

THIRTEENTH KERALA LEGISLATIVE ASSEMBLY

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

FORTY FIRST REPORT

(Presented on 28th January, 2014)



SECRETARIAT OF THE KERALA LEGISLATURE
THIRUVANANTHAPURAM
2014

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On

**Paragraphs relating to Scheduled Castes/Scheduled Tribes
Development Department contained in the Report of
the Comptroller and Auditor General of India
for the year ended 31st March 2009**

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Shri G. P. Unnikrishnan, Under Secretary.

INTRODUCTION

I, the Chairman, Committee on Public Accounts, having been authorised by the Committee to present this Report on their behalf, present the Forty First Report on paragraphs related to Scheduled Castes/Scheduled Tribes Development Department contained in the report of the Comptroller and Auditor General of India for the year ended 31st March, 2009 (Civil).

The Report of the Comptroller and Auditor General of India for the year ended 31st March, 2009 (Civil) was laid on the Table of the House on 25th March, 2010.

The Report was considered and finalised by the Committee at the meeting held on 22nd January, 2014.

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

Thiruvananthapuram,
28th January, 2014.

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

REPORT

SCHEDULED CASTES AND SCHEDULED TRIBES DEVELOPMENT DEPARTMENT

Integrated audit of Scheduled Tribes Development Department

Highlights

Scheduled Tribes constitute 1.14 per cent (3.64 lakh) of the total population of the State. The Scheduled Tribes Development Department implements various welfare schemes for the benefit of the Scheduled Tribes. An integrated audit of the department revealed various deficiencies such as underutilisation of funds, delays in implementation of schemes, ineffective implementation of provisions in the statutes for the welfare of Scheduled Tribes, inadequate infrastructure facilities in residential schools under the control of the department, lack of supervision and proper monitoring, etc. The important audit findings are as under:

During 2004-09, savings of ₹ 52.73 crore were noticed under 'Plan' due to non-implementation of schemes.

Against the target of construction of 4128 houses during 2002-08, undertaken by the Tribal Resettlement and Development Mission, only 346 (8 per cent) houses were completed as of May 2009.

Despite spending ₹ 3.91 crore for setting up a speciality hospital in Attappadi, the objective of providing better health care facilities to the tribals of the remote area were not fulfilled due to shortage of medical and paramedical staff.

Although Government of India released ₹ 12.50 crore during 2002-04 as Special Central assistance and ₹ 2.03 crore in March 2005 as Additional Central assistance for drinking water supply schemes for tribals in Wayanad and Idukki districts respectively, the schemes remained incomplete and the tribals were denied access to clean drinking water.

Despite the availability of funds, infrastructural facilities in residential schools under the department were largely inadequate due to delays in construction of buildings.

Lack of supervision and monitoring affected implementation of various schemes and delivery of the intended objectives to the targeted tribal population.

Introduction

The Scheduled Tribe population in the State as per the 2001 census was 3.64 lakh, which was 1.14 per cent of the total population. The Tribal Welfare Department, subsequently renamed as the Scheduled Tribes Development Department, was formed in July 1975, for implementing various Centrally and State sponsored welfare schemes for social upliftment of Scheduled Tribes. The department is mandated to identify, formulate and implement schemes in thrust areas like education, health, poverty eradication, resettlement and housing, self-employment, skill development, etc. The objective of the department is to ensure that the benefits of the schemes for which investments are made by the Central and State Governments reach the targeted masses.

Organisational Set-up

At the Government level, the Scheduled Tribes Development Department is headed by the Principal Secretary, Scheduled Castes and Scheduled Tribes Development Department. At the Directorate level, the department is headed by a Director who is assisted by an Administrative Officer, a Joint Director, one Deputy Director each for Tribal Sub-Plan and education and a Finance Officer. At the field level, seven Project Officers are in charge of Integrated Tribal Development Project Offices (ITDP) while nine Tribal Development Officers are in-charge of Tribal Development Offices (TDO). All of them report to the Director directly. They are assisted by 48 Tribal Extension Officers all over the State. The Tribal Resettlement and Development Mission (TRDM) was constituted in 2001 with the objective of distributing land to landless tribals and ensure their overall development under the department.

Audit Objectives

An integrated audit of the department was conducted to assess whether:

- Annual Action Plans were prepared based on field surveys and actual requirements;
- funds provided by the Central and State Governments were effectively and economically utilised;
- welfare schemes for resettlement and housing of landless tribals, health care projects, water supply, education, etc., were implemented in time and were in conformity with the approved Plans;
- co-ordination existed among various departments in implementation of various schemes and statutes related to the welfare of Scheduled Tribes and monitoring of implementation of the schemes was adequate and effective.

Audit Coverage

The integrated audit was conducted during April–June 2009 and covered the period 2004-09. Records of the Administrative Department in the Government Secretariat, the Directorate of Scheduled Tribes Development Department, Integrated Tribal Development Project Offices/Tribal Chapter Development Offices of four out of 14 tribal concentrated districts* were scrutinized. Records in the Office of the Director General of Police and the Collectorates in the four selected districts were also scrutinised.

Audit Criteria

The audit criteria used for bench-marking the audit findings were as under:

- Scheme guidelines, instructions issued by Government from time to time for implementation of schemes and Annual Action Plans;
- State Budget Manual/State Financial Rules/Treasury Code;
- Procedures prescribed for monitoring and evaluation of schemes/programmes and
- The Scheduled Castes and the Scheduled Tribes (Prevention of Atrocities) Act, 1989 and the Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006.

Audit Methodology

An entry meeting was held (March 2009) with the Principal Secretary to Government, Scheduled Castes and Scheduled Tribes Development Department, wherein the audit objectives were explained. Audit findings as discussed in the succeeding paragraphs are based on analysis of records during field visits to Tribal Development Offices of the selected four districts. Field visits were also made to the Collectorates of the four selected districts to scrutinize records relating to tribal resettlement and housing schemes implemented by the TRDM. Audit findings were discussed (July 2009) with the Principal Secretary to Government in an exit conference. The views of the Government have been incorporated in the review at appropriate places.

* Idukki, Kannur, Palakkad and Wayanad.

AUDIT FINDINGS**Financial Management***Budget allocation and expenditure*

Budget provisions and expenditure of the department during the review period were as follows:

TABLE: 3.1: BUDGET PROVISION AND EXPENDITURE

(Rupees in crore)

<i>Year</i>		<i>Provision</i>	<i>Expenditure</i>	<i>Savings (percentage)</i>
2004-05	Plan	77.22	64.36	12.86 (16.7)
	Non-Plan	18.78	17.56	1.22 (6.5)
2005-06	Plan	77.50	60.00	17.50 (22.6)
	Non-Plan	22.31	21.46	0.85 (3.8)
2006-07	Plan	83.06	75.94	7.12 (8.6)
	Non-Plan	24.38	22.71	1.67 (6.8)
2007-08	Plan	85.93	79.00	6.93 (8.1)
	Non-Plan	29.36	27.42	1.94 (6.6)
2008-09	Plan	84.74	76.42	8.32 (9.8)
	Non-Plan	36.95	32.78	4.17 (11.3)
Total	Plan	408.45	355.72	52.73 (12.91)
	Non-Plan	131.78	121.93	9.85 (7.47)

Source : Plan progress report and Expenditure statement.

As can be seen from the table, savings of ₹ 52.73 crore occurred under Plan expenditure during the five years 2004-09. During the three years 2006-09, the department could spend 90 to 92 per cent of the budget provision. However, during 2004-05 and 2005-06, the savings were 17 per cent and 23 per cent of the budget provisions respectively. The savings were due to non-implementation of the drinking water supply scheme and the Grain Bank scheme*, non-formation of neighbourhood groups under the Kudumbasree† project, etc.

* The Grain Bank Scheme envisages a system whereby tribals are lent food grains in times of need with the debt to be repaid by them during harvest time.

† Kerala State Poverty Eradication Mission (Kudumbasree) is registered under the Travancore-Cochin Literary, Scientific and Charitable Societies Registration Act, 1955. It is a network of neighbourhood groups, area development societies and community development societies.

According to Para 24 of the Kerala Budget Manual provision should be made only for sanctioned schemes. However, provisions were made in the budget without finalising the proposal or identifying the required land, in violation of the above provision. Some of the instances noticed in this respect during audit were as follows:

- Budget provisions of ₹ 2.03 crore and ₹ 1.02 crore made during 2004-05 and 2005-06 respectively for a drinking water supply scheme at Idukki and provision of ₹ 1.15 crore made during 2004-05 to 2006-07 for payment to Kudumbasree towards formation of neighbourhood groups were not utilised due to non-formulation of proposals for the same. Similarly, out of ₹ 80 lakh provided during 2004-05 and 2005-06 for the Grain Bank Scheme, ₹ 72 lakh was not utilised as the scheme was not found to be viable. Government stated (October 2009) that funds had to be reappropriated due to non-submission of proposals by Kudumbasree and it was difficult to implement the Grain Bank Scheme in Kerala as cultivation among tribals was minimal.
- During 2007-08 and 2008-09, ₹ 1.40 crore and ₹ 60 lakh respectively were provided in the budget for construction of a school building for students of classes +1 and +2 in the Kannur and Nallooradu Model Residential Schools though the proposal for construction had not been finalised at the time of providing the funds.
- Even though land had not been identified, ₹ 2.90 crore each was provided for construction of an Ashram School for Primitive Tribes in Palakkad and a Tribal Complex at Ernakulam during 2004-05 and 2005-06 respectively. Government stated (October 2009) that the funds could not be utilized due to delays in obtaining land.

Non-settlement of advances

Article 99 of the Kerala Financial Code prescribes that advances should be adjusted as early as possible by presenting detailed bills and vouchers. However, in the following offices, contingent advances aggregating ₹ 1.24 crore given to

Tribal Extension Officers for food supply programmes, meeting fuel charges, etc., during 2004-09 remained unadjusted as of March 2009 as given in the following table:

TABLE 3.2: OUTSTANDING ADVANCES

(Rupees in lakh)

<i>Name of institution</i>	<i>2004-05</i>	<i>2005-06</i>	<i>2006-07</i>	<i>2007-08</i>	<i>2008-09</i>	<i>Total</i>
Directorate of STDD	16.66	1.42	7.15	4.35	..	29.58
ITDP, Kannur	33.29	24.00	18.63	1.09	5.54	82.55
TDO, Palakkad	0.19	1.03	0.54	3.10	0.23	5.09
TDO, Mananthavady, Wayanad	7.00	..	7.00
Total	50.14	26.45	26.32	15.51	5.77	124.22

Source: Departmental figures.

Retention of demand drafts for prolonged periods

Article 40 of the Kerala Financial Code provides that money should not be drawn unless it is immediately required for payment. However, it was seen that money in the form of demand drafts (DD), drawn by Tribal Development Officers and Project Officers of ITDP offices in favour of beneficiaries/implementing agencies for various purposes such as assistance for housing, special incentives for brilliant students, special awards, etc., remained unpaid for periods ranging from three to 26 months as shown hereunder:

TABLE 3.3: DETAILS OF RETENTION OF DDs

<i>Name of TDO/ITDP</i>	<i>Number of DDs</i>	<i>Date from which retained</i>	<i>Period of retention (in months)</i>	<i>Amount (Rupees in lakh)</i>
Kalpetta	26	March 2009	3	5.13
Kannur	2	12th April 2007	26	0.23
Kannur	1	4th March 2009	3	2.07
Palakkad	10	21st January 2009	5	0.39
Sulthanbathery	3	March 2008	16	0.34
Total				8.16

Source: Departmental figures.

