

**THIRTEENTH KERALA LEGISLATIVE ASSEMBLY**

**COMMITTEE  
ON  
PUBLIC ACCOUNTS  
(2011-2014)**

**THIRTY SECOND REPORT**

(Presented on 9th July, 2013)



SECRETARIAT OF THE KERALA LEGISLATURE  
THIRUVANANTHAPURAM  
2013

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**On**

**Action Taken by Government on the Recommendations contained in the  
Twenty Second Report of the Committee on Public Accounts (2006-08)**

1064/2013.

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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 Thirty Second Report on Action Taken by Government on the Recommendations contained in the Twenty Second Report of the Committee on Public Accounts (2006-08).

The Committee considered and finalised this Report at the meeting held on 2<sup>nd</sup> July 2013.

Thiruvananthapuram,  
9th July 2013.

DR. T. M. THOMAS ISAAC,  
*Chairman,*  
*Committee on Public Accounts.*

## **REPORT**

This Report deals with the action taken by Government on the recommendations contained in the Twenty Second Report of the Committee on Public Accounts (2006-2008).

The Twenty Second Report of the Committee on Public Accounts (2006-2008) was presented to the House on 10<sup>th</sup> July 2007. The Report contained 12 recommendations relating to General Education Department, Local Self Government Department and Health & Family Welfare Department. Government were addressed on 7<sup>th</sup> September 2007 to furnish Action Taken Statements on the recommendations and the final reply was received on 23<sup>rd</sup> March 2012.

The Committee examined the Government replies at its meeting held on 15<sup>th</sup> May 2012 and decided not to pursue further action on the recommendations in the light of the replies furnished by Government. Such recommendations, their replies and additional details furnished are incorporated in this Report.

### **GENERAL EDUCATION DEPARTMENT**

#### **Recommendation**

*(Serial No. 1, Para No. 4)*

While issuing a Government Order for amalgamation of two schools the authorities should specifically mention, what to do with the vacant building after amalgamation. Then only the subordinate authorities can use or allot these building for other purposes. In this case no such action has been seen taken. It may lead to other audit objections.

#### **Action Taken**

It is a fact that there was lack of consensus in taking such a decision which created the stalemate. The recommendation of the Committee is noted for guidance. In future such decisions will be taken only after reaching a consensus and examining the matter in its severity.

#### **Recommendation**

*(Serial No. 2, Para No. 5)*

In this case the Government Order was issued in 1990, but it was complied in 2002. It took 12 years to hand over the building to the Bar Council for starting a law school. The Education Department is facing acute resource crunch for starting new educational institutions, and running it. In such a situation, had this vagueness been avoided, the delay in utilization of the building would have been avoided.

### **Action Taken**

Government vide G.O.(Rt.) No.130/90/G.Edn. dated 11-1-1990 accorded sanction for amalgamation of Government Boys High School, Kaloor and Government Girls High School, Kaloor functioning in independent buildings in the same compound. The order was complied with only after 12 years. The lapse occurred was not purposeful. The order could not be implemented due to strong protest and opposition from various corners. The teachers organization as well as political leaders in the district strongly opposed the move for amalgamation and had held public demonstration against Government decision. In such a situation the departmental officials could not implement the Government Order.

### **Recommendation**

*(Serial No. 3, Para No. 6)*

Dereliction of duty on the part of subordinate officers should be viewed seriously. In fact this dereliction on the part of DD had led to under utilization of schools building and also loss to the state exchequer to the tune of ₹ 39 lakh due to non deployment of excess teaching staff. Stringent actions should be taken against the officers who failed to comply with the order.

### **Action Taken**

There was no willful attempt on the part of the departmental officers to implement Government direction but the same could not be implemented on grounds of wide spread protest and agitation on the part of students, Service organizations and political parties as well. Government after having accepted the ground reality exonerated Sri K. Aravindakshan, the then D.D.E. from the charge of wasteful expenditure due to non implementation of Government Order. His pensionary benefit was also released.

### **Recommendation**

*(Serial No. 4, Para No. 7)*

The Government Order to cancel its erstwhile order of amalgamation due to non implementation reveals the laxity on the part of the authorities in implementing its own order. Such hasty decisions need rethinking since it will reflect the poor governance.

