Social Sector).

The Reports of the Comptroller and Auditor General of India for the year ended 31st March, 2012 (General and Social Sector) was laid on the Table of the House on 19th March, 2013.

The Committee considered and finalised this Report at the meeting held on 7th June, 2018.

The Committee place on record their appreciation of the assistance rendered to them by the Accountant General in the examination of the Audit Report.

Thiruvananthapuram,
7th June, 2018.

V. D. SATHEESAN,
Chairman,
Committee on Public Accounts.

REPORT
SCHEDULED CASTES AND SCHEDULED TRIBES
DEVELOPMENT DEPARTMENT

AUDIT PARAGRAPHS

Resettlement of Landless Tribals

Introduction

The Government constituted (November 2001) the Tribal Resettlement and Development Mission (TRDM) for implementation of the scheme for Resettlement of Landless Tribals. The main objectives of the scheme were to distribute free of cost one to five acres of land to each landless tribal family, and development of infrastructure facilities including housing, drinking water, power, road, irrigation, employment generation, education, health, etc. The Principal Secretary, Scheduled Castes/Scheduled Tribes Development Department was appointed as Mission Chief. An Empowered Mission Committee was constituted at the state level for taking policy decision for the functioning of the TRDM and to settle the problems that may arise at the field level. District Mission at district level was also formed with District Collector as Chairman and Project Officer, Integrated Tribal Development Project (ITDP)/ Tribal Development Officer (TDO) as Convener. The Government released ₹ 175 crore to the TRDM for implementation of the scheme during 2002-03 to 2011-12.

Audit made an assessment of the achievement in the allotment of land, construction of houses and other developmental activities by TRDM for Resettlement of Landless Tribals on the basis of the scrutiny of the records of the Scheduled Tribes Development Department, TRDM Chief Office, four District TRDM Offices and respective District Collectorates during February-March 2012. Majority of beneficiaries identified belonged to the districts of Wayanad, Kannur, Idukki, Palakkad and Kasaragod.

1 Wayanad, Kannur, Idukki and Palakkad.

The following were observed:

Distribution of land

Under the scheme, one to five acres of land was to be distributed to all landless tribes including those who possess less than one acre of land. The procedure for selection of beneficiaries laid down (July 2002) by Government stipulated that a preliminary list of beneficiaries should be published after inviting applications for further examination by Oorukoottams² and people's Committee³. Final list was to be published after considering their recommendation and suggestions. Priority was to be given to families who do not possess land or those who possess less than one acre of land.

Records relating to selection of beneficiaries were not available in two of the four districts test checked

Audit found in two⁴ out of four test-checked districts that the details of selection of beneficiaries were not on record in the files relating to distribution of land produced for audit at Collectorate/TTDP Offices. In the absence of proper records, audit could not assess whether selection of beneficiaries was made in a fair and transparent manner and whether land was allotted in accordance with the Government Order.

Under the Scheme, as against 17,294 families identified in the State for distribution of land, only 6,777(39 per cent) families were allotted land measuring 8943 acres as of March 2012. Audit observed the following:

Table 3.6 :Details of allotment of land

| Sl. No. | District | Land allotted | | No.of families to whom land yet to be allotted |
|---------|-----------|-------------------------|----------------------------|--|
| | | Extent of land in acres | No.of beneficiary families | |
| 1 | 2 | 3 | 4 | 5 |
| 1 | Kasaragod | 123.43 | 114 | 1215 |

- 2 The basic unit consisting of local people for preparation of proposals to execute work in a locality and preparation of beneficiary lists for availing of benefits under various schemes.
- 3 Peoples committee consists of District Panchayath President as the presiding officer, all MPs and MLAs, Grama Panchayath presidents, Peoples representatives of tribal Sectors in Grama, Block, District Panchayat, respective Tahsildars, representatives of KIRIHADS and Project Officer/Tribal Development Officer of District ST Development Department as members.
- 4 Wayanad and Idukki.

| 1 | 2 | 3 | 4 | 5 |
|----|--------------------|----------------|-------------|--------------|
| 2 | Kannur | 3604.37 | 3700 | 170 |
| 3 | Wayanad | 2526.60 | 997 | 4913 |
| 4 | Kozhikode | 600 | 420 | 301 |
| 5 | Malappuram | 46.38 | 61 | 733 |
| 6 | Palakkad | 4.44 | 10 | 1826 |
| 7 | Thrissur | 5.68 | 20 | 74 |
| 8 | Ernakulam | 418.90 | 296 | 194 |
| 9 | Idukki | 1460.00 | 949 | 453 |
| 10 | Kottayam | 19.00 | 19 | 206 |
| 11 | Alappuzha | 7.67 | 35 | 212 |
| 12 | Pathanamthitta | 12.19 | 28 | 128 |
| 13 | Kollam | 114.68 | 128 | 76 |
| 14 | Thiruvananthapuram | 0 | 0 | 16 |
| | TOTAL | 8943.34 | 6777 | 10517 |

Source: Reply furnished by TRDM

Only 39 per cent of target was achieved in distribution of land even after 10 years.

Delay in purchase of land despite availability of funds.

- Though the project was to be completed within five years, only 39 per cent of the families identified had been given land, even 10 years after starting the Project. The Government replied (June 2012) that most of the land identified could be distributed only with the prior permission of GOI and that the State Government have approached GOI for clearance of 30,124 acres of forest land for assignment to tribal families.
- In Wayanad district, allotment of land was made to 997 families, leaving 4913 families to be allotted. Government issued orders to purchase 1,000 acres of land by resorting to fast track belatedly in January 2010 and an amount of ₹ 50 crore was released (₹ 40 crore in October 2010 and ₹ 10 crore in March 2012) for the

purchase. The amount kept in a Treasury Savings Bank account remained unutilised (April 2012). The purchase of land was not made so far. The Project Officer, Wayanad replied (March 2012) that the terrain of land in the district was hilly and therefore there was delay in identifying suitable land for resettlement.

Delay in distribution of land owing to non-finalisation of beneficiary list.

