

**FOURTEENTH KERALA LEGISLATIVE ASSEMBLY**

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

**FIFTEENTH REPORT**  
(Presented on 7<sup>th</sup> February, 2018)



**SECRETARIAT OF THE KERALA LEGISLATURE  
THIRUVANANTHAPURAM**

**2018**

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**FIFTEENTH REPORT**

**On**

**Action taken by Government on the Recommendations  
contained in the 15th Report of the Committee on  
Public Accounts (2011-2014)**

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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 fifteenth Report on Action Taken by Government on the Recommendations contained in the 15th Report of the Committee on Public Accounts (2011-2014).

The Committee considered and finalised this Report at the meeting held on 30th January 2018.

V. D. SATHEESAN,

*Chairman,*

*Committee on Public Accounts.*

Thiruvananthapuram,  
30th January, 2018.

## **REPORT**

This Report deals with the Action Taken by the Government on the recommendations contained in the 15th Report of the Committee on Public Accounts (2011-2014).

The 15th Report of the Committee on Public Accounts (2011-2014) was presented to the House on 26th June 2012 and it contained 18 recommendations out of which 17 relating to SC/ST Development Department and one relating to Public Works Department. Government was addressed to furnish the statement of action taken on the recommendations contained in the Report on 6th July 2012 and final replies were received on 9th October 2015.

The Committee examined the statements of action taken at its meetings held on 18-2-2015, 17-6-2015 and 6-1-2016. The committee was not satisfied with the reply furnished on the recommendation No. 1 (Para No.7) and decided to pursue it further. This recommendation is incorporated in Chapter I of this Report.

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

### **CHAPTER I**

## **RECOMMENDATIONS IN RESPECT OF WHICH ACTION TAKEN BY GOVERNMENT ARE NOT SATISFACTORY AND WHICH REQUIRE REITERATION**

### **PUBLIC WORKS DEPARTMENT**

#### **Recommendation**

*(Sl. No. 1, Para No. 7)*

1.1 The Committee understands that the health project approved by the Government of India about twenty years ago, aimed at setting up of a 50 bedded hospital with a X-ray Plant, organisation of health education camps and mass

immunisation programme had not benefited the tribal population for years, despite availability of fund. The Committee is displeased with the fact that it took 4 years to entrust the construction work to KSCC and opined that shortage of staff in the architectural wing of PWD caused much delay in construction of the building and recommended that investigation work should be entrusted to LBS or Government Engineering Colleges.

### **Action Taken**

1.2 In PWD, the Architectural planning and design works are done by the Architectural wing and structural designs are done by the DRIQ wing. Before the bifurcation of PWD into PWD and Irrigation Department, the investigation works were carried out by the I&P wing with separate investigation divisions, subdivisions and sections provided with sufficient staff. Consequent to bifurcation several such offices were converted to other offices. Hence investigation works were delayed. Then it was decided to use the services of Government Engineering Colleges and Polytechnics for investigation. But they insisted advance payments, which is not practical in PWD due to its peculiar nature of payment based on letter of credit system.

Due to shortage of staff in the Architectural and Structural Design Wings of PWD and by considering the quantum of design works and delay in finalising designs, it was decided to utilize the services of competent private firms also for the investigations and design works.

### **Further Recommendation**

1.3 The Committee strongly recommended that the Architectural Design Wing of PWD should be strengthened and manpower requirement and availability should be reviewed. The Committee criticized the Department's decision to utilize the services of private firms for investigations and design works and urged the Department to strengthen its design wing with a state of the art system.

## CHAPTER II

**RECOMMENDATIONS WHICH THE COMMITTEE DOES NOT  
DESIRE TO PURSUE IN THE LIGHT OF THE REPLIES  
FURNISHED BY GOVERNMENT**

## SC/ST DEVELOPMENT DEPARTMENT

**Recommendation***(Sl. No.2, Para No.8)*

2.1 Knowing that the hospital envisaged to establish as a 50 bedded one, was functioning like a Primary Health Centre without having any infrastructural facilities, Committee comments that the instance of non-utilization of crores of rupees intended for the benefit of ST population is a criminal offence. Committee expresses its displeasure over the non-compliance of its direction to furnish the details regarding the functioning of X-ray machine in the hospital.