Retention of DDs for long periods gives scope for misappropriation. Government stated (October 2009) that DDs for special incentives to brilliant students could be handed over to the students only when they came for vacations. The reply does not explain why the drafts could not be sent to the students/institutions in which they were studying so that they could utilise the money during their course of study. The Government reply was silent about the retention of drafts drawn for providing assistance for housing.

Rush of expenditure during March

According to the Kerala Budget Manual, flow of expenditure should be regulated to avoid rush of expenditure, particularly during the closing months of the financial year. As per Article 40(c) 7 of the Kerala Financial Code Volume I, no attempt should be made to prevent the lapse of an appropriation by any undue rush of expenditure during March. However, it was noticed that the percentage of expenditure during the month of March was appreciably high under pooled funds*. The details are as follows:

TABLE 3.4: RUSH OF EXPENDITURE DURING MARCH

(Rupees in lakh)

<i>Name of office</i>	<i>Year</i>	<i>Allotment</i>	<i>Progressive expenditure (up to February)</i>	<i>Expenditure during March</i>	<i>Total expenditure</i>	<i>Percentage of expenditure in March</i>
TDO, Kalpetta	2007-08	16.04	6.22	9.83	16.05	61
TDO, Sulthanbathery	2005-06	51.89	18.27	33.62	51.89	65
TDO, Thodupuzha	2004-05	95.04	28.92	66.12	95.04	70
TDO, Thodupuzha	2005-06	77.98	42.78	35.20	77.98	45
TDO, Thodupuzha	2006-07	75.15	32.41	42.39	74.80	56

Source: Expenditure register.

* Funds set apart for small projects with special emphasis on self employment, skill development, provision for water supply and sanitation, electricity, etc.

Though the funds were provided at the beginning of the financial year, the rush of expenditure in March indicated that they were being drawn at the fag end of the financial year to avoid lapse of funds. Government stated (October 2009) that rush of expenditure in March was due to procedural delays in approving schemes as a result of which, works could be awarded only after the first half of the financial year.

Implementation of Schemes

The department implements various schemes under housing, health, drinking water supply, education, etc. Findings relating to the schemes which were audited are given below:

Resettlement and housing

The Tribal Resettlement and Development Mission (TRDM) was constituted in 2001 with the objective of rehabilitation of landless tribals. The key components of the resettlement plan were distribution of one to five acres of land to each family according to availability and development of minimum needs infrastructure including housing, roads, power, drinking water supply, crop husbandry, land development, etc. The Principal Secretary of the Scheduled Castes and Scheduled Tribes Development Department is the Chief of the Mission. TRDM has 14 District Mission Offices in the State with the District Collectors as the Chairpersons and the Project Officers, ITDP as the Convenors. Beneficiary lists for resettlement are to be prepared by the District Missions based on scrutiny and recommendations of District Level Committee* and Oorukootams†.

It was found that TRDM had not prepared any comprehensive Action Plan for resettlement of tribals. There were delays of two to three years in distribution of land and one to two years in taking up construction of houses. In the three‡ districts test-checked, 6997.41 acres of land was distributed to 5058 families. During 2002-08, 4128 houses were sanctioned for tribal families for which ₹ 22.65 crore was provided by TRDM to District Collectors (₹ 8.29 crore) and the Kerala State Nirmithi Kendra (KESNIK§) (₹ 14.36 crore). The construction of the houses was entrusted to Local Self Government Institutions, Scheduled Castes/

* Committee headed by the Presidents of the District Panchayats who oversee the implementation of various schemes.

† 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.

‡ Idukki, Kannur and Wayanad.

§ An autonomous body engaged in the construction of low cost houses.

Scheduled Tribes Labour Contract Societies KESNIK, District Nirmithi Kendras*, COSTFORD† and beneficiaries. Only 346 houses (8 per cent) were completed as of May 2009 by the implementing agencies as indicated in the following table:

TABLE 3.5: DETAILS OF CONSTRUCTION OF HOUSES

District	Number of families to which land was allotted	Number of houses sanctioned	Unit cost (in ₹)	Amount provided (₹ in crore)	Number of houses		
					Completed	Under construction	To be taken up
Idukki	949	949	75,000	3.56	204	461	284
Kannur							
(i) Aralam	2557	2557	1,12,330	14.36	Nil	400	2157
(ii) Kannur	149	149	75,000	1.19	141	8	Nil
Wayanad	578	473	75,000	3.54	1	199	273
	4233	4128	..	22.65	346	1068	2714

Source: Details collected from the District Collectorates.

Further audit scrutiny revealed the following:

- In Palakkad district, TRDM could not make much headway in resettlement except for distribution of 4.44 acres of land to 10 families. Even in these cases, the beneficiaries did not accept the land as the major portion of the same was rocky and unsuitable for any developmental activity, including housing. Consequently, ₹ 8.30 lakh allotted in December 2006 by TRDM for housing was returned by the District Collector in June 2007.
- In Wayanad district, though land was allotted to 578 families in four settlements‡, records of rights§ were issued only to 536 families (93 per cent).

* District-level agencies engaged in the construction of low-cost houses.

† Centre of Science and Technology for Rural Development.

‡ Karapuzha, Kunnanhidavaka, Pookot and Suganthagiri.

§ Title deeds conveying ownership of land.

- In Idukki district, 585 houses (62 per cent) were in Chinnakanal area which was remote, inaccessible and under the threat of elephant attack. As a result, only 12 houses were completed as of June 2009 though sanction for construction of houses were issued during 2003-06. Of the remaining 573 houses, 301 houses were partially completed and 272 houses were not taken up.
- In Kannur district, construction of 2557 houses was entrusted to KESNIK. The construction was to be completed in five phases over a period of 20 months. Six hundred houses were to be completed in the first phase. Government ordered (September 2008) payment of ₹ 14.36 crore as mobilization advance to KESNIK, which was 50 per cent of the total cost of construction of the houses including wells and wiring. However, due to poor quality of construction and complaints, TRDM directed (July 2009) KESNIK to limit the construction to 400 houses only and refund the balance amount of ₹ 9.59 crore. KESNIK refunded ₹ 9.59 crore in August 2009.
- Implementation of the housing scheme was to be closely monitored by the District Level Review Committees* headed by the District Collectors and monthly reports were to be sent to the State Level Review Committee†. However, no progress reports had been sent to the State Level Committee during October 2008—June 2009.

Government stated (October 2009) that considerable progress was expected to be achieved in resettlement and development once remedial measures such as appointment of site managers, upgradation of posts of overseers in ITDP, Kannur, enhancement of cost of houses, etc., were taken. However, the fact remains that construction of only 346 (8 per cent) out of 4128 houses sanctioned during 2002-08 could be completed and the tribal families were deprived to that extent.

Primitive tribal housing

During 2003-04, GOI released ₹ 10 crore as Additional Central assistance for providing basic needs packages to primitive tribal group‡ families in the State. According to a baseline survey report of KIRTADS§ conducted during 2004-05, 6523 primitive tribal families were scattered in different areas of the State.

* Committee constituted for the purpose of reviewing progress of implementation of housing scheme.

† Committee headed by the Principal Secretary, SC & STDD.

‡ Group with pre-agricultural stage of development, diminishing/dwindling population and very low literacy rate.

§ Kerala Institute for Research, Training and Development Studies of Scheduled Castes and Scheduled Tribes.

Government sanctioned (May 2006) 1111 houses for the primitive tribes. Each house was to have a plinth area of 300 sq.ft. and was to be built at a cost of ₹ 90,000. The construction of the houses was mainly entrusted to KESNIK and the Kerala State Housing Board. Fifty per cent of the cost was to be paid on execution of the agreements, 40 per cent on attaining 50 per cent progress and the balance 10 per cent on completion of construction. In the test-checked offices, Audit found that the entire amount had been released to the agencies within three months of execution of the agreements. However, only 491 houses (63 per cent) were completed out of 781 as of March 2009 even though the scheduled dates of completion had expired by March 2007. The following table depicts the status of implementation of primitive tribal housing.

TABLE 3.6: STATUS OF IMPLEMENTATION OF PRIMITIVE TRIBAL HOUSING
AS OF MARCH 2009

<i>Name of office ITDP/TDO</i>	<i>Agency to which construction was entrusted</i>	<i>Number of houses</i>		<i>payment made (Rupees in crore)</i>
		<i>Target</i>	<i>Achievement</i>	
Palakkad District				
Attappady	A class contractor	100	95	0.88
Palakkad	District Nirmithi Kendra	161	2	1.45
Wayanad District				
Kalpetta	Kerala State Nirmithi Kendra	100	68	0.90
Mananthavady	District Nirmithi Kendra	150	141	1.35
Sulthan Bathery	Kerala State Housing Board	270	185	2.43
Total		781	491	7.01

Source: Departmental figures.

It was found that a number of complaints regarding use of inferior quality material, reduction in the plinth area, etc., had been made by local bodies and a non-governmental organisation viz., All India Survival of Tribal People for Social Justice on the quality of construction, but the Tribal Development Officers did not take any action to rectify the defects. No records were maintained by the TDOs in Palakkad and Wayanad districts regarding the details of the number of houses

occupied, houses deserted due to lack of basic amenities, houses which had defective construction, etc. In Attappadi, while awarding the work, no tender procedure was adopted. The Palakkad District Nirmithi Kendra was entrusted with the construction of 91 houses costing ₹ 81.90 lakh in December 2006. However, the Kendra expressed (May 2007) inability to undertake the construction due to inaccessibility of the sites. The department did not take any action to get back the amount paid to the Kendra and rearrange the work (June 2009). Government stated (October 2009) that 683 houses had since been completed and in almost all cases, the tribals were living in these houses. However, the fact remains that 98 houses still remained incomplete even after two and a half years of the scheduled date of completion.

Attappadi Health Project

GOI sanctioned Additional Central assistance of Rupees one crore in March 1999 for construction of a 25-bedded hospital for the tribals of Attappadi. Government issued (June 2000) an administrative sanction for Rupees five crore for construction of a 100-bedded hospital there. The balance amount (Rupees four crore) was to be met by the State Government. The construction was to be completed in two phases for which ₹ 1.95 crore and ₹ 3.64 crore respectively were sanctioned. The first phase of construction of a 52-bedded ward was started in May 2001 and completed in December 2004. The second phase of construction was in progress as of July 2009. The Tribal Development Department incurred ₹ 3.91 crore for construction of the hospital as of December 2008. The original proposal was to provide nine specialities* with a total of 13 units. As the department found it difficult to ensure the services of Medical Officers and paramedical staff from the Health Department, the hospital was transferred to the Health Department in March 2007 for ensuring the services of Medical Officers and paramedical staff. The hospital started functioning in August 2007 with facilities for 80 in-patients, casualty services and two specialities, gynaecology and paediatrics. Against the requirement of 13 doctors, only four were available, of which three were under working arrangements† (May 2009). The hospital could not provide the services of a gynaecologist. The operation theatre functioned only for 18 days since inception as a full-time surgeon was not available. As a result, 224 patients who required emergency services of surgeons had been referred to various hospitals as of March 2009, defeating the purpose of setting up the hospital at Attappadi. Thus, the objective of providing better health care facilities to the tribals of the remote area did not materialize even after 10 years and incurring of ₹ 3.91 crore on the project. Government stated (October 2009) that the situation would improve once the construction of staff quarters was completed.

* One unit each for ENT, skin, ophthalmology, anaesthesia and orthopaedics and two units each for paediatrics, gynaecology, medicine and surgery.

† Personnel from other hospitals deputed temporarily for working in this hospital.