- In Palakkad district as against 1836 beneficiaries identified, land measuring 4.44 acres was distributed to 10 families only. Audit noticed that even the land distributed was not accepted by the beneficiaries as the major portion of the same was rocky and unsuitable for any type of developmental activities, including cultivation. Further, about 63.19 acres of land belonging to Irrigation Department was ordered (August 2003) to be transferred to the TRDM for distribution. However, formalities for taking possession of land were completed only in May 2010. The Project Officer ITDP, Palakkad stated (February 2012) that the land had not been distributed to beneficiaries as the selection of beneficiaries was not completed.
- In Idukki district, land was allotted only to 949 out of 1,402 families identified. Though land measuring 123 acres was identified, the land could not be distributed to the beneficiaries due to encroachment of land. At Sinkukandam and Pandadikalam resettlement area in Idukki district, though land had been allotted to 363 families, only 16 beneficiaries occupied the plots. The Project Officer replied (March 2012) that the beneficiaries were not willing to occupy the plots allotted to them due to attack of wild animals like elephant, etc.

Housing

Under the Scheme houses were to be provided to all families to whom land was allotted. Each house was to have a minimum area of 300 sq.ft. with facilities like rooms, verandha, kitchen, toilet, etc. Construction of these houses was to be undertaken by the beneficiaries themselves or by involving Non-Governmental Organisations (NGOs). Amount allotted for construction of houses varied from ₹ 0.75 lakh (up to April 2007), ₹ one lakh (2007-2009), ₹ 1.25 lakh (April 2009 to February 2012) and ₹ 2.50 lakh (from February 2012 onwards).

Construction of only 1276 houses had been completed though land was allotted to 6777 families

Though land had been allotted to 6,777 families in the State, construction of 1276 houses only had been completed (February 2012) in all the districts. Details of total amount utilized for the construction of houses were not available with TRDM. The status of construction of houses in three out of four⁵ districts test- checked is shown in Table

Status of construction of houses in three districts

| District | Target no. of houses constructed | Completed | In progress | Work not started | Expenditure incurred (₹ in lakh) | |
|----------|----------------------------------|-----------|-------------|------------------|----------------------------------|---------|
| Idukki | Agency | 298 | 225 | 49 | 24 | 228.56 |
| | beneficiaries | 648 | 137 | 218 | 293 | 162.56 |
| | Total | 946 | 362 | 267 | 317 | 391.12 |
| Kannur | Agency | 505 | 500 | 5 | - | 558.75 |
| | beneficiaries | 364 | 50 | 314 | - | 193.05 |
| | Total | 869 | 550 | 319 | - | 751.80 |
| Wayanad | Agency | 239 | 39 | 176 | 24 | 137.04 |
| | beneficiaries | 322 | 108 | 159 | 55 | 244.01 |
| | Total | 561 | 147 | 335 | 79 | 381.05 |
| Total | | 2376 | 1059 | 921 | 396 | 1523.97 |

Source: Data furnished by district level offices.

5 There was no allotment of land in Palakkad district.

Scrutiny of records relating to the construction of houses revealed as follows:

- Though ₹ 24.05 lakh was paid (between August 2008 and June 2009) to Panamaram SC/ST labour contract society for the construction of 149 houses at Suganthagiri settlement area in Wayanad District, the Society had not completed construction of even a single house as of March 2012. The Project Officer, Wayanad attributed the non construction of houses to difficulties in transporting raw materials, geographical condition of the area, hike in labour charges and cost of raw materials and delinquency of the society.
- Construction of 39 houses at Kunnathidavaka in Wayanad district was entrusted to Kalpetta Block Panchayath and an amount of ₹ 4.38 lakh was released as first instalment during 2007. The Block Panchayath entrusted the construction of 18 houses to beneficiaries themselves and first instalment of ₹ 11,250 each was paid (June 2009 and August 2009) to 17⁶ beneficiaries. However, even the first stage of construction (basement level) was not completed in any case. The Project Officer, ITDP, Wayanad replied (April 2012) that the beneficiaries had utilized the funds for other purposes. Thus, the objective of providing houses to these tribals had been defeated.
- Considering the slow progress, the District Collector, Wayanad entrusted (March 2010) the construction of remaining 21⁷ houses to Keraliyan Smaraka Samithy, Kozhikode. The Samithy constructed 10 houses with

6 The amount was not paid to one beneficiary as he did not turn-up to receive the amount.
7 39-18

metal roofing sheet on the assurance given by the Samithy that the metal sheet roof would withstand the wind. However, roofs of all the houses were blown away by heavy wind. The proposal (January 2012) of the TRDM for providing concrete roofing to the above houses was accepted (February 2012) by the Samithy. But for providing concrete roofs, the whole structure required to be reconstructed. This rendered ₹ 7.5 lakh paid to the agency unfruitful. Provision of metal sheet roof instead of concrete roof without analyzing the wind parameters of the area had resulted in non-completion of houses so far (March 2012).

- Leakage of roof slab, damage of doors and windows, sinkage of closet and toilet tank, etc., in respect of 47 houses constructed at a cost of ₹ 35.25 lakh during 2005 at Poopara in Idukki district by COSTFORD⁸ was reported after taking possession of the houses by the Site Manager in 2010. This indicates lack of control over quality of construction.
- Construction of 71 houses at Kundala in Idukki district was entrusted to COSTFORD (November 2003) for which ₹ 42.5 lakh was advanced. Of this, 35 houses have been completed by the Agency and the remaining are at various stages⁹ of construction. The expenditure incurred by the agency as of December 2007 was ₹ 27.83 lakh. Thereafter (December 2007), the agency stopped the work demanding escalation in rate. In another case, construction of 37 houses at Marayur in Idukki district was entrusted to Nirmithy Kendra

8 An Organization involved in providing low-cost & eco friendly housing technology

9 Construction of 24 house had not been started; construction of 11 houses has reached up to basement level and in respect of one house at wall level.

(January 2003) for which ₹ 43.56 lakh was advanced. The works are at various stages¹⁰. Expenditure incurred as of December 2008 was ₹ 27.45 lakh. The agency stopped the work in December 2008 demanding escalation in rate.

As there was no provision for escalation in agreement, in both the cases, the same was not granted.

Thus, even though funds were advanced to various agencies for construction of houses owing to slow progress of work, poor quality of construction, etc., the very objective of providing houses to tribals could not be achieved. This indicated that monitoring by the department/TRDM was very poor.