**Action Taken**

2.2 The place where the hospital is functioning is a remote area, where normal bus transportation facility is not available. Such a situation deterred availability of efficient and committed Doctor, Nurses and other Para medical staff. Scheduled Tribe patients also prefer to go to District Head Quarter Hospital at Mananthavady where more facilities as well as doctors available at 24 hours. Moreover Mananthavady town has well connected transportation facilities from any corner of the tribal settlements. In Edavaka Panchayath, where this hospital is situated, there is one CHC and a PHC already functioning. The Doctors appointed on contract basis were ready to serve in the O.P. Clinic only. That is why inpatient wing could not be operational. Same thing was experienced in the case of Para medical staff. Non availability of the services of Doctors, Nursing staff, Para-medical and technical personnel and professionally trained management prolonged the infantile disorders of the hospital. The hospital has lock-stock and barrel been handed over to health department which in turn got placed under the control of Local Self Government (Mananthavady Block Panchayat). Things have progressed a lot recently. Now, the number of patients resorting the hospital increased and



facilities also added accordingly. A new cancer ward is under construction and a pain and palliative clinic opened recently. Now the X-ray plant is operational.

### **Recommendation**

*(Sl. No. 3, Para No. 9)*

2.3 Regarding the diversion of ₹ 73.81 lakh allotted by Central Government for the setting up of infrastructure facilities like laboratory equipment, purchase of furniture, ambulance etc. towards payment of salary and related expenses, the Committee opines that, had the State Government allotted enough money in the budget for the disbursement of salary and other routine expenses, such a situation could have been avoided. The Committee could not accept the contention of the department that it had no responsibility to set-up the infrastructure facilities in the hospital as it had been transferred to Health Department and opines that the SC/ST Development Department has the responsibility to supervise the expenditure of money transferred through it for the benefit of ST population in Waynad. The committee strongly recommends the Government to retransfer the amount which is diverted by the society for the payment of salary, purchase of medicines and other institutional expenses to the Government account for the purpose of providing infrastructural facilities to the hospital at the earliest.

### **Action Taken**

2.4 The opinion of the Committee has been accepted in words and spirit by the Department. In future, the department will consider the needs and requirements of the hospital to vouchsafe the interest of the ST population. With regard to the re-transfer of the amount (which was earlier diverted for the payment of salary, medicines, and for the institutional expenses) for enhancing the infrastructure facilities of the hospital will be taken up with Finance Department.

### **Recommendation**

*(Sl. No. 4, Para No. 38)*

2.5 Regarding the educational development of Scheduled Castes and Scheduled Tribes, the Committee understands that though Government have been implementing various schemes to upgrade the educational standards and skills of

the SC/ST students the desired result could not be achieved due to the laxity on the part of the department in timely utilising the Central/State funds.

### **Action Taken**

2.6 The department has established E-grantz system for the speedy disbursement of the educational concession to the beneficiaries through Bank accounts and E-Z pay cards. The Central assistance received during 2011-12 for the educational schemes was fully utilised and there was no laxity on the part of the department in implementing the schemes.

### **Recommendation**

*(Sl. No. 5, Para No. 39)*

2.7 The Committee congratulated the remarkable performance of the Centre of Excellence in Kozhikode in preparing students for competitive examinations and recommends the Government to encourage such institutions. The Committee understands that the financial assistance under various schemes to the SC/ST students for the period from 2002-03 to 2006-07 is yet to be disbursed. The Committee opines that if the financial assistance for the poor SC/ST students is not disbursed in time, it would defeat the very purpose of the scheme and recommends the department to expedite measures to clear the arrears and to give much importance to avoid delay in payments of assistance to the beneficiaries so that the intended benefits reach up to them in time.