DRINKING WATER SUPPLY**Giridhara Drinking Water Supply and Sanitation Project at Wayanad**

The State Government issued (March 2003) an administrative sanction for implementation of the Giridhara Project for supply of drinking water to the tribal population of the 10 Grama Panchayats of Wayanad District, utilising the Special Central assistance provided by GOI. The total outlay of ₹ 16.63 crore for the project was to be met from the Central assistance of ₹ 12.73 crore, the Grama Panchayats' share of ₹ 1.60 crore and beneficiary share of ₹ 2.30 crore. GOI released assistance of ₹ 12.50 crore* during 2002-04. The Government entrusted (January 2004) the implementation of the scheme to the Socio-Economic Unit Foundation (SEUF)†, an accredited agency of the State Government in the water and sanitation sector. At the district level, the District Collector was the co-ordinator. The District Collector, Wayanad (Client I) and the Project Officer, ITDP, Wayanad (Client II) executed an agreement with the Executive Director, SEUF (May 2004) for implementation of the scheme. The agreement provided for payment of ₹ 3.03 crore to SEUF as consultation fee for institutional set-up and strengthening (₹ 2.43 crore) and capacity building (₹ 0.60 crore). The activities to be taken up under the scheme were supply of drinking water through rainwater harvesting, digging of wells, utilisation of existing wells and construction of toilets. The implementation of the scheme was to be supervised by the Grama Panchayat and Ooru Vikasana Samithies‡. The project was due to be completed in December 2005.

During 2004-05 and 2005-06, ₹ 8.60 crore was released to the 10 Panchayats for the scheme and ₹ 0.91 crore was paid to SEUF towards the first instalment of consultancy charges. Construction of 3317 water tanks, five drinking water wells, drinking water facilities for 13 schools and 5866 sanitary latrines was completed under the scheme by SEUF at a total cost of ₹ 7.17 crore. The District Level Steering Committee directed (January 2006) SEUF to exit from the scheme by March 2006. Accordingly, SEUF stopped (March 2006) all the works. Audit scrutiny disclosed the following:

- (i) The District Project Management Team§ (DPMT) which was to be responsible for field level co-ordination and implementation had not been formed and the implementation was left to SEUF itself.

* ₹ 7 crore in March 2003 and ₹ 5.50 crore in December 2003.

† A society registered under the Travancore Cochin Literary, Scientific and Charitable Societies Registration Act, 1955.

‡ Beneficiary committee set-up at Grama Panchayat level for implementation of projects.

§ As per the project report, the DPMT was to be formed for co-ordination and supervision of the implementation of the project.

- (ii) No operational guidelines were issued by the department to the Director for the implementation of the project and release of funds to DPMT.
- (iii) No feasibility study on the viability of the project had been conducted at the project formulation stage.
- (iv) The beneficiaries raised complaints such as leakage, unsuitable lid on water tanks, defects in hand pumps, etc. However, no action was taken by the department to rectify the defects.
- (v) Water tanks to collect rain water were constructed in areas where drinking water facilities were already available.

It was found that the Vigilance and Anti-Corruption Bureau, was enquiring (January 2009) into the allegations in the implementation of the scheme and was not in favour of entrusting any further rectificatory work to SEUF. Thus, the project on which ₹ 7.17 crore was spent remained largely unutilised.

Drinking Water Supply to remote tribal settlements in Idukki District

Government of India released ₹ 2.03 crore in March 2005 as a one-time Additional Central Assistance for taking up a scheme viz., 'Drinking Water Supply to Remote Tribal Settlements in Idukki District'. The State Level Working Group approved (March 2008) a proposal forwarded by the Director of Scheduled Tribes Development Department to provide drinking water supply to 12 settlements in three Grama Panchayats covering 1017 tribal families at a cost of ₹ 2.03 crore. The work was proposed to be executed through the Kerala Water Authority (KWA) as a 'deposit work' and ₹ 2.10 crore (including ₹ 7 lakh released by State Government) was released to KWA in March 2008 and March 2009. As of June 2009, works in seven settlements had been completed by KWA, after incurring an expenditure of ₹ 1.16 crore.

Audit scrutiny disclosed the following:

- There were delays of more than three years in forwarding of detailed proposals by the Director of Scheduled Tribes Development Department to the State Level Working Group, though GOI had released the assistance in March 2005.
- Though the 12 works were to be completed by March 2009, five works were incomplete.
- The department did not monitor the progress of work to ensure that the completed schemes were commissioned on time so that the tribal people could derive the benefits of the scheme.

Thus, the scheme for which ₹ 2.03 crore was released by GOI in March 2005 had been implemented in only five out of 12 settlements, even after four years of release of funds. Government stated (October 2009) that though funds from GOI were received in March 2005, they were given to the department through the budget only in 2007-08. However, it was found in Audit that ₹ 2.03 crore and ₹ 1.02 crore respectively had been provided in the years 2004-05 and 2005-06 for the scheme and had been surrendered/reappropriated due to non-formulation of the scheme.

Drinking Water Supply Scheme in Kuttiplangadu in Kokkayar Grama Panchayat

Government sanctioned ₹ 18 lakh in March 2005 for the implementation of a water supply scheme in Kuttiplangadu Scheduled Tribe Colony in Kokkayar Grama Panchayat in Idukki District. The scheme was to be implemented by KWA and accordingly the funds were transferred to them. The estimate was subsequently revised to ₹ 24.01 lakh due to revision of the Schedule of Rates. An additional amount of ₹ 6.01 lakh was also transferred to KWA in November 2006. The work was completed in July 2008 but the project was not commissioned as of June 2009 due to delay in obtaining a power connection. Thus, due to lack of proper co-ordination between the department and KWA, the drinking water scheme sanctioned in 2004-05 could not be commissioned even after four years. Government stated (October 2009) that the Scheduled Tribes Development Department had remitted additional funds for taking a power connection through underground cable.

Education

There were 18 residential schools* under the control of the department in the State for the welfare of tribal students. Of these, 10 schools were located in the four sample districts. Scrutiny of the records and verification of sites depicted that out of the 10 schools, the following six schools did not have any permanent building, hostel facilities, staff quarters, etc. and were functioning in temporary accommodation as detailed in the table below:

* Four Ashram Schools (Nilambur, Noolpuzha, Malampuzha and Thirunelli), two Ekalavya Schools (Pookot and Wayanad) and 12 Model Residential Schools.

TABLE 3.7: LACK OF INFRASTRUCTURE FACILITIES IN SCHOOLS

<i>Name of school and year from which functioning</i>	<i>Sanctioned strength of students</i>	<i>Present strength of students</i>	<i>Remarks</i>
(1)	(2)	(3)	(4)
Idukki District			
Ekalavya Model Residential School, Painavu (2000)	300	194	Central assistance of ₹ 2.50 crore was received in 1998-99. Six hectares of land was acquired in March 2003 and work of construction of the school building was awarded to a contractor in February 2004. It was stopped in December 2008 after 85 per cent completion due to objection by the Forest Department. The contractor had been paid ₹ 4.04 crore as of June 2009. The school continued to function in the temporary accommodation provided by the Idukki District Panchayat.
Palakkad District			
Ashram School, Malampuzha (2000)	280	258	Though 1.5 hectares of land was taken possession of in 2008 the work of construction of a building was awarded to KITCO* only in March 2009 and ₹ 2.45 crore was paid as mobilization advance. The school continued to function in the temporary accommodation of the Pre-Matric Hostel, Pudupariyaram, which could accommodate only 40 students.

* Kerala Industrial and Technical Consultancy Organisation.

(1)	(2)	(3)	(4)
Wayanad District			
Rajiv Gandhi Memorial Ashram School, Noolpuzha (1993)	385	353	Land measuring 2.96 acres was acquired and handed over (December 2001) to the Kerala State Construction Corporation for construction of the school building at an estimated cost of ₹ 2.06 crore. As the work had not been completed even after extension of time, the contract was terminated in June 2008. The work has not been rearranged (October 2009).
Ashram School, Kaniyampetta (1997)	210	210	9.06 acres of land was acquired and handed over in March 2003 to the Public Works Department (PWD). The plan and estimate for ₹ 10 crore were, however, prepared by PWD only in September 2008. The work was awarded to KITCO in March 2009 and had not started (July 2009). Overcrowding of 210 students in the limited space continued.
Ekalavya Model Residential School, Pookot (2000)	300	300	Though ₹ 2.50 crore was sanctioned in 1998-99, the department could not acquire land and hence the school continued to function in two modified cattle sheds of the erstwhile Pookot Dairy Project which could hardly accommodate 180 students. Overcrowding of 300 students in the limited space continued.

(1)	(2)	(3)	(4)
Ashram School, Mananthavady (2000)	280	229	The school was functioning in the building of the Pre-Matric Hostel at Thirunelli. Ten acres of land identified had been taken possession (July 2009).

Source: Details from the Department.

Wasteful expenditure on a bridge

In order to provide permanent access to families in four tribal settlements (Akamoola, Chandroth, Kadalkandam and Kayalode) in Kolayad Grama Panchayat in Kannur District to reach nearby areas for their daily needs, Government sanctioned ₹ 17 lakh in October 2005 for the construction of a bridge across Peruvapuzha river from the Tribal Sub-Plan funds*. As the proposed bridge was within a forest area, it was decided to get the work executed through the Forest Department. The construction was done through a convenor of a beneficiary committee under the supervision of the Block Panchayat, Peravoor. The work was completed in January 2007 at a cost of ₹ 17 lakh. The approach road for the bridge was also constructed at a cost of ₹ 4.02 lakh. Due to heavy rain and flash floods, one pier of the bridge sank by 1.5 feet and twisted away from the main slab which made the bridge unsafe for vehicular traffic. Audit found that the bridge was not constructed as per the approved plan and the length of the bridge was reduced to 15 metres against the approved length of 24.5 metres. Though the Project Officer sent a report to the Directorate in July 2007 regarding the lapses in the execution of the bridge, no follow-up action was taken. Thus the expenditure of ₹ 17 lakh incurred on the bridge became wasteful and the tribals of the settlements were denied the benefits of using the bridge. Government stated (October 2009) that action was being taken against the officers responsible for the lapse through the Local Self Government Department.

Grain Bank Scheme

Under the Centrally Sponsored Grain Bank Scheme, the State Government sanctioned (January 2004) ₹ 40 lakh for construction of buildings for setting up 50 Village Grain Banks in selected tribal remote areas in seven districts. The estimated cost of each Grain Bank was ₹ 80,000. During February 2004, the Director of STDD allotted ₹ 40 lakh to five Project Officers and five Tribal Development Officers of the seven districts. In the case of four test-checked

* Plan funds earmarked exclusively for development of Scheduled Tribes.

districts*, four TDPOs and three TDOs released ₹ 21.60 lakh (out of ₹ 31.20 lakh) for construction buildings for 27 out of 39 Grain Banks to the Kerala State Federation of Scheduled Castes and Scheduled Tribes Co-operative Development Societies and the Divisional Forest Office, Munnar. However, construction of buildings for only 13 Grain Banks was completed (March 2009). There was an unspent balance of ₹ 11.20 lakh as of July 2009 in respect of 14 Grain Banks with the implementing agencies. Even the Grain Banks constructed were not made operational as cultivation among tribals was minimal. It was also seen that the TDPOs, Attappady and Kannur could not utilise the funds (₹ 9.60 lakh) allotted to them for construction of buildings at another 12 centres. As the tribals in the State are not involved in cultivation the expenditure incurred on the construction of Grain Banks could not deliver any benefit to the tribals.

