

**THIRTEENTH KERALA LEGISLATIVE ASSEMBLY**

**COMMITTEE  
ON  
PUBLIC ACCOUNTS  
(2014-2016)**

**SEVENTY FOURTH REPORT**

(Presented on 9th July, 2014)



SECRETARIAT OF THE KERALA LEGISLATURE  
THIRUVANANTHAPURAM  
2014

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**On**

**Action Taken by Government on the Recommendations  
contained in the 162nd Report of the  
Committee on Public Accounts  
(2008-11)**

1117/2014.

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COMMITTEE ON PUBLIC ACCOUNTS (2014-2016)

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## INTRODUCTION

I, the Chairman, Committee on Public Accounts, having been authorised by the Committee to present this Report, on their behalf present the Seventy Fourth Report on Action Taken by Government on the Recommendations contained in the 162nd Report of the Committee on Public Accounts (2008-11).

The Committee considered and finalised this Report at the meeting held on 30th June, 2014.

Thiruvananthapuram,  
9th July, 2014.

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

## **REPORT**

This Report deals with the Action Taken by Government on the recommendations contained in the 162nd Report of the Committee on Public Accounts (2008-11).

The 162nd Report of the Committee on Public Accounts (2008-11) was presented to the House on 23rd February, 2011. The Report contained 17 recommendations relating to General Education Department. The Government were addressed on 1st March, 2011 to furnish the Statement of Action Taken on the recommendations contained in the Report and the final replies were received on 23rd May, 2012.

The Committee examined the Action Taken statements at its meeting held on 17-10-2012 and decided not to pursue further action in the light of the replies furnished by Government. Both the recommendations and Action Taken furnished by the Government are incorporated in this Report.

### **GENERAL EDUCATION DEPARTMENT**

#### **Recommendation**

*(Sl. No. 1, Para No. 59)*

The Committee perceives that under the National Programme of Nutritional Support to Primary Education (Mid-Day Meal Scheme) 17889024 MT of rice was lifted free of cost from FCI for the period from 2003-04 to 2007-08 to supply 100 grams of rice to each student. Though the Central guidance provide 100 grams of rice to each student, the State Government provide 60 grams per pupil. The Committee observes that this kind of distribution of rice during the above period would have resulted a balance of approximately 320000 T of rice. The Committee expresses its resentment over the excessive stocking of rice supplied by GOI at free of cost and its low utilisation. The Committee notes that proper accounts were not maintained and rice distributed to the pupil during special occasions of Onam, Christmas and Ramzan were also met from the free supply of rice from GOI intended for the Mid-Day Meal Scheme. Therefore the Committee demands the details regarding the quantity of food grains lifted, the quantity utilised, the rice distributed to special occasion etc., to be furnished.

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### **Action Taken**

Mid-Day Meal Scheme was introduced in Kerala well before the introduction of the same by the Government of India. State provided 60 grams of rice and 30 grams of pulses per child per day. The Government of India introduced the MDM Scheme for School children during 1995 to all LP Schools (Std. I to V) (Primary as per GOI pattern) and provided 100 grams of rice per child per day. State Government decided to extend the scheme for all students up to Std. VII. The quantity of food grains prescribed by the state was 60 grams of rice and 30 grams of pulses instead of 100 grams of rice which was provided by the Government of India.

The State is providing 30 grams of pulses against 20 grams suggested by the Government of India. 60 grams of rice and 30 grams of pulses are sufficient to the students of the Std. I to V. This combination gives sufficient calory value as prescribed by the Mid-Day Meal guide lines. The savings were utilised to serve Noon Meal to the students of Std. VI and VII as the scheme was prevailing in this state since 87-88. Shortage in supply of rice was compensated with the supply of green gram. This savings of MDM rice was utilised for supplying to students during the festival seasons. This was done to take care of the nutritional requirements of children during long holidays. The centre has since decided to provide rice to children during summer holidays also in famine affected areas, which vindicates the stand of the State Government. The State Government had not lifted excess rice for the purpose. The State Government have been providing 100 grams rice to Lower Primary Section and 150 grams to Upper Primary Section rice as per the Mid-Day Meal guidelines from 2008-09 onwards.

The exact details of lifting and supply of rice are available only with Kerala State Civil Supplies Corporation.

### **Recommendation**

*(Sl. No. 2, Para No. 60)*

The Committee criticises the sluggish attitude of the department in not fully utilising the allotted amount of ₹ 11.2 crore by the Government of India for the construction of kitchen-cum-store, replacement of cooking devices, strengthening management, monitoring, evaluation and for providing utensils in schools resulting in a balance of ₹ 10.97 crore as unutilised amount. The Committee also recommends the Government to ensure that Central funds received for providing these facilities are utilised without delay and made it available in all the schools.