### **Action Taken**

2.8 During the period from 2002-2003 to 2006-07, the proposals submitted by the educational institutions for the education concession to the targeted group were processed manually. Delay in the submission of these proposals by the institutions, insufficient staff to process these proposals/ applications resulted in the late disbursement of financial assistance to the SC/ST students. Also, the arrear which was carried over to subsequent financial year caused funds shortage in that year. This funds shortage had a cascading effect over the subsequent years.

The department has established E-grantz system (A web based software application for online receipt of application and for direct payment of

“Scholarship amount to beneficiaries Bank accounts for ATM cards, Website is [www.egrantzkerala.gov.in](http://www.egrantzkerala.gov.in)) for the speedy disbursement of the educational concession to SC students through Bank account and E-Z pay cards. From 1-4-2013, payment through E-grantz would be adhaar enabled payment through NPCI in cases where adhaar numbers are seeded with bank account.

### **Recommendation**

*(Sl. No. 6, Para No. 40)*

2.9 The Committee points out that the Scheduled Tribe children needed to be provided with breakfast to ensure their attendance in schools by citing the example from the tribal areas of Nilambur Constituency and urges the department to take necessary steps in this regard.

### **Action Taken**

2.10 In addition to the Nilambur constituency in Malappuram District, the Project of Breakfast to the ~~the~~ Scheduled Tribes children in schools of Waynad District where there is largest population of Scheduled Tribes in Kerala have been implemented under the TSP Fund by the District Panchayat and respective Block Panchayats. In the needy areas of Idukki and Palakkad Districts, this project has been implemented by respective Block Panchayats and District Panchayat. In Aralam Resettlement area of Kannur District, the project have been implemented by using TRDM fund. However, all the Project Officers and Tribal Development Officers have already been instructed to take steps to start such project in needy areas under their jurisdiction in association with the respective local bodies under the TSP fund.

### **Recommendation**

*(Sl. No. 7, Para No 41)*

2.11 The Committee realises that an amount of ₹ 6.62 crore out of ₹ 13 crore allotted by the Government of India for improving the facilities in the SC/ST Hostels during 2004-05 and 2005-06 was not utilised and 79 hostels are still functioning in rented buildings. The Committee remarks that the laxity on the part of the department will tamper the chances of the State in getting further central assistance. The Committee opines that construction of hostels in remote and unsuitable places defeated the very purpose of the scheme.

### Action Taken

2.12 At present only 22 Hostels are functioning in rented buildings. Urgent action is being taken to construct own buildings to these hostels on the availability of land. The Hostel buildings are mainly constructed by PWD and the expenditure in this regard is also being met by the PWD. The budget head in which the funds are provided for construction of hostels is operated by the Chief Engineer, PWD (Buildings) Wing. Procedural delay in getting approval for tender excess, issuance of letter of credit, revised Administrative Sanction in cases involving rate revision etc. are reasons for the non-utilisation of funds in this respect by the Chief Engineer, PWD (Buildings).

### Additional information furnished by Government

The State Government received ₹ 13 crore as one time ACA during the years 2004-05 and 2005-06 as detailed below:

1. Improving facilities in SC/ST hostels-10 crore (received in FY 2004-05)
2. Providing facilities in SC/ST hostels-3 crore (received in FY 2005-06)

Of the above amount the SC Development Department, Government of Kerala utilised an amount of ₹ 615.64 lakh for SC hostels (the amount 13 crore received was for SC and ST hostels altogether) as detailed below:

	Improving facilities	Providing facilities in SC hostels 2225-01-277-68 (Amount spent in lakh)
2004-05	Nil	Nil
2005-06	42.79	Nil
2006-07	119.09	18.95
2007-08	287.14	9.77
2008-09	51.21	47.13
2009-10	Nil	18.67
2010-11	Nil	20.88
<b>Total</b>	<b>500.23</b>	<b>115.41</b>

It is submitted that during 2004-05 Financial years there were 58 rented hostels out of 90 pre-matric hostels, and 2 rented hostels out of 17 Post-matric hostels.