Other development activities

Animal Husbandry Project

An amount of ₹ 1.44 crore was paid (January 2010) to the Veterinary College under Kerala Agricultural University for implementation of Animal Husbandry Project at Aralam in Kannur district for the benefit of resettled tribes. According to the scheme, 232 units of cow, (one cow with a kid valuing ₹ 36,900 per unit) and 247 units of goats (two goats with kids valuing ₹ 16,450 per unit) were to be distributed free of cost. The unit cost includes cost of shed, utensils, insurance premium, etc. The University was to render handholding for a period of three years. The University had distributed 219 units of cows and 191 units of goats up to July 2011. Kerala Agricultural University was bifurcated (December 2010) into Kerala Veterinary and Animal Science University and Kerala Agricultural University.

Insurance claims of 129 goats were not preferred

According to a statement furnished by the Site Manager Aralam, 22 cows and 37 goats were sold out and 143 goats and 18 cows died. The Project Investigator had not ascertained the number of animals in possession with the beneficiaries (April 2012). According to the Veterinary Surgeon, Edoor, 14 cases of death of goat had been reported for which insurance claim had been preferred. In respect of

¹⁰ Construction of 27 houses has reached up to roof level and 10 up to wall level.

the remaining 129 cases, no insurance claim had been preferred. In the case of 13 cows for which insurance claim had been received by the implementing agency; the animals were not distributed to these beneficiaries as the funds were still retained by the Kerala Agricultural University.

As per the guidelines issued by Mission Chief, the beneficiaries for distribution of goats and cows were to be selected by the Project Investigator based on interaction with the local people and promoters and also by conducting a survey. However, the beneficiaries were selected by the TRDM by convening Oorukoottams and no survey had been conducted. Thus, the methodology used for selection of beneficiaries was not in accordance with the prescribed procedure.

For evaluating and monitoring the progress of the Animal Husbandry Project at Aralam, a committee comprising District Collector, Project Officer, etc., was to be constituted and convened at least once in every quarter. However, only one such committee meeting was convened so far (March 2012).

Electricity and Water Supply

In the absence of a Comprehensive master plan for implementation of developmental activities, there was delay in taking up of projects for providing electricity, water supply, etc.

The scheme envisages development in all sectors by providing drinking water, electrification, irrigation facility, employment, etc. A time schedule was fixed (November 2003) by the TRDM for commencement and completion of different development activities. However, a comprehensive master plan for implementation of activities such as economic, social development, resettlement, labour, education, etc., for overall development was not prepared and got approved. A few instances of delay/non-taking up of development projects are discussed below:

- As per the time schedule fixed, project for creation of required infrastructure for supply of power was to be prepared and got approved within two months from the date of allotment of land. Though first phase of allotment of land to 751 families at Aralam settlement area in

Kannur district was completed in March 2006, approval for electrification work was granted only in January 2011. An amount of ₹ 1.5 crore was advanced to Kerala State Electricity Board in May 2011. But only about 50 per cent of the work had been completed (March 2012) even though the land allotment was completed way back in March 2006.

- According to the time schedule, permanent water supply arrangement was to be provided to the settlement area within one season. In Wayanad district and in Aralam, lands were allotted to 747 and 751 beneficiaries during 2003 to 2005 and 2006 respectively. However, no water supply projects had been taken up in the above areas. Project Officer, ITDP, Wayanad replied that in the District Mission meeting held in March 2012, it was decided to entrust the Project to Kerala Water Authority (KWA) for implementation. Project Officer Kannur replied that the scheme was still in the proposal stage with Ground Water Department and KWA and those 181 open wells had been completed.
- Projects for other development activities like irrigation, rainwater harvesting, internal roads, etc., had not been prepared and implemented in areas where land had been allotted and occupied in various sites in Kannur and Wayanad districts. In Idukki district, at Marayur and Sinkukandam, water supply works entrusted to Nirmithy Kendra and Habitat Technology Group amounting to ₹ 71 lakh targeted to be completed on or before 25th February, 2003 and 5th June, 2006 respectively had not been completed till date. (March 2012). The Project Officer stated (August 2012) that at Marayur, construction of check dam was objected to by Forest authorities for want of prior sanction and at Sinkukandam, work of installation of water connection

to houses has not been initiated as majority of settlers have left the colony due to attack by wild animals.

- In Alakode settlement area in Kannur district, though land had been allotted to 302 families in the years 2006, and 2008; only 150 families are now staying permanently. Infrastructure for supply of power, water, etc., had not been created till date (February 2012). Specific reason for not creating such facilities was not on record in the files produced to audit.
- The status of water supply and electricity facilities yet to be provided to the completed houses in three districts test checked is shown in Table

Details of provision of electricity and water supply

| District | Number of houses completed | Water supply yet to be provided | Electricity yet to be provided |
|----------|----------------------------|---------------------------------|--------------------------------|
| Kannur | 550 | 255 | 436 |
| Wayanad | 147 | Natural source available | 89 |
| Idukki | 362 | 315 | 348 |
| Total | 1059 | 570 | 873 |

Monitoring

Monitoring was inadequate

As per the general guidelines, progress report relating to implementation of developmental activities was to be furnished to the State Mission before tenth of every month by the District Mission. However, no progress report was furnished by District Mission, Idukki during 2011-12 and only one each was furnished from Kannur and Palakkad.

Failure to identify suitable land for distribution led to distribution of land only to 6777 families while 10,517 families identified are yet to receive land. Houses were

constructed only for 1276 families out of 6777 families who had received land. Selection of beneficiaries under the Animal Husbandry project was done without conducting survey as prescribed in the guidelines. Though a time schedule was fixed for creating the required infrastructure, a Master Plan was not prepared and got approved resulting in delay/non creation of infrastructure facilities like water supply, site electrification, etc.

The above issues were referred to Government in June 2012; their reply had not been received (October 2012).

(Audit paragraphs 3.5.1 to 3.5.5 contained in the report of the Comptroller and Auditor General of India for the year ended 31st March, 2012 (General & Social Sector)

Notes received from Government on the above audit paragraphs are included as Appendix II.

1. At the outset the Committee considered the pendency position of action taken reports to be furnished by the ST Development department since 1998-2000 period and informed that Action Taken Statements for 37 recommendations of the Committee were pending. The Committee directed the department to clear all the pending recommendations and audit paras within one month, and the Witness, Principal Secretary SC/ST Department agreed to do so.