Implementation of Statutes

For the protection of tribals and their rights, the Scheduled Castes and the Scheduled Tribes (Prevention of Atrocities) Act, 1989 and the Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 had been enacted by GOI. The implementation of these Acts, in the Tribal Development Offices of the test-checked districts was as indicated below:

The Scheduled Castes and the Scheduled Tribes (Prevention of Atrocities) Act, 1989

The Scheduled Castes and the Scheduled Tribes (Prevention of Atrocities) Act, 1989 defines 15 categories of offences punishable with imprisonment along with fines. The Act also provides for adequate relief in cash/kind or both to victims according to the scale prescribed (July 1997) by Government. The Act envisages setting up of Special Courts at the district level with the concurrence of the Chief Justice of the High Court to try cases of atrocities as well as constituting State/District level Vigilance and Monitoring Committees headed by the Chief Minister/District Collectors to review the implementation of the provisions of the Act. Cases of atrocities are to be disposed of within 30 days from the dates of filing the First Information Reports (FIR). Audit scrutiny revealed the following:

- There were delays of more than one year in filing FIRs and also in giving copies of the same to the Tribal Development Offices in respect of seven out of the 235 cases test-checked. As compensation could be given to the victims only after receipt of copies of FIRs, delays in filing FIRs were likely to affect the rehabilitation of the victims.

* Idukki, Kannur, Palakkad and Wayanad.

- In two cases, FIRs were drafted to exclude the provisions of the Act, which resulted in diluting the gravity of the offences and denial of rehabilitation packages to the victims as envisaged under the Act.
- The rate of conviction was below 10 per cent up to 2007 and 16 per cent in 2008.
- Meeting of District Monitoring Committees which were to be convened every quarter were convened only twice in Idukki and Palakkad Districts. However, in Kannur and Wayanad districts, the meetings were convened as required.

Government stated (October 2009) that instructions were issued to District Collectors to convene meetings of the District Monitoring Committees every quarter.

Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006

According to the Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006, forest-dwelling Scheduled Tribes and other traditional forest-dwellers on all forest lands were to have (a) the right to hold and live in the forest land, (b) the right of ownership and access to collect, use and dispose of minor forest produce, (c) rights for conversion of pattas* or leases to titles, etc. The vesting of such rights was subject to the condition that the Scheduled Tribes or other forest-dwellers had occupied the forest land before 13th December, 2005. The Scheduled Castes and Scheduled Tribes Development Department, in-charge of implementation of the Act, was to collect data relating to forest habitations, conduct socio-economic surveys and prepare development plans for welfare of tribals and other forest-dwellers. As per the Act, the tribals are to submit applications in the gramasabha for vesting of rights and these are to be forwarded to the Forest Rights Committee for consideration. In order to

* Title deed of land.

implement the Act the Government issued (June 2008) a time schedule according to which, new forest villages were to be constituted by 15th February, 2009. The status of implementation of the Act was as follows:

TABLE 3.8: STATUS OF IMPLEMENTATION OF THE FOREST RIGHTS ACT, 2006

<i>Name of ITDP/TDO</i>	<i>Number of settlements</i>	<i>Number of FRCs* formed</i>	<i>Number of applications received</i>	<i>Number of applications considered by FRC</i>	<i>Number of cases surveyed</i>	<i>Record of rights issued</i>
Attappady	58	56	1851	1851	Nil	Nil
Idukki	216	94	10574	47	Nil	Nil
Kannur	72	57	1050	1050	438	Nil
Palakkad	41	34	1474	1474	Nil	Nil
Wayanad	220	109	6949	3305	2455	23

Source: Details collected from the Department

Audit found that in 1247 cases in Wayanad, land could not be surveyed due to objections from the Forest Department. Also, lack of adequate numbers of survey personnel hampered the progress of implementation of the scheme. Government stated (October 2009) that it would distribute all the title deeds by January 2010.

Manpower

The sanctioned strength of staff and men-in-position in the Scheduled Tribes Development Department during the period under review were 1337. No additional staff was provided after 1998 when one post of Senior Superintendent had been sanctioned. Proposals made by the Directorate from time to time for the creation of new posts were not approved. The creation of one separate Tribal Development Office each at Adimali in Idukki district and Alappuzha in Alappuzha district taken up with the Government in May 2000 had not materialised. Even a proposal (2003) for the creation of two posts of Tribal Extension Officers, one each at Bheemanady in Kasaragod district and Thaliparamba in Kannur district, consequent on the addition of Karimpalan, Malavettuvan and Mavilan sects in the Scheduled Tribes list was not sanctioned. Meanwhile, the number of schemes implemented through the department for the

* Forest Rights Committee considers the applications received from the tribals through the gramasabha for vesting of rights under the Act.

welfare of the Scheduled Tribes population increased during the past five years. Government ordered (June 2009) a detailed study by the Personnel and Administrative Reforms Department on the staff pattern and additional requirement of manpower. It stated (October 2009) that additional posts would be sanctioned to make up the shortage of manpower after receipt of the study report.

INTERNAL CONTROL

Internal Audit Wing

The Internal Audit Wing of the department had one Senior Superintendent and one clerk for audit of field offices. No Annual Audit Plan was framed by the department for audit of the field offices. It was found that no audit had been conducted in ITDP, Attappady since 2000-01. The details collected from the Directorate showed that audit was in arrears from 2005-06 in the field offices at Kasaragod, Mananthavady, Muvattupuzha, Nedumangad and Ranni. As many as 451 paragraphs were pending clearance in 26 Internal Audit Reports relating to the field offices.

Though the Director submitted a proposal for additional staff to the Government in February 2009, it had not been approved as of October 2009. The Government ordered the Director to strengthen the Internal Audit Wing, but no follow-up action was taken. According to a circular of June 2005 of the Finance Department, regular review meetings were to be conducted for follow-up action on internal audit reports. However, no such meetings had been conducted.

Audit scrutiny regarding internal control in the department revealed the following:

- The Asset Register, Register of Inspection Reports, Register of Expenditure in Form 12, Register of Liabilities in Form 13, Consolidated Monthly Expenditure in Form 15 and Monthly Return of Expenditure in Form 16 were not maintained in any of the field offices test-checked.
- In ITDP, Kannur, ₹ 82,435 lying idle in six unoperated SB accounts was not credited back to Government account.
- According to Rule 92 (iv) of the Kerala Treasury Code, the Head of Office is required to verify the cash balance at the end of each month physically and record a signed and dated certificate to that effect. In ITDP, Attappady, this procedure was not being followed.

- Rule 130 of the Kerala Treasury Code Volume I provides for double lock of cash chest, custody of keys by two different persons and deposit of duplicate keys in the treasury. These directions were not complied within the Directorate as well as in the other field offices test-checked.
- Administrative Reports are tools to assess the performance of the department and give an opportunity to ascertain the status of implementation of various schemes entrusted to implementing agencies. The preparation of Administrative Reports of the department from 2001-02 onwards was in arrears.

Response to Audit

Principal Accountant General (Audit) conducts audit of the Department of Scheduled Tribes Development and its subordinate offices and major irregularities are reported through Inspection Reports (IRs). There were 138 paragraphs included in 25 IRs pending as of June 2009 as shown in the following table:

TABLE 3.9: PENDING IRs AND PARAGRAPHS

<i>Year</i>	<i>Number of IRs</i>	<i>Number of paragraphs</i>
2004-05	1	3
2005-06	3	20
2006-07	2	15
2007-08	10	38
2008-09	9	62
Total	25	138

Monitoring

The Department and the ITDP/TDOs did not regularly monitor the progress and implementation of the various schemes including utilization of funds placed at the disposal of implementing agencies like Kerala Water Authority, Kerala State Electricity Board, Forest Development Agency, Nirmithi Kendra, etc. The District Missions of the Tribal Resettlement and Development Mission were to furnish monthly progress reports to TRDM showing the physical and financial targets and achievements on or before the tenth of every month. There was a heavy backlog in sending progress reports and the arrears ranged from 3 to 45 months. Lack of effective monitoring resulted in delays in completion of the projects, idling of funds with the agencies, etc.

Conclusion

Though several welfare schemes for drinking water supply, housing for primitive tribals and infrastructure for Model Residential Schools were entrusted along with funds to Government and quasi-Government agencies, the department did not follow-up the implementation of the schemes. The Tribal Resettlement and Development Mission constituted in 2001 to rehabilitate landless tribals, had not prepared any comprehensive Plan for their resettlement. The Mission had not monitored the progress of construction of houses for tribals with the result that 92 per cent of the houses remained incomplete. The department did not monitor the progress of work properly and majority of the schemes remained incomplete for several years and funds remained unutilised.

Recommendations

- The Department should review the progress of various schemes periodically and ensure their completion within the target period.
- Technical supervisors/site managers should be posted in TRDM to ensure the implementation of resettlement and housing scheme effectively.
- The agreements with the implementing agencies should invariably incorporate provisions for liquidated damages in cases of delay and abandoning of works and these should be invoked strictly.
- The State/District Level Vigilance and Monitoring Committees should meet as envisaged to review cases of atrocities against tribals and ensure speedy rehabilitation/payment of compensation to the victims.
- The monitoring mechanism at various levels should be strengthened to ensure that the objectives of the welfare schemes are achieved and the benefits reach the targeted tribal population.

[Audit Paragraph 3.1 contained in the Report of the Comptroller and Auditor General of India for the year ended 31st March, 2009 (Civil)].

Notes furnished by Government on the above audit paragraph is included as Appendix II of this Report.

Regarding Financial Management, the Committee enquired the reason for 9.8 per cent of the total allocation (plan) left unspent in the financial year 2008-2009. The Secretary, Scheduled Tribes Development Department replied that expenditure was much less during 2005-2006 and later on there was increase in expenditure even up to 90%. The Committee then wanted to know the present position. The witness replied that the expenditure during last financial year was 95% and 30% of the allocation of current year was expended till date.

2. Towards the non-settlement of advances, the Committee enquired the present position of it. The Secretary, Scheduled Tribes Development Department responded that the matter was reviewed at Secretary level and circulars were issued instructing to settle the cases at the earliest. He continued that although the amount drawn as advance was utilized, vouchers and bills regarding the same could not be traced out to settle the advance. Responsibility for the lapse had been fixed on the Deputy Director and a Clerk at the Directorate. Revenue Recovery proceedings had been initiated against the Deputy Director who had retired in the meantime and the amount had been recovered from the Clerk with interest.

3. The Director, Scheduled Castes/Scheduled Tribes Development Department added that mainly four cases were pending regarding the non-settlement of advances. With reference to the non-settlement of advance of ₹ 90,000 at ITDP, Kannur, the Secretary, Scheduled Tribes Development Department informed that the then Tribal Extension Officer of Peravur, who retired in the year 2010, was not granted DCRG on his superannuation and he died last week. At this point the Committee doubted whether there was any monitoring system to the effect that the advances drawn were settled in time. It added that many officials had failed to produce vouchers and bills even after the drawal of advances. There might be a chance of missing the bills. The Committee stressed that steps should be taken to settle the advances drawn within 3 months from the date of its drawal.

4. When the Committee asked whether ITDP, Kannur had a huge lump of money as advance to be finalised, the Secretary, Scheduled Tribes Development Department replied that ₹ 90,000 was pending to be adjusted. Steps had been taken to recover the amount with interest from three officials in the year 2011-2012. The Committee further asked whether there was any practice of sanctioning advance even without settling the previously drawn advance. The Secretary, Scheduled Tribes Development Department answered in the negative and added that quite often there might be exceptions though rule never allows it. The Committee directed the department that it should be monitored whether the advances were being settled within 3 months and responsibility should be fixed against the Officer who failed to follow this direction. The Committee directed the Scheduled Tribes Development Department that all the cases pointed out by Audit should be settled within March 31 of the current year and report to the Committee.