**Action Taken**

Government of India provided assistance to construct kitchen-cum-store @ ₹ 60,000. During 2006-07 and 2007-08 an amount of ₹ 770.95 lakh was allotted by the Government of India for construction of 1285 kitchen sheds. Government of Kerala had released ₹ 261.6 lakh. Out of which only an amount of ₹ 76.8 lakh could be utilised during 2007-08 due to treasury restrictions. During 2009-10 GOI allotted ₹ 1773.60 lakh. However a total of ₹ 2467.75 lakh allotted by the Government of India has not yet been utilised, as the Government decided to implement centralised kitchen in the state and the amount kept in abeyance. The funds released by Government of India for Kitchen-cum-stores and kitchen equipments has not been completely credited to DPI's accounts for utilisation by State Government. The amount received by the department has been utilised. Moreover the funds allotted for each kitchen shed is ₹ 60,000 only, which was not sufficient.

**Recommendation**

*(Sl. No. 3, Para No. 61)*

Regarding the utilisation of Central allotments given in two installments in 2006 and 2007, the Committee recommends to give directions to the Panchayats to complete the scheme with the funds allotted to them and if the amount is not fully utilised, the money should be refunded or given to another Panchayat for its proper utilisation.

**Action Taken**

Directions were given to Deputy Director of Education, to redistribute the unutilised funds to the schools which has completed the construction of kitchen-cum-store in anticipation of receipt of funds from the department.

**Recommendation**

*(Sl. No. 4, Para No. 62)*

The Committee finds that the noon meal section under Director of public instruction has been adversely affected by severe shortage of staff, and therefore recommends creation of a separate Directorate for Mid-Day Meal Scheme by pooling the staff of both Education and Panchayat Departments and through redeployment from departments having surplus staff. The Committee also suggests to redesign the administrative system of Education Department and urges to create a separate Directorate under Local Self Government Department for the smooth implementation of Mid-Day Meal Scheme.



**Action Taken**

There is only a Noon Meal supervisor in the District level to supervise the noon feeding. He can only visit 200 schools in an year. There is only 7 clerks and Junior superintendent in the Directorate to look after all the matters related to noon meal. Additional staff can be created only after examining the necessity.

**Recommendation**

*(Sl. No. 5, Para No. 63)*

Contrary to the idea of Centralised kitchen put forward by the Education Department, the Committee recommends to establish separate kitchen for each school despite the fact that a total amount of ₹ 23 lakh is allotted for a single kitchen covering all schools of a panchayat. The Committee also observes that the system of Centralised kitchen will not be effective and economical in Kerala since timely transportation of food items from the Centralised kitchen to various schools in a panchayat will become difficult. The Committee also recommends to utilise MP fund and MLA fund and funds of Panchayats for providing kitchen in all schools.

**Action Taken**

Kitchen shed will be constructed using fund from GOI and from other sources.

**Recommendation**

*(Sl. No. 6, Para No. 64)*

Additional amount was released to meet the expense for the extension of Mid-Day Meal Schemes to the students of standard VIII. On test check by AG in the AEO Offices it was found that funds released were far in excess of requirement and only ₹ 4.24 lakh out of ₹ 57.85 lakh was actually spent by schools. From the balance amount, ₹ 1.07 lakh was diverted to meet the cooking cost of U.P. schools ₹ 26.05 lakh was drawn from Treasury and deposited in SBI account and remaining amount surrendered. The Committee strongly expresses its displeasure on the act of the department which deposited the Government money in bank and recommends that unutilised money should be remitted back to the Treasury at the earliest.

**Action Taken**

The unutilised funds has already been refunded by all AEOs.

**Recommendation**

*(Sl. No. 7, Para No. 65)*

The Committee views with utmost annoyance about the neglect of its earlier recommendations to release the cooking cost without any delay to schools since the Central Government is granting cooking cost in advance. The Committee recommends that suitable action should be taken against those who are causing intentional delay in releasing the allotments and opines that the amount should be released directly to the schools.

**Action Taken**

There was inordinate delay in releasing funds through LSGs. Now contingent charges to school are released to AEOs and then to HMs by e-transfer through Nationalised Banks. The HMs are getting contingent charges in advance for three months.

**Recommendation**

*(Sl. No. 8, Para No. 66)*

The Committee views seriously the variations in the closing stock of Kerala State Civil Supplies Corporation during the period from 2003-04 to 2007-08. The Committee flagrantly criticises the sale of rice allotted by Government of India free of cost for Mid-Day Meal Scheme through ration shops. The Committee again reiterates the responsibility of keeping proper accounts regarding the utilisation of rice supplied by Government of India, quantity of rice lifted from Civil Supplies Corporation and about the balance amount of rice kept in the godown of Kerala State Civil Supplies Corporation which is vested with DPI.