2. Regarding the audit observation, the committee was informed that the main objective of the Tribal Resettlement and Development Mission (TRDM) is to allot 1 to 5 acres of land to each landless tribal family. The beneficiary selection and implementation of the scheme has been done by SC/ST Department. The Committee was at dismay to note the poor performance of the TRD Mission even though ₹175 crore had been sanctioned for the scheme in 2003 itself.

3. On a query about the missing of file relating to beneficiaries selection of TRDM, the Witness, Principal Secretary SC/ST Department deposed that complete details of beneficiary selection process and land distribution are now available in every district office of TRDM. The Committee directed the department to submit a detailed report on the present status of beneficiary selection process and land distribution to AG at the earliest. The Witness, Principal Secretary, SC/ST agreed in the affirmative.

4. When the Committee enquired whether the identified land was distributed to landless tribals, the Principal Secretary SC/ST Development Department answered that 9179 Acres of land were distributed to 7000 beneficiaries. The Principal Secretary added that the revenue authorities could not identify sufficient land. Moreover approval from GOI had not been obtained for the release of identified vested forest land and hence only 39% of the project target could be achieved.

5. The Committee asked the department to furnish detailed report regarding the criteria followed for identifying the beneficiaries, list of beneficiaries identified, the extent of forest land for which the permission of GOI had been sought in accordance with the Forest Act and the district wise details regarding release of forest land from GOI.

6. The Committee enquired the department officials about the compliance of certain court directions regarding land acquisition and distribution.

7. The Committee directed the department to furnish detailed report regarding the Supreme Court directions on release of forest land with special mention to the case of Aralam forest land and also to mention the status of the similar applications for release of forest land.

8. Further, the Committee enquired about the expenditure details of the mission and also asked whether the balance fund have been parked with the department itself. The Director SC/ST added that, there is no question of fund parking with the department as the fund allocation is through budget allotment in each financial year. About ₹ 5-6 crore out of ₹ 42 crore allotted for the current financial year is now available with the department.

9. On a query about the non utilization of ₹ 50 crore sanctioned to Wayanad district for acquisition of land under fast track procedure the Witness, Director ST Development Department appraised that 96 acres of land were identified and distributed to 227 beneficiaries expending ₹21.79 crore. Then the mission stagnated due to lack of suitable land for resettlement.

10. On a query about the Central Government Assistance to TRDM, the Principal Secretary SC/ST Development Department appraised that, it is a State

Project under plan head to acquire land for tribal resettlement. He also informed that since there has been no progress in the mission for the last three years, the Government introduced another resettlement scheme 'Ashikum Bhumi Adivasiku Swantham' as well.

11. Then the Director SC/ST informed the committee that the scheme 'Ashikum Bhumi Adivasiku Swantham' had been launched in 2013. He deposed that the scheme envisages to purchase land if revenue land is not available with the Government and to distribute it to the landless tribals. A maximum of ₹ 10 lakh could be expended to purchase 25 cent to 1 acre of land for this purpose. The Scheme for identifying and purchasing land suitable for habitation/ Agriculture for landless tribals is also being implemented utilising these funds.

12. Then the Committee enquired about the details of land transaction under 'Ashikum Bhumi Adivasiku Swantham' project and raised certain questions about the genuineness of the sale deeds undertaken in this project. The Witness, Principal Secretary SC/ST Development Department appraised that the identification and valuation of land under 'Ashikum Bhumi Adivasiku Swantham' has been done by district level committees chaired by concerned District Collector. But certain allegations regarding the land transactions and valuations had been evolved and subsequently a Vigilance Enquiry in this regard was ordered.

13. The committee directed the department to submit a detailed report regarding the fund sanctioned for the project, the district wise list of beneficiaries and the locality wise market price of the identified land.

14. Then the Director ST Department supplemented that, only the selection of beneficiaries and distribution of land are the responsibility of SC/ST Department and they have been ensuring the same as well. 278.33 acres of land has been distributed to 679 beneficiaries expending ₹ 46.67 crore through this programme till date, he continued. But the land identification and valuation has been done by Revenue Department. Consequent to the allegations such as enhanced pricing of identified land, Non-suitability of the land for Agriculture and habitation etc., a comprehensive enquiry had been ordered by the Government. Hence the departments are not in a position to pursue the project.

Since 'Ashikum Bhumi Adivasiku Swantham' is also carried out by the same head of account of TRDM the project faces a standstill. On apprehensions, even the district authorities are not willing to take risk and certain clarifications from the Government were awaited regarding the procedures to be followed further.

15. Then the committee expressed its concern over the deadlock developed over the implementation of the project and opined that the deserving tribal people should not suffer on the mere reason that a Vigilance Enquiry was declared. The budget provision earmarked for the scheme should also be safeguarded from getting lapsed in the year end. The committee directed that the department should come up with a feasible suggestion to resolve the issue and to resume the project.

16. The Committee observed that in Palakkad and Idukki districts, the land distributed to beneficiaries were not occupied by them as it was unsuitable for inhabitation due to wild animal attack and rocky nature of the land. In certain cases the authorities even failed to distribute the land due to encroachment problems as well. Then the Committee suggested that the department should ensure the feasibility of habitation and the willingness of beneficiaries to occupy the land in future.

17. Then the committee expressed its dissatisfaction on the working of the revenue officials as they are merely depending on the revenue documents for land acquisition instead of conducting field survey. The committee directed the Government that a detailed report regarding the number of landless tribals in every district, number of beneficiaries already settled, the number of beneficiaries yet to be settled and the reason for acquisition of non inhabitable land for tribal resettlement should be furnished at the earliest. It also urges that in future land acquisition for tribal resettlement should be done in consultation with the beneficiaries.

18. The committee also directed the department to furnish a report including year wise allotment for TRDM, district wise expenditure details for land purchase, the details of land handed over to beneficiaries, details of land the which possession certificates were given and district wise details of land on which construction was done.