### **Action Taken**

There was no willful disobedience on the part of the departmental officer, but the direction contained in the Government Order could not be implemented as there was large scale objection from the public. This was the circumstance under which orders could not be implemented in time.

**Recommendation**

*(Serial No. 5, Para No. 18)*

Imparting education to all the children is one of the main duties of our state as envisaged in the Directive Principles of State Policy of the Constitution. The Mid day Meal Scheme launched by GOI in 1985 was major step forward to attract children in rural areas to schools. But the much laudable programme could not achieve the expected results due to utter mismanagement and improper planning on the part of the department.

**Action Taken**

The Government of India launched the Mid Day Meal Scheme in 1995. The Government of Kerala did have a Mid Day Meal Scheme even before the central scheme came into force. The scheme is being implemented in the State in an exemplary manner now. Different types of pulses are included in the Mid Day Meal for making it more nutritious. In addition, an egg per week is supplied to each pupil under the scheme. Thus the scheme is achieving the objectives of increasing enrolment, retention and attendance and simultaneously impacting nutrition on the students of the state.

**Recommendation**

*(Serial No. 6, Para No. 19)*

In spite of the ample supply of food grains by GOI, the school authorities miserably failed in implementing it by utilizing all the food grains received from GOI. Instead they diverted the food grains to other schemes, like distributing it to school children during festival seasons instead of serving in hot cooked meal. In this era of decentralization with active participation of people in all matters, the Mid Day Meal Committee can raise a fund to serve hot cooked meal to school children. Also, before successfully implementing the programme in primary classes, the authorities extended it to upper primary without proper sanction from the authorities. It seems that this extension has created inflated figures in the strength of students and allotment of food grains in excess of requirement.

**Action Taken**

Mid Day Meal Scheme was introduced in Kerala during 1984 in limited areas. From 1987-88 the Scheme was extended to students studying in Class I to VII. Government of India had introduced the scheme during 1995 up to standard V. It was very difficult to deny the benefit enjoyed by the students of Classes VI and VII after the intervention of the Government of India Scheme. Hence the prevailing system of Mid Day Meal Scheme in the State was allowed to continue without any change in quality of food grains and number of beneficiaries.



100 grams of rice per pupil of LP classes is supplied by Government of India. However Government of Kerala gives 60 grams of rice and 30 grams of pulses to pupils of primary classes to provide a more nutritious meal ensuring the calorific value. There is active participation of PTA and Mother PTA in the implementation of the scheme at school level. That ensures the quality and helps to add variety of tastes to dishes in schools. The State had not diverted the food grains allotted by Government of India for the scheme. The distribution of food grains to students by the State during festival seasons was a part of the Nutritional Support Programme. The rice is given to students so that their nutritional needs will be met during festival holidays when they don't attend school. There was no diversion or misuse of central allotment as the food grain was distributed only to the needy students. As per G.O.(Rt.) No. 894/10/G.Edn. dated 25-2-2010 the per head allotment of food grains has been enhanced to 100 gms. and 150 gms. per school day for the students of Classes I to V and VI-VIII respectively.

#### **Recommendation**

*(Serial No. 7, Para No. 20)*

The Mid Day Meal Scheme envisaged, in addition to nutritional support, a social change for eradicating untouchability and inculcating a feeling of fraternity among school children. Hence the authorities should have approached this with a human face.

#### **Action Taken**

The outcome/objective of the scheme is not only to provide nutritional support to pupils but also to have pupils relish a common dish, cordial relationship, mutual understanding, healthy friendship and emotional unity. The goal is almost achieved.

#### **Recommendation**

*(Serial No. 8, Para No. 21)*

The Committee learns that at present under the Noon Meal Programme in schools in the State, students were served with only 60 gms. of rice and not pulses. This is against the scheme envisaged. Therefore the Committee urges the department to take urgent steps to introduce the scheme of serving both the rice and pulses (green gram) to the school children as envisaged in the scheme.