**Action Taken**

Stock and utilisation accounts of food grains will be maintained in DPI in consultation with the FCI and KSCSC.

**Recommendation**

*(Sl. No. 9, Para No. 67)*

The Committee warns that the liability of misappropriation and misutilisation of rice for Mid-Day Meal Scheme will be on the part of the Director of Public Instruction and action will be taken only against the DPI if situation warrants. The Committee notes that the rice for Mid-Day Meal Scheme was sold to public without the permission of Government of India and Education Department of Government of Kerala. The Committee strongly criticises the action of the Civil Supplies Department in this regard.

**Action Taken**

The sale of MDM rice by KSCSC was done without the permission of the Education Department. No diversion of rice is made by the DPI. Free supply of rice during festival season done on the basis of Government decision.

**Recommendation**

*(Sl. No. 10, Para No. 68)*

The Committee understands that ₹ 140 per quintal was granted as transportation charge to KSCSC to lift rice from FCI godown. The Committee opines that either tender should be invited or the responsibility of the transportation should be handed over to a separate agency like Kerala State Consumer Federation. Since the Kerala State Civil Supplies Corporation was charging high rates for transportation, the Committee demands that they should supply the rice directly at schools instead of at its Depot/Store. The Committee also recommends that the Government to ensure that transportation Charges/rates and cost of pulses are competitive and no excess rates paid to KSCSC.

**Action Taken**

The loading and unloading and the transporting charges in Kerala is high. The issue will be taken up with Civil Supplies department.

**Recommendation**

*(Sl. No. 11, Para No. 69)*

The Committee is of the opinion that the level of calorific value of food supplied shall be compatible to the prescribed standards and recommends to give cooked food instead of porridge to students and instructs that Mid-Day Meal Scheme should be implemented with food having specific calorific value and protein content as per the guideline issued by the Central Government.

**Action Taken**

Food grains supply per child is enhanced from 2010-11 academic year. Now the ration is in accordance with the central guidelines. Hence there is no deficiency in caloric value. The menu suggested by the department can be changed by schools to suit their requirement and local availability of vegetables and other items provided the calorific value.

**Recommendation***(Sl. No. 12, Para No. 70)*

The Committee recommends that effective co-ordination between the Health Department and Social Welfare Department should be worked out to improve the nutritional status of children and also the various schemes of these departments by utilising the fund of NRHM.

**Action Taken**

NRHM has already started health check-up in schools.

**Recommendation***(Sl. No. 13, Para No. 71)*

The Committee views with much embitterment that steering and monitoring committees constituted were either not constituted or were not meeting as prescribed in the GOI guidelines at State, District and Block levels for implementing the various schemes of the departments and instructs the Director of Public Instruction to take suitable action against the concerned officials for not constituting such committees, which would otherwise have monitored and inspected the overall quality of the Mid-Day Meal Scheme.

**Action Taken**

Steering cum monitoring committee has already been constituted in all levels and discharge their duties as per the MDM guidelines.

**Recommendation***(Sl. No. 14, Para No. 72)*

The Committee recommends to strengthen the performance of the internal audit and start a separate Internal Audit Wing for monitoring the implementation of the Mid-Day Meal Scheme.

**Action Taken**

The internal audit is being done by the Deputy Director of Education. An audit wing will be constituted in the Directorate.

**Recommendation***(Sl. No. 15, Para No. 73)*

The Committee directs the Director of Public Instruction to expedite the process of implementation of Management Information System which will connect the District Offices with the Directorate and to improve the internal control mechanism to ensure feedback regarding the scheme to the appropriate authorities.

**Action Taken**

Now the computerised MIS is introduced in all districts. Now all the AEOs and DDEs are connected with DPI. Steps are being taken to develop a new software to enter details in the school level. For this purpose computer and net connection to be provided to all school from primary level. Proper training to be given to the teachers in school level.

**Recommendation**

*(Sl. No. 16, Para No. 74)*

The Committee suggests that data on enrolment, attendance, retention, learning level, etc., should be compiled and maintained State wise for evaluation of impact on the scheme. The Committee also suggests that decrease in enrolment could be managed by implementing the Government of India pattern of 1:30 as teacher student ratio which is at present 1:45.

**Action Taken**

Data on enrolment, retention, attendance, learning level etc., will be compiled and maintained at state wise. This can be examined on the basis of RTE Act.

**Recommendation**

*(Sl. No. 17, Para No. 75)*

The Committee recommends that a Government school should be functioning in every one km radius or there should be a facility to give education to each and every student in the age group of 6 to 14 years and 65% of the amount of that expense will be available as Central Assistance.

**Action Taken**

Necessary action can be initiated as per the RTE Act.

Thiruvananthapuram,  
9th July, 2014.

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