19. The committee further asked for clarification on the department version that even though 63.19 acres of land in Palakkad district belonging to irrigation department was transferred to TRDM in 2003, the land had not been distributed to beneficiaries as the beneficiary selection was not completed. It was observed that the explanation was in conflict with their own report that 1836 beneficiaries had already been identified for the project in Palakkad district and enquired the reason for non distribution of land already identified to the deserving beneficiaries. The witness Principal Secretary SC/ST Development Department agreed on the point raised by the committee and deposed that actually the land possession process is still going on and will furnish a detailed report in this regard at the earliest.

20. Regarding the audit observation that details of amount utilized for housing under TRDM were not available with the department, the witness, Director ST Development Department appraised that 2096 houses were completed utilizing ₹ 29.50 crore under TRDM and construction of 1310 houses were in progress.

21. The committee expressed its concern over the non-completion of large number of houses under the scheme and observed that most of the construction agencies were not competent and insufficient funds were released to places with no road network.

22. The witness, Director SC/ST Department, deposed that the department launched beneficiary mode of implementation to curtail the problems that found in agency mode. The financial ceiling of ₹ 3.5 lakh happened to be insufficient in the tribal areas in certain districts like Idukki & Palakkad where transportation network is weak. By considering all these, a vision mode could be introduced in the next year for housing scheme in which a flexible rate can be fixed based on local variations.

23. The committee urges that sufficient fund should be provided for construction of houses in future housing schemes by which the number of completed houses could be increased rather than the increased number of beneficiaries.

24. On a query about the delay in supplying power and water to Alakode settlement Area in Kannur district, the witness Director SC/ST assured to furnish a detailed report in this regard within one month.

Conclusion/Recommendation

25. The Committee understands that lack of clarity is there in the selection of beneficiaries due to the absence of proper records. Therefore, the Committee urges the department to furnish a detailed report regarding the criteria followed for identifying the beneficiaries, the list of identified beneficiaries etc.

26. The Committee observes that TRDM could not achieve the target even after obtaining land for 6777 families due to the non approval of GOI for the release of identified vested forest land. Therefore, the Committee desires to be furnish a report regarding the extent of forest land seeking release from GOI in accordance with the Forest Act in a district wise manner.

The Committee desires to be furnished a detailed report regarding the Supreme Court directions on release of forest land with special mention to the case of Aralam forest land.

27. The Committee is aggrieved to note that the scheme "Ashikum Bhumi Adivasikku Swantham" got defunct due to the vigilance enquiry with regard to the allegations in land transaction and valuation. The Committee is of the opinion that deserving tribal people should not suffer on the mere reason of pending vigilance enquiry. Therefore, the Committee directs that the department should furnish a detailed report regarding the suggestions to implement the scheme.

28. The Committee is aggrieved to note that even though 1836 beneficiaries were identified in Palakkad and Idukki districts, 4.44 acres of land was distributed to ten families only and majority of the beneficiaries did not accept the land as the major portion of the land was not suitable for inhabitation and even for cultivation due to rocky nature of land and attack of wild animals. The Committee is much displeased to note that the land was allotted to the beneficiaries without enquiring about the geographical conditions of land.

29. The Committee is of the opinion that if the revenue officials conducted field survey instead of merely depending on the revenue documents for the acquisition of land, the distribution of land not suitable for inhabitation could have been avoided.

30. Therefore, the Committee desires to be furnished a detailed report regarding the number of landless tribals in every district, number of beneficiaries already settled, number of beneficiaries yet to be settled, reason for acquisition of non-inhabitable land for tribal resettlement etc. to the Committee at the earliest.

31. The Committee observes with displeasure that majority of the houses under the scheme for Resettlement of landless Tribals have not yet been completed. The Committee opines that insufficient funding in places with no road network and incompetent construction agencies paved way for the non-completion of most of the houses under the scheme.

32. Therefore, the Committee urges that sufficient funds should be provided for the construction of houses in future housing schemes in order to achieve the objective at the scheme.

33. The Committee is also displeased to note that several agencies after receiving the advance amount subcontract the work to other incompetent agencies which resulted in the poor quality of construction and slow progress of work. The Committee is of the opinion that if the department and TRDM monitored the work properly, slow progress of work and construction of poor quality houses could have been avoided.

Thiruvananthapuram,
7th June, 2018.

V. D. SATHEESAN,
Chairman,
Committee on Public Accounts.

APPENDIX I

SUMMARY OF MAIN CONCLUSION/RECOMMENDATION

| Sl. No. | Para No. | Department | Conclusion/Recommendations |
|---------|----------|--|---|
| 1 | 2 | 3 | 4 |
| 1 | 25 | Scheduled Castes and Scheduled Tribes Development Department | The Committee understands that lack of clarity is there in the selection of beneficiaries due to the absence of proper records. Therefore, the Committee urges the department to furnish a detailed report regarding the criteria followed for identifying the beneficiaries, the list of identified beneficiaries etc. |
| 2 | 26 | " | The Committee observes that TRDM could not achieve the target even after obtaining land for 6777 families due to the non approval of GOI for the release of identified vested forest land. Therefore, the Committee desires to be furnish a report regarding the extent of forest land seeking release from GOI in accordance with the forest Act in a district wise manner. The Committee desires to be furnished a detailed report regarding the Supreme Court directions on release of forest land with special mention to the case of Aralam forest land. |
| 3 | 27 | " | The Committee is aggrieved to note that the scheme "Ashikum Bhumi Adivasikku Swantham" got defunct due to the vigilance enquiry with regard to the allegations in land transaction and valuation. The Committee is of the opinion that deserving tribal people should not suffer on the mere reason of pending vigilance enquiry. Therefore, the Committee directs that the department should furnish a detailed report regarding the suggestions to implement the scheme. |