At present there are only 87 SC Pre-matric hostels, functioning under the department (42 for girls and 45 for boys). Now there are only 9 Pre-matric hostels functioning in rented buildings. Among them the following hostels are being built by PWD:

1. Delampady Hostel (boys)- Kasargod
2. Sreekandapuram Hostels (Boys)-Kannur
3. Thalippparambu Hostel-Kannur

All these hostels are being built in suitable locations, near to the educational institutions.

It is submitted that after 2005-06 the CA were received for construction of hostels as detailed below and these hostels were all completed:

***Boys Hostels***

2008-09	Post-Matric hostel, Mannanthala	110.33 lakh
2009-10	Pre-Matric Hostel, Chathannoor	54.75 lakh
2010-11	Post-Matric Hostel, Mancheswaram	60 lakh

***Girls Hostels***

2011-12	Post-Matric Hostel, Kerala University Campus, Kariyavattom, Thiruvananthapuram	200 lakhs
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**Recommendation**

*(Sl. No. 8, Para No.42)*

2.13 Regarding the non-utilization of ₹ 2.60 Crore out of ₹ 2.70 Crore released by the State Government for starting para medical courses for SC/ST students in three Medical colleges, the Committee recommends that the department should be cautious in not repeating such lapses and urges the department to expedite the procedure for starting the para medical courses aimed to benefit the SC/ST students.

**Action Taken**

2.14 The department had utilized an amount of ₹ 5,12,14,351/- for the construction of Paramedical Institute at Medicial College, Alappuzha. Further steps to start the course is in progress.

**Recommendation**

*(Sl. No. 9, Para No.43)*

2.15 The Committee observes that the SC/ST Development Department has been implementing a number of schemes for the educational development of SC/ST's without conducting any survey to identify the beneficiaries resulting in not reaching the benefits to the targeted population. Hence the Committee recommends that an effective survey is mandatory to ensure that all the schemes intended to benefit the SC/ST population are successfully implemented. The Committee also recommends to identify the people in the tribal areas who have never been benefited from the Government schemes and the department should take earnest steps to ensure that the benefits of these schemes reach them.

**Action Taken**

2.16 The educational schemes implemented by SC Development Department are;

1. Upon the basis of the proposals submitted by the educational institutions.
2. Directly through the centres run by SC Development Department such as MRS, PETC, ICSETS etc.
3. through autonomous institutions like CREST

It is informed that schemes intended for the educational development of targeted group are successfully implemented as the schemes were given wide publicity among the targeted group through SC promoters, Head of educational institutions, and through print and electronic media. The department have conducted a survey of the SC/ST Colonies through KILA in 2010-12 and steps are being taken to update this database

### **Recommendation**

*(Sl. No. 10, Para No.44)*

2.17 In the case of the disbursement of Post Matric Scholarships, the Committee recommends the Government to give first preference to the eligible class ie, the students falling below the income ceiling of ₹ 1 lakh and the balance amount should be utilised for those whose income falls above the ceiling limit.

### **Action Taken**

2.18 The Government of Kerala is providing sufficient funds for the implementation of Post matric scholarship scheme for SC students without considering income as a criteria. As such, a segregation on the basis of income is not required at present. It is Government of India which is segregating students on the basis of income as their scholarship have income ceiling.

### **Recommendation**

*(Sl. No.11, Para No.45)*

2.19 Knowing that for the Sree Ayyankali Memorial Talent Search scheme, SC students are selected based on the marks in the class examination instead of competitive examination, the Committee suggests that uniform rules for Scheduled Castes and Scheduled tribes should be formulated to ensure effective implementation of the scheme. The Committee urges the department to examine the feasibility of conducting a competitive examination for SC students also, as is being conducted for the ST students.

### **Action Taken**

2.20 The beneficiaries of Ayyankali Talent Search Scholarship is selected on the basis of the marks secured in the annual examination of 4<sup>th</sup>, 7<sup>th</sup> standards and annual family income. The Department is examining the pros and cons of conducting a competitive examination among the students from SC Community for Talent Search Scheme and a decision will be taken soon.