5. The Director, Scheduled Castes/Scheduled Tribes Development Department admitted that 26 numbers of Demand Drafts were drawn during March 2009 for the payment of special award to brilliant Scheduled Tribes students and for various instalments of housing grants to beneficiaries. He added that, for the effective utilization of housing grants, an evaluation was conducted for finding out the houses about to be finished within March 31 and DDs were drawn in advance for the last instalment accordingly. Then, these DDs were issued to the beneficiaries as and when the houses were completed. He confirmed that after 2009, the practice of taking DDs in advance was not followed in the Department.

6. The Committee then enquired whether any difficulty was there to find out beneficiaries at different stages of construction under the scheme. The Director, Scheduled Castes/Scheduled Tribes Development Department replied that the first 3 instalments were issued to the beneficiaries at different stages of construction and then the final instalment would be given only after evaluating the progress of the construction. The DDs were drawn for the final instalment anticipating that those houses would be completed soon and the very purpose of this was to settle the expenditure before the end of the financial year. He admitted that 26 DDs had to be retained at ITDP, Kalpetta and 2 DDs at ITDP, Kannur. One of them was cancelled and the amount remitted back as the house was not completed and all other DDs were disbursed. When the Committee enquired why the DDs were retained for a prolonged period of 26 months, the Director, Scheduled Castes/Scheduled Tribes Development Department answered that the DDs were retained in the anticipation that completion certificate would be produced in time by the beneficiary. The Committee severely criticised the Department on retaining the DD's drawn for providing assistance for housing for more than two financial years. It is a clear case of misappropriation of Government fund and urged the Department to take necessary steps to avoid such lapses in future.

7. The Director, Scheduled Castes/Scheduled Tribes Development Department pointed out the difficulties in implementing the project. He explained that the project has to be approved first by the district level working group and then by the state level working group. Then the Committee enquired about the various procedures to be followed for the implementation of schemes in the department. It was informed that the projects suggested by the 'Oorukuttam' were submitted to the District level working group with the recommendation of Tribal Extension Officer. Thereafter it would be submitted to the state level working group. Project proposals exceeding ₹ 25 lakh, required scrutiny by the Planning Board Official and then the proposal would be submitted to the Secretary for approval and issue of Government Order for implementation.

8. The Committee further remarked that if the work would be monitored in every quarter of the financial year and the funds would be allocated quarterly instead of allocating in a single stretch the fund utilisation could have been done more effectively. Owing to the lapse of such a monitoring system, large sum of funds had to be written off at the fag end of every year. Although the Department was constituted 38 years back, it still lack sufficient infrastructure facilities to implement various schemes. The Committee doubted whether the present allocation of funds to the tune of ₹ 20,141 lakh could be properly utilised.

9. The Committee enquired whether the department had a shelf of projects ready for implementation and directed the Secretary, Scheduled Tribes Development Department to select the project at once the budget allocation is charted. As per the procedure, the Directorate would inform the district-wise allocation of funds and in continuation to this TEOs would submit the projects after proper investigation and approval of District Level Working Group for the sanction of State Level Working Group which includes the officials of Planning Board and Finance Department. The Committee pointed out that the time available for the execution would be restricted due to inordinate procedural delay occurs at various levels of approval. The Committee recommended that if a shelf of projects was approved for 5 years, the fund requirement of each district could be calculated in advance and once the budget is passed, the implementation of projects could be started at the beginning of the financial year. For that the existing procedure should be reframed. When the Committee expressed its desire to improve the district level monitoring system, the Director, Scheduled Castes/ Scheduled Tribes Development Department replied that a Charge Officer was appointed for the purpose. The Committee then decided to recommend that staff strength in the department should be enhanced as per the work study to be conducted by P & ARD and necessary facilities should be provide to TEO's.

10. The Committee then wished to be informed of the needs of the 'Oorukkootams'. But it was known that the requirements of the Oorukkootams were presented only to District Level Working Groups. Citing the undue delay in implementing projects, the Committee enquired the reason behind the utilization of the lump amount especially up to 65% of the total allocation during the fag end of the year. It added that the major portion of the fund expended during March would be by transferring of funds to various agencies like Kerala Water Authority, Housing Board, Nirmithi Kendra etc. and there was no monitoring system to examine whether those agencies were spending the amount properly. The Committee wanted to know the proportion of transfer of fund to different agencies at the end of the financial year and also the details of expenditure of such transferred funds.

11. Regarding the construction of houses for the resettlement of tribes, the Witness, Director of Scheduled Castes/Scheduled Tribes Development Department stated that all of the 361 houses allotted at Aralam and 142 out of 149 at Kannur were completed by the TRDM (Tribal Resettlement and Development Mission). In Wayanad, only 48 out of 472 houses were completed, 294 numbers at various stages of construction and 130 numbers had not yet started. Similar is the case with Idukki also, where 221 numbers of houses were at different stages of construction and 139 numbers were not started. The Secretary, Scheduled Tribes Development Department supplemented that ₹ 14.36 crore was allotted to Nirmithi Kendra for the construction of 2557 houses in Kannur but none of them was completed. The Committee expressed its concern that Nirmithi Kendra took enormous time span for the completion of works entrusted with it due to subleasing of work to private agencies. Hence it suggested that it would be better to exempt Nirmithi Kendra from such works.

12. The Committee raised the specific question on the remark of the audit that although project was conceived for the construction of 4128 houses in 6 years, how the number was limited to 346. The Site Manager, TRDM replied that out of the construction of 100 houses taken up by Nirmithi Kendra, 70 were completed. Though the agency claimed that 12 more houses also were completed, fund was not released yet and the contractors had guaranteed to finish the 18 remaining houses if revised estimate at market rate would be granted. He continued that 100 houses at Kalpetta and 142 out of 150 houses at Mananthavadi were also completed and the contractors were ready to take up works of incompleted houses at enhanced estimated rate. Though 578 houses for the Scheduled Tribes people were allotted at Wayanad District; 472 had been started and 48 finished. The construction of 294 houses were at various stages.

13. The Committee further brought attention to the difficulties in the implementation of housing scheme for the tribes. As the houses were constructed at very high places, the allotted amount for construction was not enough due to the hike in the expense to bring the materials to such a high altitudes. The Committee observed that albeit tribals were provided with Government land, many of them in our State remain landless. To provide them all with land, acquiring of private land would be necessary. Indicating that no land would be available @ ₹ 6,000 per cent, the rate fixed by Government for land acquisition, the Committee urged the Department to take necessary steps to acquire private land at market rate for the resettlement and development of landless tribals. While the Committee visited certain sites at Wayanad district it was informed that the major problems in the implementation of the project was the scarcity of water, difficulties in bringing the building material to the work sites increased labour charges etc. Earlier, grant for the construction was ₹ 75,000 which would be given in two instalments.

Now it was enhanced to ₹ 2.5 lakh which would be distributed in 5 stages. The Committee was informed that 350 families had been given the first instalment of 10% for basement construction and 91 families had been given the second instalment.

14. The Committee opined that while planning re-settlement and housing scheme for the tribes, essential infrastructure facilities like water connection, electricity etc. should also be ensured as in the case of facilitating land for industrial purpose. The Committee criticised the irresponsible attitude of the department and wanted to furnish the panchayat-wise details of the number of houses allotted, number of houses completed, number of houses occupied and of the infrastructure facilities provided in those houses demanded. When noticed that the comprehensive development packages for resettlement sites for tribals were prepared and implemented by District Missions under the Chairmanship of District Collectors, it opined that District Collectors who are otherwise engaged, could not give special attention on these matters. So the Committee decided to recommend to appoint a Deputy Collector exclusively for this purpose under the control of District Collector. It also directed the department that follow-up study should be conducted to monitor whether the land and houses allotted to the tribes were occupiable or not.

15. Indicating the irresponsible approach shown by the department in the acquisition of land for primitive tribes, the Committee decided to visit certain sites at Wayanad District to inspect the works of TRDM. The Committee then empathetically asked why the construction of houses undertaken was for merely 1414 where the total number of land and house allotted was 2557. The Secretary, Scheduled Tribes Development Department reported that although 2500 tribals were granted land for construction of houses, many of them were reluctant to occupy the land. In Wayanad, 400 tribals who were assigned renovation of land, were hesitated to abandon their ancestral land. But the Committee rejected the department's views and expressed that if appropriate habitat ensuring basic necessities such as facility for proper education to their children be granted, they would accept the Government offer. To the Committee's query regarding the area of land allowable to them, the Director, Scheduled Castes and Scheduled Tribes Development Department answered that one acre of land was provided to each of them. The Committee directed the department to conduct a study on the resettlement and housing of the tribals. Emphasizing the earlier decision of the Committee to visit tribal areas where problems exist, the Committee urged the department to intimate at an early date, the present status of plots remaining for house construction, in 4233 acres of land allotted by the Government.

16. When the Committee enquired about the details of acquired land for the tribes, the Director, Scheduled Castes/Scheduled Tribes Development Department stated the helplessness of the department that the price demanded by the sellers were four times higher than the amount allowed by the Government for the purpose. To a query of the Committee, about the surplus land of 6.5 lakh acres the Secretary, Scheduled Tribes Development Department replied that during 2003-04, the State Government had submitted a proposal to the Central Government for acquiring 13000 hectares of restricted forest land to distribute among the tribals. The Union Ministry of Forest and Wildlife Department had issued sanction for the distribution of 7000 hectares of land. At this juncture the Committee expressed its decision to have a meeting with the agencies like KESNIK, District Nirmithi Kendra, etc. who were entrusted with the construction of houses for the tribals during the visit in Wayanad.

17. Summing up the points, the Committee evaluated that the department need to implement a fresh plan to construct houses on the basis of modern architecture for the rehabilitation of the tribals after acquiring a large area of land as in the case of industrial estate without considering cost per unit. The Committee further emphasized that as the tribes wish to live in group, the construction of houses should be in cluster basis and separate land for cultivation should be provided. It would facilitate the easy providing of electricity and water supply for them. The Committee concluded that the Scheduled Tribes are not aware of the social and political changes. Stressing the need for conducting awareness programme among them, the Committee decided to submit a proposal for the betterment of the living standard of Scheduled Tribes after making an on-spot study at Wayanad.

18. When the Committee desired to be informed of whether primitive tribals were willing to dwell in the houses constructed for them with central assistance, the Director informed that 'Cholanaykar' tribe had been rather reluctant. Indicating the lethargic attitude of the department in housing projects, the Committee enquired the feasibility of constructing houses having plinth area of 300 sq. feet at a rate of ₹ 90,000. The Director replied that at present the allotment had been enhanced to ₹ 2.5 lakh, but they were hesitant to live in sheet-roofed houses. He continued that houses of required measurement would cost at least ₹ 6 lakh. He also pointed out the difficulties in tribal housing scheme which was implemented in two ways. In one method, the amount was directly sanctioned to the beneficiaries, they would hand it over to some contractor, who in turn would end up the work unfinished. Another method is to entrust the work with some agencies. In that case also result would be the same.