| 1 | 2 | 3 | 4 |
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| 4 | 28 | Scheduled Castes and Scheduled Tribes Development Department. | The Committee is aggrieved to note that even though 1836 beneficiaries were identified in Palakkad and Idukki districts, 4.44 acres of land was distributed to ten families only and majority of the beneficiaries did not accept the land as the major portion of the land was not suitable for inhabitation and even for cultivation due to rocky nature of land and attack of wild animals. The Committee is much displeased to note that the land was allotted to the beneficiaries without enquiring about the geographical conditions of land. |
| 5 | 29 | " | The Committee is of the opinion that if the revenue officials conducted field survey instead of merely depending on the revenue documents for the acquisition of land, the distribution of land not suitable for inhabitation could have been avoided. |
| 6 | 30 | " | Therefore, the Committee desires to be furnished a detailed report regarding the number of landless tribals in every district, number of beneficiaries already settled, number of beneficiaries yet to be settled, reason for acquisition of non-inhabitable land for tribal resettlement etc. to the Committee at the earliest. |
| 7 | 31 | " | The Committee observes with displeasure that majority of the houses under the scheme for Resettlement of landless Tribals have not yet been completed. The Committee opines that insufficient funding in places with no road network and incompetent construction agencies paved way for the non-completion of most of the houses under the scheme. |
| 8 | 32 | " | Therefore, the Committee urges that sufficient funds should be provided for the construction of houses in future housing schemes in order to achieve the objective at the scheme. |

| 1 | 2 | 3 | 4 |
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| 9 | 33 | Scheduled Castes and Scheduled Tribes Development Department | The Committee is also displeased to note that several agencies after receiving the advance amount subcontract the work to other incompetent agencies which resulted in the poor quality of construction and slow progress of work. The Committee is of the opinion that if the department and TRDM monitored the work properly, slow progress of work and construction of poor quality houses could have been avoided. |

APPENDIX II

NOTES FURNISHED BY GOVERNMENT

Reply submitted before Public Accounts Committee (2014-2016)

| | Audit Objection | Remarks |
|-----|--|--|
| | 3.5.2 - Distribution of land - Wayanad and Idukki | |
| I | Out of four best-checked Wayanad, Kannur, Idukki, Palakkad districts of selection of beneficiaries were not on record in the files. Audit could not assess whether selection of beneficiaries was made in a fair and transparent manner. As against 17,294 families identified in the State to distribution of land, only 6,777 (39%) families were allotted land measuring 6943 acres as of March 2012. | In the initial stages files relating to the selection procedure for distribution of land were kept and retained by the respective Collectors as the project was implemented through Revenue Department. As per guidelines in GO(P)41/2002/SCSTDD dt 30/7/2002 beneficiary selection has been done in all districts. The list of beneficiaries from the year 2010 is available in the District Offices as the TRDM activities are now being carried out in District Offices. As per the details furnished by District Mission Officers 9179.49 acres of land are distributed to 7051 beneficiaries under the land distribution scheme and 280.367 acre of land distributed to 701 beneficiaries under "Aashiduum Bhoomi Aadivasikalaku Swantham" scheme. |
| II | In Wayanad district, allotment of land was made to 997 families, leaving 4,913 families to be allotted. Government issued orders to purchase 1,000 acres of land by resorting to fast track belatedly in January 2010 and an amount of Rs.50 crore was released for the purchase. The amount kept in a Treasury Savings Bank account remained unutilized. | As per GO(Rt) No.9/2010/TRDM/SCSTDD dt: 08.02.10, sanction was accorded for the acquisition of 1000 acres of land in Wayanad District for resettlement of tribals for an amount of Rs.50 crore. As the distribution of land under the above scheme could not be carried out as suitable land of such an extent could not be identified in Wayanad. As per GO(Ms) No.68/13/SCSTDD dt: 03.09.13, Government introduced a new scheme of purchasing 25 cents to 1 acre land for maximum 10 lakhs named "Aashiduum Bhoomi Aadivasikalaku Swantham" in which, the beneficiaries will identify the land. From the 50 crore deposited in TSB A/c of Wayanad Rs.271587479/- was utilised for the purchase of 96.58 Acre land for 227 beneficiaries. Now balance available in the TSB A/c is Rs.228412521/-. |
| III | In Palakkad District as against 1295 beneficiaries identified, land measuring | Pattayam for 4.44 acre land was given to 10 tribal beneficiaries at Pannimada |

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| | <p>4.44 acres was distributed to 10 families only. Audit noticed that even the land distributed was not accepted by the beneficiaries as the major portion of the same was rocky and unsuitable for any type of developmental activities, including cultivation. Further about 32.55 acres of land belonging to Irrigation Department was ordered to be transferred to TRDM for distribution. The Project Officer, ITDP, Palakkad stated that the land had not been distributed to beneficiaries as the selection of beneficiaries was not completed.</p> <p>near Kanjikode. The beneficiaries of the above land were dissatisfied as the land were rocky and not suitable for cultivation. The beneficiaries not occupied the above land.</p> <p>Though it was decided to distribute 32.59 acres of land in Vallangi Village to 133 landless tribals only 104 plots could be made ready since the Irrigation Department has not handed over land in Survey No.497/07.</p> |
| <p>IV In Idukki District land was allotted only to 949 out of 1,402 families identified. Though land measuring 123 acres was identified, the land could not be distributed to the beneficiaries due to encroachment of land. At Sirkulandam and Pandakkalam resettlement area in Idukki District, though land had been allotted to 363 families, only 16 beneficiaries occupied the plots. The Project Officer replied that the beneficiaries were not willing to occupy the plots allotted to them due to attack of wild animals like elephant etc.</p> | <p>In Idukki District out of 1072 landless Scheduled Tribes families identified, 914 families have been provided land in various settlements. Due to encroachment and pending of cases in courts 158 families could not be provided land. The encroachments are not fully evicted and the court case are not completed yet. Elephant is one of the major obstacles. Solar fencing provided in wild animal threat areas.</p> |
| <p>3.5.3 Housing</p> | |
| <p>I Though land had been allotted to 6,777 families in the State, construction of 1276 houses only had been completed in all the Districts. Details of total amount utilized for construction of houses were not available with TRDM.</p> | <p>Rs. 29,48,74,052/- has been allotted to various District missions for housing scheme from TRDM. Out of 4035 houses sanctioned, 2096 houses are completed and 1310 number of houses is under construction. The beneficiaries are not started work of 629 houses due to various reasons like wild animal attack, lack of drinking water etc. in the land allotted to them. General housing scheme is also</p> |