#### **Action Taken**

The statement that pupils were served only 60 gms. of rice and not pulses is not correct. It is a fact that pulse item (30 gms. per head) are part of Mid Day Meal Scheme in Kerala since 1984. Amount worth crores of Rupees are being paid

every year to M/s. Kerala State Civil Supplies Corporation towards cost of pulse items supplied under the Mid Day Meal Scheme. The supply of food items to each pupil per day is as below:

Pre-primary : 30 gms. of rice and 15 gms. of pulses.

Std. I-VII : 60 gms. of rice and 30 gms. of pulses.

Std. VIII : 100 gms. of rice and 50 gms. of pulses.

The per head allotment of food grains shown above has been enhanced to 100 gms. and 150 gms. per School day for the students of Classes I to V and VI-VIII respectively vide G.O.(Rt.) No. 894/10/G.Edn. dated 25-2-2010 (Appendix I). An egg per week is supplied to each student in addition to the above.

#### **Recommendation**

*(Serial No. 9, Para No. 22)*

The Committee sees that the Department is not conducting any periodical reviews to evaluate the programme and to ensure its implementation in a more effective manner. Though there are GOI guidelines for monitoring mechanism by instituting Committees at State, District, Block, Panchayat and School level, no significant efforts are seen taken in this direction.

#### **Action Taken**

For monitoring and implementation of the scheme in an effective manner, Committees at various levels are constituted as per the guidelines issued by Government of India and the Committees are functioning well.

#### **GENERAL EDUCATION AND LOCAL SELF GOVERNMENT DEPARTMENT**

#### **Recommendation**

*(Serial No. 10, Para No. 23)*

The Committee observes that the funds for the mid day meals programme are very often released by the Grama Panchayat belatedly or not in time. This creates many hardships to Headmasters/Headmistresses and Teachers to find out money for the meals. Hence the Committee demands that the Education Department should take up the matter with Panchayat authorities at higher levels and request them to issue strict directions to concerned Grama Panchayats to release the funds for the Noon Meal Programme well in advance. Also Panchayat should be given statutory powers for implementing the scheme more effectively.

**Action Taken****GENERAL EDUCATION DEPARTMENT**

Funds towards contingent charges for the mid day meal programme are being allotted well in advance to Local Self Government Institutions by General Education Department in three instalments. To avoid delay, fund will be released direct to the Headmasters in the next academic year. Local Self Government Department has already agreed to this proposal.

**LOCAL SELF GOVERNMENT DEPARTMENT**

A discussion was held with Secretary (General Education), Director of Public Instruction, State Performance Audit Officer, Director of Local Fund Audit and Noon meal officer of the Education Department. Now release of funds for noon meals is very cumbersome and irrational. Funds are first released by Director of Public Instruction to Deputy Director of Education and then to Assistant Educational Officer, who releases to the Secretaries of Local Self Governments, who later transfer the funds to the Headmasters. This has resulted in huge delays, resulting even in breakdown of the scheme. Based on the discussions it is decided to follow the following procedures:

- I. The Director of Public Instruction would give the funds directly to Assistant Educational Officers in three instalments every year as advance.
- II. The advances would be released in such a way that before release of the 3<sup>rd</sup> advance, the first advance has to be settled in full and this sequence would continue.
- III. The Local Self Governments concerned would be intimated about the funds release, so that they can monitor the scheme.
- IV. The headmasters may send a progress report to the Local Self Governments concerned.
- V. Once electronic transfer system is introduced, monthly release would be possible.

Based on the suggestion of Local Self Government Department revised orders were issued by General Education Department for the transfer of funds for contingent charges and payment of cost of food grains to Food Corporation of India vide G.O.(Rt.) No. 1394/2010/G.Edn. dated 27-3-2010 (Appendix II).

In the light of the above mentioned revised procedures, and considering the existing delay in the office of the DDEs in disbursing funds related to contingent

charges under the MDM in schools. Government also ordered in the G.O. dated 27-3-2010, the following modalities for transfer of funds towards contingent charges to AEOs directly:

- (1) The Director of Public Instruction will issue proceedings slowing the funds to be devoted to each AEO with instructions to the bank to transfer the amount electronically, with a copy to the concerned Panchayats also.
- (2) The AEO in turn will resort to a similar procedure to disburse the amount to individual schools within a week.
- (3) The new procedure will come into vogue from 1-4-2010 for Mopilla Schools and from 1-6-2010 for other schools.