19. When the Committee enquired whether any other agency took up the work of tribal housing other than Nirmithi Kendra, the Director answered that Dr. Swaminathan Foundation did. The Committee then decided to recommend the department to take steps to involve the tribes in the construction and designing of houses, rather than allotting houses constructed on somebody else's plan, so that they would get a commitment in it. The Director, Scheduled Castes/Scheduled Tribes Development Department replied that it needed a behavioural change in them to involve themselves in developmental activities. When enquired about the primitive tribal areas of Wayanad, the Director informed that Pulpally, Bathery, Mannikunni and Vellamunda were the colonies inhabited by the primitive tribals. Regarding the query of the Committee about social activists for conscientising the tribes, the Director, Scheduled Castes/Scheduled Tribes Development Department answered that 1007 persons were appointed at monthly rate of ₹ 4,500 who were later termed as 'tribal promoters'. The Committee suggested to appoint more persons as 'tribal promoters' comprising at least 2 persons each from every colony. Regarding the implementation of central assistance for facilitations of the basic needs of the primitive tribals, the Director, Scheduled Castes/Scheduled Tribes Development Department explained that in order to fulfil the basic requirements and health services of the primitive tribals, the Central Government had allotted ₹ 148 crore. Among the three components in the implementation of Central Scheme, the first one is facilitating infrastructure facilities comprising of land, housing, water supply and electricity, which would be taken up by the concerned departments. The second component comprising of providing health services, the third one aimed at educational needs. He further informed the Committee that Government had designed a special package under which 2500 houses would be constructed for the welfare of the most backward of the tribes including 'Adiya' and 'Paniya', and would be allotted one crore rupee each for selected colonies for developing them as model colonies.

20. Regarding Attappadi Health Project, admitting the objections raised in Audit Paragraph, the Director, Scheduled Castes/Scheduled Tribes Development Department informed that the required number of doctors were not available in the hospital at Attapadi. The Committee enquired whether there was any progress in Attapadi health project after the Health Department had taken over the administration of the hospital and analysed that the main reason for the non-availability of doctor was lack of proper accommodation facilities. When enquired about the progress of construction of the quarters, the Director, Scheduled Castes/Scheduled Tribes Development Department stated that it was not yet started. The Committee reprimanded the department for not taking adequate measures for providing minimum essential facilities for the well functioning of a hospital.

The Committee was astonished to note that it took 12 years to prepare the estimate for the construction of quarters and remarked that the person responsible for the inordinate delay should not be left scot-free. The Director, Scheduled Castes/Scheduled Tribes Development Department informed the Committee that Attapadi Health Project had been envisaged to implement in two phases. The first phase being the construction of hospital and the second phase being the construction of quarters. The Committee then directed the department to furnish the whole details regarding the proposal for the construction of hospital with its present status at an early date.

21. Regarding the "Giridhara Project" at Wayanad, the Director, Scheduled Castes/Scheduled Tribes Development Department stated that the project was entrusted to Socio Economic Unit Foundation because it was a condition laid down by the Central Government to entrust the work to an NGO for granting fund.

22. During its visit to Wayanad, the Project Officer, ITDP submitted to the Committee that Giridhara Drinking Water Supply Scheme was being implemented by the Panchayats. He stated that the project had been launched in 10 panchayats and the file relating to the project was taken by the Vigilance Department for enquiry. To the query of the Committee about the agency engaged in drinking water supply in Idukki district, the Director answered that Water Authority had taken up the work and in 11, out of 12 colonies, the project was commissioned.

23. Towards the audit objection regarding education, the Director, Scheduled Castes/Scheduled Tribes Development Department admitted that the building construction is progressing except for Schools at Pookot and Mananthavady mentioned in the audit paragraph. He also assured that the buildings of Kulathoopuzha and Ettumanoor Schools would be completed before 31st December, 2012.

24. At this juncture, the Committee cited an instance of non-utilization of an amount of ₹ 25 lakh allotted for the building construction of Model Residential Schools at Wayanad. The Director, Scheduled Castes/Scheduled Tribes Development Department replied that out of 18 Model Residential Schools in the State 16 were having their own-buildings. The Secretary, Scheduled Tribes Development Department added that out of the three blocks of hostel, academic block and mess, constructing in Kulathoopuzha, the works of hostel building was not yet completed. The students accommodated in an old building was now shifted to hostel complex. He added that number of students of the Model Residential Schools at Thirunelly and Pookot were 298 and 276 respectively. The Secretary, Scheduled Tribes Development Department continued that construction of a building for the Model Residential Schools, Pookot was sanctioned in 2003-04 and

the construction works could be completed if the fund transfer was accorded at an early date. He again informed that Model Residential Schools spans classes from 5 to 12. As the Committee suggested that the tribal students should be educated in Government schools mingling with other pupil so that their academic standards could be improved accordingly, the Secretary, Scheduled Tribes Development Department answered that more or less 5000 students are studying in remote and inaccessible areas. He continued that other tribal students studying in Government/Aided Schools were being given scholarships.

25. During its visit to Wayanad, the Committee was informed that the work of Noolpuzha Rajiv Gandhi Memorial Ashram School was entrusted with PWD. As the contractor demised before its completion, the work was re-tendered. The revised estimate for ₹ 350 lakh is under submission for approval. The Committee was informed that in the Rajiv Gandhi Ashram School, Noolpuzha, 447 pupils comprising of 225 boys and 222 girls were boarding against the accommodation facility of 150. The work of hostel building was not completed yet. He further cited the excellent academic success of the institutions which included 100% victory in 10th standard and 80% victory in Plus Two. Another point put forth during evidence was the necessity of providing a vehicle for the school to take students to hospital in case of emergency since the school located in a remote area. The Committee decided to recommend for sanctioning ₹ 350 lakh for completing the works of the Rajiv Gandhi Ashram School, Noolpuzha. Then the Committee wanted to know the present stage of Ekalavya Residential School at Pookot. The Grama Panchayat President, Pookot replied that it needed a revised estimate of ₹ 250 lakh, and the land could not be located till now.

26. The Committee asked about the steps taken by the department regarding irresponsible approach in construction of the bridge across Peruvapuzha river in Kannur district. The Secretary, Scheduled Castes/Scheduled Tribes Development Department answered that the project was implemented by the Rural Development Department. When the Committee urged the department to initiate disciplinary proceedings against those responsible for this corruption, the Secretary, Scheduled Tribes Development Department informed that this case was under Vigilance enquiry. The Committee wanted the department to furnish the details of the personnel, taking the decision to reduce the length of the bridge from 24.5 m. to 15 m. and of whether the department had any supervision on the construction of work after entrusting the same work to some agency. The Director, Scheduled Castes/Scheduled Tribes Development Department replied that Scheduled Castes Development Department had no engineering wing whereas in Scheduled Tribes Development Department such a wing was functioning.

27. The Committee then enquired whether the building constructed for Grain Banks could be utilized for any other purpose. The Secretary, Scheduled Tribes Development Department replied that out of the 37 Grain Banks constructed, 21 were used for storage purpose and the rest were used as community centres as well as for social purpose. The Committee opined that the Grain Bank Scheme was a Centrally Sponsored Scheme intended for certain specific purpose. The Committee severely criticized the department for not conducting any feasibility study before implementing the Grain Bank Scheme in Kerala. When the Committee enquired whether construction of any building for the purpose was still in progress, the Secretary answered that the central fund was refunded. The Committee demanded the department to furnish a detailed report as to what purposes the buildings constructed for Grain Banks were being used at present.

28. As the Committee desired to have a detailed investigation on the atrocities against the tribes, it specifically wanted an exhaustive report on the number of cases registered, number of cases under trial, the number of cases convicted and the amount of compensation under the Scheduled Castes and the Scheduled Tribes (Prevention of Atrocities) Act, 1989 during the last 10 years. The Secretary, Scheduled Castes Development Department informed that FIR was filed in 5272 cases and out of which 220 cases were disposed off by the police without filing charge sheet. Out of the charge sheeted 5052 cases, 140 were convicted and 1096 acquitted. She continued that 94 cases from the year 2005 were pending and 1310 cases from 2003 were under trial. When the Committee enquired whether the cases for Scheduled Castes and Scheduled Tribes people were separated, the Secretary answered that though separate list was with the department, it was not readily available.

29. The Committee, then asked, whether the department had statistics of the Scheduled Tribes people who were imprisoned. The Secretary, Scheduled Castes Development Department answered that the details of the cases of atrocities against Scheduled Castes/Scheduled Tribes people only was readily available at hand. She continued that 1002 cases were charged against Scheduled Tribes and 4606 cases were charged against Scheduled Castes. She affirmed the remarks of the Committee that about half of the cases in which FIR had been registered were withdrawn at the police station. Regarding the question on compensation issued to Scheduled Tribes under the Act, the Secretary, Scheduled Castes Development Department answered that ₹ 2,78,15,400 for Scheduled Castes and ₹ 3,71,26,933 for Scheduled Tribes was disbursed as compensation. She added that there was a 50% Centrally Sponsored Scheme for the welfare of the Scheduled Castes/Scheduled Tribes. Out of the various components of the Centrally Sponsored

Scheme, the amount allocated for relief would be used for compensation. When she informed the Committee that the amount was disbursed to the respective District Officers of the Scheduled Castes/Scheduled Tribes Development Department, the Committee demanded a detailed report of compensation distributed to Scheduled Tribes people incorporating district-wise details.

30. At this juncture, the Committee logically raised a question on what steps had been taken to prevent atrocities against people belongs to Scheduled Castes/Scheduled Tribes. The Secretary, Scheduled Castes Development Department informed that awareness programmes were being conducted as a joint venture of Scheduled Castes/Scheduled Tribes Development Department and Police Department. She added that Seminars and workshops were also being conducted to inculcate awareness for enabling the tribes against atrocities. The Committee sardonically expressed that majority of cases under 'Prevention of Atrocities Act' were withdrawn at police station and the charge-sheeted cases were not being convicted due to failure on the part of officials in producing proper evidence.

31. The witness, the Inspector General of Police (Protection of Civil Rights) gave a detailed description regarding the cases registered under the Scheduled Castes and Scheduled Tribes (Prevention of Atrocities) Act, 1989. It was noted that the conviction cases of atrocities against Scheduled Tribe people had been mitigated during the course of years. He added that during 2011 an amount of ₹ 10 lakh was allotted to each district to distribute as compensation to the victims of atrocities and also to those who appeared as witness, which was issued directly from the police department. The Secretary, Scheduled Castes Development Department continued that though there was no specific remarks as to whether the witness summoned at police station or at court was eligible for compensation be disbursed; everybody came forward as witness was disbursed the amount of ₹ 500. The witness, the Inspector General of Police, remarked that since monitory benefit was offered to witness by the police, many were ready to come forward.

32. The Committee then enquired whether the witnesses being defected after collecting the money from the police, Inspector General of Police, answered that money should be given to the witness on production of a certificate to the effect, even if he defected. He added that if delay occurred in the distribution of witness charges, people might be reluctant to come again. The Committee rightly pointed out that the witness compensation had been largely misused.

33. The Committee then raised the objection in audit that there had been much delay in filing FIR in atrocity cases and remarked that in 235 cases there had been delay in producing copy of FIR to Tribal Development Officers.

The Committee further criticized the lethargic attitude of the Department in convening district level vigilance and monitoring Committees. Regarding delay in filing FIR, the Superintendent of Police, Special Cell replied that delay was being rectified. At present, copy of FIR would be forwarded to the TDO the very day of registration of cases and its copy would also be made available to the District Collector.

34. The Secretary, Scheduled Castes Development Department added that the section under which the case registered need to be included in the FIR, since the compensation would be disbursed only when sections related 'Prevention of Atrocities Act, being included in the FIR. She then informed the Committee that although provision from Prevention of Atrocities Act was being included in FIR in many cases such provisions would not be there while producing charge sheet of the case in court.

35. The Committee directed the Home Department to be more vigilant in drafting FIR. Necessary provisions should invariably be included in it, so that the victims of atrocities could get the compensation.