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| | | <p>Implementing in TRDM sites. At present land has been allotted to 7051 families at an extent of 9179.49 acres under TRDM. And 280.367 acre to 701 families under "Aashikkum Bhoomi Adhyasikalaku Swantham Scheme". Construction of houses to ST families are continuing.</p> |
| II | <p>Though Rs.24.05 lakhs was paid (2008-2009) to Panamaram SC/ST Labour Society for the construction of 149 houses at Sugandhagiri settlement area, the society had not completed even a single house. The Project Officer, Wayanad informed that difficulties in transporting raw-materials, geographical conditions of area, hike in labour charges and cost of raw materials are the reason for not constructing the houses.</p> | <p>An advance amount of Rs.24,00,500/- was paid in 4 installments towards construction of 40 houses to Panamaram SC/ST Labour Contract Society. The execution of the work was found unsatisfactory. The job which was assigned by TRDM to the agency was cancelled and thereupon the construction work was vested with the beneficiaries themselves. An enquiry was conducted against the works undertaken by the society and based on the report of Joint Registrar General, Wayanad, the Project Officer, Wayanad requested Revenue Department to initiate revenue recovery steps against Sri. T.C. Sunil Babu, the President of the Society to compensate the loss sustained by Government. At present the case is under the consideration of the court.</p> |
| III | <p>Construction of 39 houses at Kunnathidevaka in Wayanad District was entrusted to Kalpetta Block Panchayat and an amount of Rs.4.38 lakhs was released as first installment during 2007. The Block Panchayat entrusted the construction of 18 houses to beneficiaries themselves and first installment of Rs. 11,250 each was paid (2009) to 17 beneficiaries. Even the first stage of construction was not completed in any case. The Project Officer, ITDP, Wayanad replied that the beneficiaries had utilized the fund for other purposes. Thus the objective of providing houses to these tribals had been defeated.</p> | <p>Among the 39 houses only 19 houses started. At present 6 houses completed and 13 houses under construction. Rs.21,23,406/- utilized for this purpose. Agreements were made before the Block Panchayat Secretary by the beneficiaries.</p> |

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| <p>IV Considering the slow progress, The District Collector, Wayanad entrusted the construction of 21 houses (39-18) to Keraliyam Smaraka Samithy, Kozhikode. The Samathy constructed 10 houses with metal roofing sheet on the assurance given by the Samathy that the metal sheet roof would withstand the wind. However, roof of all the houses were blown away by heavy wind. The proposal of TRDM (2012) for providing concrete roof to the whole structure required to be reconstructed. Rs.2.75 lakhs paid to agency is unfruitful. Provision of metal sheet roof instead of concrete roof without analyzing the wind parameters of the area had resulted in non completion of houses.</p> | <p>Legal opinion sought from the District Government Pleader to initiate revenue recovery proceedings under section 56 of Kerala Co-operative Act against the board of management of the Keralayam Samithi to compensate the loss sustained by Government. The amount has not refunded yet.</p> |
| <p>V Leakage of roof, slap, damage of doors and windows, sinkage of closet and toilet tank etc. in respect of 47 houses constructed at a cost of Rs.35.25 lakhs during 2005 at Pooppara in Idulldi by COSTFORD was reported after taking possession of the houses. This indicates lack of control over quality of construction</p> | <p>As per order No.1295/13/TRDM dt:30.09.2014, an amount of Rs.52,40,500/- was released for the construction of additional kitchen and repair works of toilet, plastering of roof etc at the rate of Rs.1,11,500/- per family for 47 beneficiaries. The works of 29 houses completed and of 18 are in progress.</p> |
| <p>VI (a) Construction of 71 houses at Kundala in Idulldi was entrusted to COSTFORD (2003) and Rs.42.5 lakh was advanced. 35 houses have been completed by the agency. The expenditure incurred by agency as on 2007 was Rs.27.83 lakh. Then the agency stopped the work demanding escalation in rate.</p> | <p>(a) As per the decision of District TRDM held on 15/03/2013, the construction work of 24 houses has been handed over to the beneficiaries and construction of 16 houses has been completed.</p> <p>As per the request of COSTFORD the District TRDM held on 04/02/2015 decided to relieve them of the work of construction of 12 remaining houses, as they are not in a position of carryout the work in such a distant remote area and instructed COSTFORD to return Rs.5,38,000/-, the excess amount paid to COSTFORD. COSTFORD has been refunded Rs.538000/- The houses constructed by Costford are roof</p> |

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| | <p>Med. and brick masonry. Leak had been detected in almost all houses at the time of handing over to beneficiary. To repair the damage an amount of Rs.90,000/- per house was sanctioned vide order No.1385/13/TRDM dt: 30.09.2014</p> |
| <p>(b) Construction of 37 houses at Marayoor in Idukki District was entrusted to District Nirmithi Kendra (January 2003) for which Rs.43.56 lakh was advanced. The expenses incurred as on 2008 was Rs.27.45 lakh. The agency stopped the work in December 2008 demanding escalation in rates.</p> | <p>(b) Administrative Sanction was issued for construction of 242 houses at Marayoor @ Rs.75,000/- and fund to the tune of Rs.1,81,50,000/- was allotted to District Mission. As per the agreement the District Nirmithi Kendra shall guarantee the quality and time of completion of work. But the Nirmithi Kendra completed only 143 houses. An amount of Rs.1,50,81,250/- has been given to District Nirmithi Kendra. 37 houses are being constructed by Nirmithi Kendra are in different stages. They are requested for additional fund to the tune of Rs.33,07,900/- for constructing / completing 37 houses. Construction of 62 houses were entrusted to the beneficiaries during 2008. An amount of Rs.6,56,250/- is now with District Nirmithi Kendra authorities. Even after repeated reminders the amount has not been refunded by Nirmithi Kendra. The project started during 2003 and cannot complete after a lapse of 12 years. Also the expenditure sanction for the purpose is not settled.</p> |
| <p>3.5.4 Other Developmental Activities</p> | |
| <p>3.5.4.1 Animal Husbandry Project</p> | |
| <p>An amount of Rs.1.44 crores was paid (January 2010) to the Veterinary College under Kerala Agricultural University for implementation of Animal Husbandry Project at Aralam in Kaniyur district for the benefit of resettled tribes. According to the scheme, 232 units of cow, (one cow with a kid valuing Rs.36,900 per unit) and 247 units of goats (two goats with kids valuing Rs.16,450 per unit) were to be</p> | <p>An amount of Rs.1,43,95,517/- was paid to the Veterinary College for implementation of project. The beneficiaries are selected by Oorukottoms. The beneficiaries did not report the death of animals. The utilization certificate and the actual expenditure is called for from the university, but the same was not received. At present TRDM is monitoring all the projects</p> |

distributed free of cost. The unit cost includes cost of shed, utensils, insurance premium, etc. The University was to render handholding for a period of three years. The University had distributed 219 units of cows and 191 units of goats up to July 2011. Kerala Agricultural University was bifurcated (December 2010) into Kerala Veterinary and Animal Science University and Kerala Agricultural University.