The cost of rice to FCI will be paid through the DDEs.

#### GENERAL EDUCATION DEPARTMENT

##### **Recommendation**

*(Serial No. 11, Para No. 24)*

The Committee also finds that proper records showing the details of actual number of feeding days, total number of participants etc., are not maintained in the department and the same are not scrutinized by the Directorate of Public Instructions. Hence the Committee suggests that proper records be maintained in the Department.

##### **Action Taken**

For monitoring and keeping the accounts precisely, online system is implemented in the state from 2008-09 by which all the 162 Assistant Educational Offices are connected through internet. Now the issue of indent to schools, calculation of contingent charges, stock position at school level, number of beneficiaries etc. are examined through the web based programme. Actual number of feeding days as well as the class wise details of beneficiaries are available at Sub District level and class level gender wise data are consolidated at State level from 2009-10.

#### GENERAL EDUCATION AND HEALTH AND FAMILY WELFARE DEPARTMENT

##### **Recommendation**

*(Serial No. 12, Para No. 25)*

The Committee opines that the practice of issuing Health Cards to school children now not in operation is to be re-introduced with the help of voluntary organizations and Indian Medical Association. The Committee recommends that

Health Programmes be conducted in each school with the help of Health Department under the auspices of District level officers. The Committee also recommends that the funds earmarked at the rate of ₹ 10,000 for providing infrastructure facilities to school in the State under SSA Scheme should be enhanced since the amount is inadequate to meet the demand.

#### **Action Taken**

##### **GENERAL EDUCATION (D) DEPARTMENT**

Health check and issue of Health cards are not conducted by Education Department. The same are conducted by Health and Family Welfare Department and Social Welfare Department in association with Local Self Government Institutions. A Scheme for providing centralized kitchen has already been designed in selected areas with ACA and Local Self Government funds. For further enhancement of existing provision set apart for providing infrastructure facilities for arranging noon-meal programme to primary schools in the state under SSA, the matter will be taken up with Government of India.

##### **GENERAL EDUCATION (G) DEPARTMENT**

The redesigned School Health Programme has been introduced in Schools under the auspices of National Rural Health Mission as a joint venture of Health Services Department, NRHM & General Education Department. General Education Department vide G.O.(Rt.)No. 4618/08/G.Edn. dated 18-10-2008 issued sanction for the implementation programme in Schools. As part of the programme health record titled 'Minus 2' 'to plus 2', is designed to record details of the students from 1<sup>st</sup> standard to 12<sup>th</sup> standard. TC and Fitness Certificate are also incorporated in the Health Records. In the first phase, the programme is organized in one School per Panchayat/Municipality/Corporation in all the 14 districts. In the second phase, the programme has been extended to 370 Schools including those not covered in 1<sup>st</sup> phase.

During the year 2008-09 Government of India has enhanced the School grant to the tune of ₹ 5,000 for L.P. School and ₹ 7,000 for U.P. School. From 2008-09 onwards, Government of India have enhanced maintenance grant at the rate of ₹ 7,500 per L.P. School and U.P. School as one unit. Thus the School grants and maintenance grants in an academic year is sufficient to meet the requirements. The Local Self Government Institutions are also involved in providing infrastructure facilities to Schools.

## HEALTH AND FAMILY WELFARE DEPARTMENT

Health cards are reintroduced in 2009 August through the Special School Health Programme which is a joint venture of the Health Services Department, Education Department and the National Rural Health Mission. Accordingly the health record was issued to all the students (1-10<sup>th</sup> standard) of the 846 schools selected by the Education Department in the first phase of programme. This year it will be extended to further 200 schools. The Health activities are jointly conducted by the Health Services Department and the National Rural Health Mission. In the districts, the district level officers such as District Medical Officer of Health, who is the Chief Executive Officer of the programme and RCH Officer, who is the Nodal Officer of the programme along with the District Programme Manager (NRHM), who is the Administrative Officer, supervise the programme.

The enhancement of the amount earmarked for providing infrastructure facilities to school in the State under SSA Scheme is to be done in General Education Department.

Thiruvananthapuram,  
9th July 2013.

DR. T. M. THOMAS ISAAC,  
*Chairman,*  
*Committee on Public Accounts.*