36. As the Committee raised the question about the number of cases in which Records of Rights to Forest dwellers were issued, the Secretary, Scheduled Castes Development Department replied that in 23143 cases, records of right were issued. The criterion followed was 10 acres of land or actual possession of land whichever is lesser. To a query of the Committee, she further informed that the Records of Rights had been issued only to tribals even though the Act allows it to non-tribals.

37. Pointing out the delay occurred in project implementation, the Committee expressed dissatisfaction at the work load exerted to the Tribal Extension Officers. Only 48 TEOs are available in the State to handle all the problem of Scheduled Tribes people at field level. The Committee further was brought attention to the occupational difficulty of Tribal Extension Officers stressing that the office of TEO is a single man office who needs to work 3 days at field and 3 days at office.

38. Admitting the sheer criticisms framed by the Committee, the Secretary, Scheduled Tribes Development Department deplored that although the P&ARD had recommended for the enhancement of staff strength of Scheduled Tribes Development Department, it could not be materialized and the present staff strength was only 1447. He added that when this matter was referred to the Finance Department they rejected the proposal suggesting the Department to adjust with the present staff. He also admitted that the budget allocation of the Department had been enhanced 3 times in the last 4 years. The deficiency in staff strength was a major problem in implementing various projects as envisaged.

39. The Committee decided to recommend to create some additional posts in Scheduled Castes/Scheduled Tribes Development Departments on the basis of the work study conducted by P & ARD.

40. The Committee enquired whether the ineffectiveness of the Internal Audit Wing is owing to less staff strength and whether any proposal for post creation was pending with the Finance Department. The Secretary, Scheduled Castes Development Department replied in the affirmative and stated that the Finance Department urged to re-deploy the staff of Scheduled Castes/Scheduled Tribes Development Department instead of post creation. The Committee directed the department to examine whether the re-deployment of the existing staff of the Scheduled Castes/Scheduled Tribes Development Department could be effectively done and it should be completed within 6 months. It also decided to recommend that necessary posts should be created for the effective functioning of the internal audit wing if re-deployment would not be practical.

41. The Committee informed that Action Taken Statement for 138 audit paragraphs was pending to be furnished. The Secretary, Scheduled Castes Development Department assured the Committee that they were conducting district-wise meeting of the department officials to clear the audit paras and recommendations.

Conclusions/Recommendations

42. **The Committee observes that though considerable amount is provided every year as Central and State share for the benefit of the Scheduled Tribes, their living standard is not much improved. It feels pity on the fact that even after decades since we got independence, the goal to bring the Scheduled Tribes to the mainstream could not be achieved. It views with grave concern that declining trend in fund utilization, lack of vision and improper planning in the implementation of projects etc., worsen the situation. So the Committee urges the Scheduled Tribes Development Department to take scrupulous effort for the effective utilization of funds and also implementation of projects for the betterment of the lives of the tribal people. Regarding the non-settlement of advances, the Committee was informed that the department had no monitoring mechanism to check whether the advances drawn were settled in time, and non-submission of vouchers and bills in time delays the settlement of contingent bills indefinitely. The Committee recommends the Scheduled Tribes Development Department to take adequate steps to settle the advances within three months from the date of its drawal. It also directs the department to adhere with the directions and proposes that if anyone, failed to follow the direction, responsibility should be fixed and disciplinary action should also taken against him. The Committee urges the department to settle the cases pointed out by the Audit before the end of the current financial year and the same should be reported.**

43. The Committee observes that the retention of the DD's drawn for tribal housing for more than two financial years as a clear case of misappropriation and exhorts the department to take necessary steps to avoid such lapses in future. The Committee points out that the department is mishandling Government money and wants to be informed on the details of budgetary provision under pooled fund, its expenditure, excess, etc. pertaining to Wayanad district.

44. The Committee perceives that there occurs delay in project implementation, that 65% of the total allocation was utilized during the fag end of the financial year. It suggests that the fund for various projects should be distributed quarterly rather than providing in a single stretch so that it could be utilized more effectively. It remarks that there occurs inordinate procedural delay at various levels of approval for the implementation of the project and if a shelf of projects for five years was approved, the fund requirement of each district could be calculated in advance and thereby implement the project within no time after passing the budget every financial year. The Committee observes that it is high time to restructure the present mode of implementation of projects for the welfare of the tribals. It directs the ST Development Department to furnish the details of effective measures taken in this regard.

45. The Committee analyses that there is no monitoring mechanism to check whether the fund allotted for various projects was utilized effectively or not. Hence major portion of the fund allotted either get lapsed or shown as expenditure simply by transferring it to various agencies like Kerala Water Authority, Housing Board, Nirmithi Kendra etc. In these cases, nobody watches whether the fund is utilized timely and effectively for the purpose for which it is transferred. Then the Committee persuades the department to furnish with the details of expenditure of such transfers and the proportion of fund so transferred.

46. Towards the problems regarding re-settlement of tribals, the Committee opines that Nirmithi Kendra, who is entrusted with the construction of houses has not achieved the targets. It expresses its concern towards the working of Nirmithi Kendra that they took too much time for the completion of works due to sub-leasing of works to private agencies. It opines that had the construction works been entrusted directly with the private agencies, it could have been completed in a better way. The Committee suggests to exempt Nirmithi Kendra from such works. Pointing out the delay, the Committee demands a detailed report regarding resettlement package right from the beginning to the current scenario with

the number of beneficiaries. It also urges the department to take necessary steps to acquire private land at market price for the rehabilitation of the landless tribes.

47. During its visit to Wayanad District, the Committee noticed that the people evicted from the site of Karappuzha Irrigation Project in the year 1976, were not rehabilitated yet. So it recommends that the Revenue and Scheduled Tribes Development Department to start a concerted effort to construct houses and resettle the landless tribes who were evicted from their paternal land for the implementation of the Karappuzha Irrigation Project.

48. The Committee also stresses the need for a proper planning while formulating resettlement and housing schemes so that basic facilities like running water, electricity etc. should be ensured. The Committee condemns shoddy way of project execution by the Scheduled Tribes Development Department and recommends for a clear cut vision and pre-fixed priority so that no sooner than funds received, the projects could be started. The Committee was informed that comprehensive development packages for each resettlement site are prepared and implemented by the District Missions under the Chairmanship of the District Collector and as the District Collectors are otherwise engaged, they could not be able to involve in the resettlement process effectively. So it recommends to appoint a Deputy Collector exclusively for the purpose under the control of the District Collector. The Committee also directs the department to conduct a follow-up study to monitor whether the land and houses allotted were occupiable or not.

49. Regarding the arguments of the witness that the tribes are reluctant to occupy the land, the Committee rejects the same and opines that they will accept the offer if the department will provide the facilities to fulfil their basic necessities. The Committee also suggests that awareness programmes should be conducted among tribes to educate them about their legitimate rights.

50. The Committee also directs the department to conduct a study on the re-settlement and housing of tribes and to furnish the details of the present status of land where the construction is not yet started. The Committee emphasises the construction of houses on cluster basis as the tribes like to live in groups and separate land for cultivation should also be provided. It suggests that the rehabilitation package for tribes should be designed in such a way that houses should be constructed in accordance with modern architecture by acquiring large area of land as in the case of industrial estate without considering the cost per unit. The Committee realises

that the amount allotted for the construction of house is inadequate as the houses are constructed at very high and remote places and emphasises the need for disbursing conveyance allowances to houses under construction. It recommends that the department should submit a fresh proposal for housing in consultation with the Grama Panchayats.

51. The Committee directs the department to conduct an on the spot study and to submit a proposal for enhancing the living condition of Scheduled Tribes. The Committee expresses its anguish over the irresponsible attitude of the department officials in the implementation of housing scheme for tribes and suggests to furnish with the details regarding the number of houses allotted, number of houses completed, number of houses occupied and the infrastructure facilities provided in those houses in each Grama Panchayat of Wayanad district. It also remarks that plans for the welfare of Scheduled Tribes should be charted according to the needs of tribes arrived at the Oorukuttams.

52. The Committee also recommends to involve tribes in the construction and planning of houses so that the inhabitants there will get a commitment in it. It recommends to appoint more tribal promoters comprising at least 2 persons each from every colony. The Committee was informed about a special package for developing selected colonies belonging to the most backward among tribes like Adiya and Paniya as model colonies. The Committee urges the Scheduled Tribes Development Department to furnish a review report on the steps taken for achieving the goal, whether the activities done so far were up to the mark for the upliftment of the living standards of the people belonging to those colonies, flaws if any noticed and the corrective measures taken in this regard.

53. The Committee remarks that in a remote area like Attappadi nobody could be insisted to render service. It feels astonished to note that it took 12 years to prepare the estimate for the construction of staff quarters for the hospital at Attappadi and remarks that the person responsible was left Scot-free. The Committee reprimands the department for not taking any step to provide minimum essential facilities for the well-functioning of a hospital. The Committee urges the department to forward the details regarding the proposal for the construction of the hospital at Attappadi from the very beginning to the present status at the earliest.

54. **The Committee directs the Scheduled Tribes Development Department to furnish the present stage of the Vigilance enquiry in connection with the implementation of the Giridhara Drinking Water Supply and Sanitation Project at Wayanad.**

55. **The Committee urges the Scheduled Tribes Development Department to inform whether the construction works of the Model Residential Schools have been completed with details of functioning of each school. The Committee prefers the study of Scheduled Tribes pupil in Government Schools rather than in special schools for them. It directs that land should be identified for the Ekalavya Model Residential School, Pookot at the earliest and the fund allotted for the purpose should be transferred on this account. The Committee also recommends to sanction ₹ 350 lakh for the completion of Rajiv Gandhi Memorial Ashram School at Noolpuzha.**

56. **While examining the Audit Para regarding wasteful expenditure of a bridge across Peruvapuzha River, Kolayad Grama Panchayat in Kannur District, the Committee exhorts the department to furnish the details regarding the person who decided to reduce the length of the bridge from 24.5 m. to 15 m. and present status of the vigilance enquiry in this regard.**

57. **The Committee observes that under the centrally sponsored Grain Bank Scheme, State Government released fund for the construction of building for the Grain Banks to the Kerala State Federation of Scheduled Castes and Scheduled Tribes Co-operative Development Societies and the buildings constructed by them left unoperational as the tribes in our state are not involved in cultivation. It severely criticises the department for not conducting any feasibility study before implementing the same in Kerala. The Committee demands the department to furnish a detailed report regarding the purpose for which the building constructed for grain banks are being used.**

58. **It demands a district wise detailed report regarding the compensation released to people belonging to Scheduled Tribes who are victims of atrocities. It also notices that majority of atrocity cases are retracted at the police station itself and registered cases are not convicted due to lack of proper evidence. The Committee also points out that in majority of cases witness compensation is being misused.**

59. The Committee criticizes the lethargic attitude of the department in convening District Level Vigilance and Monitoring Committee. It directs the Scheduled Tribes Development Department to take necessary steps to convene the State Level and District Level Vigilance and Monitoring Committees promptly to review the case of atrocities against tribes and to ensure the provisions of the Scheduled Castes and Scheduled Tribes (Prevention of Atrocities) Act, 1989 is implemented effectively. The Committee urges the Home Department to be more vigilant in drafting FIR and also to avoid delay in filing FIR. It also emphasises to incorporate necessary provisions of Atrocities Act in the FIR so as to ensure speedy and reasonable payment of compensation to the victims. It also urges that copy of the FIR should be forwarded to Tribal Development Offices without delay.

60. While the witness brings to the notice of the Committee that shortage of manpower is the reason for the delay in project implementation, the Committee recommends to create additional posts in the Scheduled Tribes Development Department in accordance with the study conducted by P & ARD in this behalf. The Committee understands that the internal audit wing in the Scheduled Tribes Development Department is inactive due to deficiency of staff. So it directs the department to examine whether the redeployment of the existing staff for this purpose can be done. The Committee also recommends that if redeployment is not possible within 6 months, necessary posts may be created for the effective functioning of the Internal Audit Wing.