According to a statement furnished by the Site Manager, Aralam, 22 cows and 37 goats were sold out and 143 goats and 18 cows died. The Project Investigator had not ascertained the number of animals in possession with the beneficiaries (April 2012). According to the Veterinary Surgeon, Edoor, 14 cases of death of goat had been reported for which insurance claim had been preferred. In respect of the remaining 129 cases, no insurance claim had been preferred. In the case of 13 cows for which insurance claim had been received by the implementing agency, the animals were not distributed to these beneficiaries as the funds were still retained by the Kerala Agricultural University.

As per the guidelines issued by Mission Chief, the beneficiaries for distribution of goats and cows were to be selected by the Project Investigator based on interaction with the local people and promoters and also be conducting a survey. However, the beneficiaries were selected by the TRDM by convening Oorukootams and no survey had been conducted. Thus, the methodology used for selection of beneficiaries was not in accordance with the prescribed procedure.

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| <p>For evaluating and monitoring the progress of the Animal Husbandry Project at Aralam, a committee comprising District Collector, Project Officer, etc. was to be constituted and convened at least once in every quarter. However, only one such committee meeting was convened so far (March 2012)</p> | |
| <p>3.5.4.2 Electricity and Water Supply</p> | |
| <p>The schema envisages development in all sectors by providing drinking water, electrification irrigation facility, employment etc. A time schedule was fixed (November 2003) by the TRDM for commencement and completion of different activities. However, a comprehensive master plan for implementation of activities such as economic, social development, resettlement, labour, education, etc., for overall development was not prepared and got approved. A few instances of delay / non-taking up of development projects are discussed below:</p> <p>As per the time schedule fixed, project for cretion of required infrastructure for supply of power was to be prepared and got approved with two months from the date allotment of land. Though first phase of allotment of land to 751 families at Aralam settlement area in Kannur district was complete in March 2006, approval for electrification work was granted only in January 2011. An amount of Rs.5 crore was advanced to Kerala State Electricity Board in May 2011. But only about 50 percent of the work had been completed (March 2012) even though the land allotment was completed way back in March 2006.</p> <p>According to the time schedule,</p> | <p>Electricity has been provided to 409 beneficiaries in the Aralam Resettlement Area under Rajeev Gandhi Rojgar Yojana Scheme. Request has been forwarded to KSEB, Kannur for supply of electricity in remaining areas. An Estimate of Rs.1,86,10,700/- is received from KSEB. Administrative sanction and fund has been allotted during 2016-17 financial year for providing electricity to all.</p> <p>Fund has been allotted for digging open well in Aralam resettlement area for 368 beneficiaries and the work is in progress. 1412 beneficiaries are enjoying the water supply scheme implemented by Jalaidhi in Aralam settlement area. Also water supply scheme was implemented by Kerala Water Authority for 114 beneficiaries in Chavassery Paramba.</p> |

permanent water supply arrangement was to be provided to the settlement area within one season. In Wayanad district and in Aralam, lands were allotted to 747 and 751 beneficiaries during 2003 to 2005 and 2006 respectively. However, no water supply projects had been taken up in the above areas. Project Officer, ITDP, Wayanad replied that in the District Mission meeting held in March, 2012, it was decided to entrust the Project to Kerala Water Authority (KWA) for implementation. Project Officer Kannur replied that the scheme was still in the proposal stage with Ground Water Department and KWA and those 181 open wells had been completed.

Projects for other development activities like irrigation, rainwater harvesting, internal roads, etc., had not been prepared and implemented in areas where land had been allotted and occupied in various sites in Kannur and Wayanad districts. In Idukki district, at Marayur and Sinkukandam, water supply works entrusted to Nirmithi Kendra and Habitat Technology Group amounting to Rs 71 lakhs targeted to be completed on or before 25 February 2003 and 5 June 2006 respectively had not been completed till date (March 2012). The Project Officer stated (August 2012) that at Marayur, construction of check dam was objected to by Forest authorities for want of prior sanction and at Sinkukandam, work of installation of water connection to houses had not been initiated as majority of settlers have left the colony due to attack by wild animals.

In Alakode settlement area in Kannur district, though land had been allotted to 302 families in the years 2006 and 2008, only 150 families are now staying permanently. Infrastructure for supply of power, water etc., had not been created till date (February 2012). Specific reason for not creating such facilities was not on record in the files produced to audit.

The status of water supply and electricity facilities yet to be provided to the completed houses in three districts test checked is shown Table 3.8:

Table 3.8: Details of provision of electricity and water supply

| District | No. of houses completed | Water supply yet to be provided | Electricity yet to be provided |
|----------|-------------------------|---------------------------------|--------------------------------|
| Kannur | 550 | 255 | 436 |
| Wayanad | 147 | Natural source available | 89 |
| Idukki | 362 | 315 | 348 |
| Total | 1059 | 570 | 873 |

3.5.5. Monitoring

As per the general guidelines, progress report relating to implementation of developmental activities was to be furnished to the State Mission before tenth of every month by the District Mission. However, no progress report was furnished by District Mission, Idukki during 2011-12 and only one each was furnished from Kannur and Palakkad.

Failure to identify suitable land for distribution led to distribution of land only to 6,777 families while 10,517 families identified are yet to receive land. Houses were constructed only for

District Mission officers are monitoring the projects and furnishing progress report every month.

276 families out of 6,777 families who had received land. Selection of beneficiaries under the Animal Husbandry project was done without conducting survey as prescribed in the guidelines. Though a time schedule was fixed for creating the required infrastructure, a Master plan was not prepared and got approved resulting in delay / non creation of infrastructure facilities like water supply, site electrification etc.

The above issues were referred to Government in June 2012; their reply had not been received (October 2012).

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