61. In the light of the experience gathered from the visit to Wayanad District, the Committee stresses the need for restructuring the roads at the tribal colonies with a special package of roads for Sugandhagiri Estate. It suggests to include road maintenance as an item in the Mahatma Gandhi National Rural Employment Programme, so that it could be done without much finance.

Thiruvananthapuram,
28th January, 2014.

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

APPENDIX I

SUMMARY OF MAIN CONCLUSION/RECOMMENDATION

<i>Sl. No.</i>	<i>Para No.</i>	<i>Department concerned</i>	<i>Conclusion/Recommendation</i>
(1)	(2)	(3)	(4)
1	42	SC/ST Development	The Committee observes that though considerable amount is provided every year as Central and State share for the benefit of the Scheduled Tribes, their living standard is not much improved. It feels pity on the fact that even after decades since we got independence, the goal to bring the Scheduled Tribes to the mainstream could not be achieved. It views with grave concern that declining trend in fund utilization, lack of vision and improper planning in the implementation of projects etc., worsen the situation. So the Committee urges the Scheduled Tribes Development Department to take scrupulous effort for the effective utilization of funds and also implementation of projects for the betterment of the lives of the tribal people. Regarding the non-settlement of advances, the Committee was informed that the department had no monitoring mechanism to check whether the advances drawn were settled in time, and non-submission of vouchers and bills in time delays the settlement of contingent bills indefinitely. The Committee recommends the Scheduled Tribes Development Department to take adequate steps to settle the advances within three months from the date of its drawal. It also directs the department to adhere with the directions and proposes that if anyone, failed to follow the direction responsibility should be fixed and

(1)	(2)	(3)	(4)
			disciplinary action should also taken against him. The Committee urges the department to settle the cases pointed out by the Audit before the end of the current financial year and the same should be reported.
2	43	SC/ST Development	The Committee observes that the retention of the DD's drawn for tribal housing for more than two financial years as a clear case of misappropriation and exhorts the department to take necessary steps to avoid such lapses in future. The Committee points out that the department is mishandling Government money and wants to be informed on the details of budgetary provision under pooled fund, its expenditure, excess etc., pertaining to Wayanad district.
3	44	,,	The Committee perceives that there occurs delay in project implementation, that 65% of the total allocation was utilized during the fag end of the financial year. It suggests that the fund for various projects should be distributed quarterly rather than providing in a single stretch so that it could be utilized more effectively. It remarks that there occurs inordinate procedural delay at various levels of approval for the implementation of the project and if a shelf of projects for five years was approved, the fund requirement of each district could be calculated in advance and thereby implement the project within no time after passing the budget every financial year. The Committee observes that it is high time to restructure the present mode of implementation of projects for the welfare of the tribals. It directs the Scheduled Tribes Development Department to furnish the details of effective measures taken in this regard.

(1)	(2)	(3)	(4)
4	45	SC/ST Development	<p>The Committee analyses that there is no monitoring mechanism to check whether the fund allotted for various projects was utilized effectively or not. Hence major portion of the fund allotted either get lapsed or shown as expenditure simply by transferring it to various agencies like Kerala Water Authority, Housing Board, Nirmithi Kendra etc. In these cases, nobody watches whether the fund is utilized timely and effectively for the purpose for which it is transferred. Then the Committee persuades the department to furnish with the details of expenditure of such transfers and the proportion of fund so transferred.</p>
5	46	„	<p>Towards the problems regarding resettlement of tribals, the Committee opines that Nirmithi Kendra, who is entrusted with the construction of houses has not achieved the targets. It expresses its concern towards the working of Nirmithi Kendra that they took too much time for the completion of works due to sub-leasing of works to private agencies. It opines that had the construction works been entrusted directly with the private agencies, it could have been completed in a better way. The Committee suggests to exempt Nirmithi Kendra from such works. Pointing out the delay, the Committee demands a detailed report regarding re-settlement package right from the beginning to the current scenario with the number of beneficiaries. It also urges the department to take necessary steps to acquire private land at market price for the rehabilitation of the landless tribes.</p>

(1)	(2)	(3)	(4)
6	47	Revenue, SC/ST Development	During its visit to Wayanad District, the Committee noticed that the people evicted from the site of Karappuzha Irrigation Project in the year 1976, were not rehabilitated yet. So it recommends that the Revenue and Scheduled Tribes Development Department to start a concerted effort to construct houses and resettle the landless tribes who were evicted from their paternal land for the implementation of the Karappuzha Irrigation Project.
7	48	SC/ST Development	The Committee also stresses the need for a proper planning while formulating resettlement and housing schemes so that basic facilities like running water, electricity etc., should be ensured. The Committee condemns shoddy way of project execution by the ST Development Department and recommends for a clear cut vision and pre-fixed priority so that no sooner than funds received, the projects could be started. The Committee was informed that comprehensive development packages for each re-settlement site are prepared and implemented by the District Missions under the Chairmanship of the District Collector and as the District Collectors are otherwise engaged, they could not be able to involve in the resettlement process effectively. So it recommends to appoint a Deputy Collector exclusively for the purpose under the control of the District Collector. The Committee also directs the department to conduct a follow up study to monitor whether the land and houses allotted were occupiable or not.

(1)	(2)	(3)	(4)
8	49	SC/ST Development	Regarding the arguments of the witness that the tribes are reluctant to occupy the land, the Committee rejects the same and opines that they will accept the offer if the department will provide the facilities to fulfil their basic necessities. The Committee also suggests that awareness programmes should be conducted among tribes to educate them about their legitimate rights.
9	50	„	The Committee also directs the department to conduct a study on the resettlement and housing of tribes and to furnish the details of the present status of land where the construction is not yet started. The Committee emphasises the construction of houses on cluster basis as the tribes like to live in groups and separate land for cultivation should also be provided. It suggests that the rehabilitation package for tribes should be designed in such a way that houses should be constructed in accordance with modern architecture by acquiring large area of land as in the case of industrial estate without considering the cost per unit. The Committee realises that the amount allotted for the construction of house is inadequate as the houses are constructed at very high and remote places and emphasises the need for disbursing conveyance allowances to houses under construction. It recommends that the department should submit a fresh proposal for housing in consultation with the Grama Panchayats.

(1)	(2)	(3)	(4)
10	51	SC/ST Development	The Committee directs the department to conduct an on the spot study and to submit a proposal for enhancing the living condition of Scheduled Tribes. The Committee expresses its anguish over the irresponsible attitude of the department officials in the implementation of housing scheme for tribes and suggests to furnish with the details regarding the number of houses allotted, number of houses completed, number of houses occupied and the infrastructure facilities provided in those houses in each Grama Panchayat of Wayanad district. It also remarks that plans for the welfare of Scheduled Tribes should be charted according to the needs of tribes arrived at the Oorukuttams.
11	52	„	The Committee also recommends to involve tribes in the construction and planning of houses so that the inhabitants there will get a commitment in it. It recommends to appoint more tribal promoters comprising at least 2 persons each from every colony. The Committee was informed about a special package for developing selected colonies belonging to the most backward among tribes like Adiya and Paniya as model colonies. The Committee urges the Scheduled Tribes Development Department to furnish a review report on the steps taken for achieving the goal, whether the activities done so far were up to the mark for the upliftment of the living standards of the people belonging to those colonies, flaws if any noticed and the corrective measures taken in this regard.

(1)	(2)	(3)	(4)
12	53	SC/ST Development	The Committee remarks that in a remote area like Attappadi nobody could be insisted to render service. It feels astonished to note that it took 12 years to prepare the estimate for the construction of staff quarters for the hospital at Attappadi and remarks that the person responsible was left Scot-free. The Committee reprimands the department for not taking any step to provide minimum essential facilities for the well-functioning of a hospital. The Committee urges the department to forward the details regarding the proposal for the construction of the hospital at Attappadi from the very beginning to the present status at the earliest.
13	54	„	The Committee directs the Scheduled Tribes Development Department to furnish the present stage of the Vigilance enquiry in connection with the implementation of the Giridhara Drinking Water Supply and Sanitation Project at Wayanad.
14	55	„	The Committee urges the Scheduled Tribes Development Department to inform whether the construction works of the Model Residential Schools have been completed with details of functioning of each school. The Committee prefers the study of Scheduled Tribes pupil in Government Schools rather than in special schools for them. It directs that land should be identified for the Ekalavya Model Residential School, Pookot at the earliest and the fund allotted for the purpose should be transferred on this account. The Committee also recommends to sanction ₹ 350 lakh for the completion of Rajiv Gandhi Memorial Ashram School at Noolpuzha.

(1)	(2)	(3)	(4)
15	56	SC/ST Development	While examining the Audit Para regarding wasteful expenditure of a bridge across Peruvapuzha River, Kolayad Grama Panchayat in Kannur District, the Committee exhorts the department to furnish the details regarding the person who decided to reduce the length of the bridge from 24.5 m. to 15 m. and present status of the vigilance enquiry in this regard.
16	57	..	The Committee observes that under the centrally sponsored Grain Bank Scheme, State Government released fund for the construction of building for the Grain Banks to the Kerala State Federation of Scheduled Castes and Scheduled Tribes Co-operative Development Societies and the buildings constructed by them left unoperational as the tribes in our state are not involved in cultivation. It severely criticises the department for not conducting any feasibility study before implementing the same in Kerala. The Committee demands the department to furnish a detailed report regarding the purpose for which the building constructed for Grain Banks are being used.
17	58	..	It demands a district wise detailed report regarding the compensation released to people belonging to Scheduled Tribes who are victims of atrocities. It also notices that majority of atrocity cases are retracted at the police station itself and registered cases are not convicted due to lack of proper evidence. The Committee also points out that in majority of cases witness compensation is being misused.

(1)	(2)	(3)	(4)
18	59	SC/ST Development	The Committee criticizes the lethargic attitude of the department in convening District Level Vigilance and Monitoring Committee. It directs the Scheduled Tribes Development Department to take necessary steps to convene the State Level and District Level Vigilance and Monitoring Committees promptly to review the case of atrocities against tribes and to ensure the provisions of the Scheduled Castes and Scheduled Tribes (Prevention of Atrocities) Act, 1989 is implemented effectively. The Committee urges the Home Department to be more vigilant in drafting FIR and also to avoid delay in filing FIR. It also emphasises to incorporate necessary provisions of Atrocities Act in the FIR so as to ensure speedy and reasonable payment of compensation to the victims. It also urges that copy of the FIR should be forwarded to Tribal Development Offices without delay.
19	60	,,	While the witness brings to the notice of the Committee that shortage of manpower is the reason for the delay in project implementation, the Committee recommends to create additional posts in the Scheduled Tribes Development Department in accordance with the study conducted by P & ARD in this behalf. The Committee understands that the Internal Audit Wing in the ST Development Department is inactive due to deficiency of staff. So it directs the department to examine whether the redeployment of the existing staff for this purpose can be done. The Committee also recommends that if re-deployment is not possible within 6 months, necessary posts may be created for the effective functioning of the Internal Audit Wing.

(1)	(2)	(3)	(4)
20	61	SC/ST Development	In the light of the experience gathered from the visit to Wayanad District, the Committee stresses the need for restructuring the roads at the tribal colonies with a special package of roads for Sugandhagiri Estate. It suggests to include road maintenance as an item in the Mahatma Gandhi National Rural Employment Programme, so that it could be done without much finance.