### **Recommendation**

*(Sl. No. 12, Para No. 46)*

2.21 The Committee came to know that the scheme formulated for betterment of ST students in SSLC and Plus Two examination by giving coaching assistance to students and TA to parents had not been implemented and opines that the special coaching scheme shall be continued and overlapping schemes if any had to be stopped. The Committee comments that lack of awareness about such schemes among tribal population was one of the main reasons for the failure of the programme and urges the department to have better co-ordination and planning at district level and to give enough publicity to the programme among tribal people with the help of promoters.

### **Action Taken**

2.22 Scheduled Tribes Development Department has taken necessary steps to ensure that the educational benefits implemented by the Department reaches the eligible beneficiaries. The details of the schemes are being published through medias and booklets. In addition to this the due beneficiaries have been identified by Department through Tribal Extension Officer, Tribal Promoters etc. Proper monitoring is being conducted by the department to ensure that benefits of this schemes reach them. The district level officers of the Department are also monitoring all the educational programmes including special coaching schemes. Special coaching to SSLC and +2 students are also being conducted to increase the percentage of success.



### **Recommendation**

*(Sl. No. 13, Para No. 47)*

2.23 Regarding the Construction of Residential School for SCs and STs at Pookot, Wayanad, the Committee suggests to alter the building plan in accordance with the landscape of the 10 acres of land identified by the Department for the purpose. The Committee also recommends that the MLA of the respective constituency should be invited to the Minister level meetings which will facilitate speedy resolution of the problem.

### **Action Taken**

2.24 At present the concerned MLA herself is the Minister for the welfare of Scheduled Tribes, Administrative Sanction for the construction of Model Residential School, Pookode was issued and work has been started.

### **Recommendation**

*(Sl. No. 14, Para No. 48)*

2.25 The Committee opines that the Hostel for ST students at Kuttampuzha, built by block panchayat without considering the requirements of SC/ST Development Department was idling for want of water supply and other facilities. The Committee urges the department to take necessary steps to utilize the building in a fruitful way.

### **Action Taken**

2.26 The Block Panchayat has not yet handed over the building constructed to the Department. The possibility of starting a Pre-metric Hostel for Girls is being taken up with the Panchayat, Hostel can only be started after handing over of the building to the department and provision of water supply is arranged.

### **Recommendation**

*(Sl. No. 15, Para No. 49)*

2.27 In the case of excess amount of ₹ 13 lakh deposited in the Account of PWD in connection with the construction of Hostel for SC Students, the Committee recommends to take action against the officer who released the amount.

### **Action Taken**

2.28 Public Works Department in Government informed that ₹ 68,28,092/- (₹ 65,56,572/- for Civil works and ₹ 2,71,520/- for electrification work) has spent for the construction of Pazhayangadi Pre Metric Hostel. The Scheduled Castes Development Department had taken action to recoup the balance amount of ₹ 3,71,908/- from the PWD. The Officers responsible for the deposit of excess amount to the PWD were retired from service long back. Hence disciplinary action cannot be initiated against them. However the Director, Scheduled Castes Development Department has been strictly instructed to take special care to avoid such instances in future.

### **Recommendation**

*(Sl. No. 16, Para No.50)*

2.29 Regarding the shortfall in payment of incentive to parents of tribal students the Committee expressed its displeasure over the lethargic attitude of the department and states that if rate enhancement was declared during budget speech, move for supplementary grant could have been done for fund for the implementation of the scheme.

### **Action Taken**

2.30 At present the payment of incentive to parents of tribal students are effected at the enhanced rate and sufficient fund is available in the budget provision. No arrears are pending in this regard.

### **Recommendation**

*(Sl. No. 17, Para No.51)*

2.31 Regarding the monitoring and evaluation of the functions of the department, the Committee suggests that unless very competent officials are posted for the purpose of internal audit, the whole process of monitoring and evaluation would become infructuous. The Committee recommends that vacancies in the internal audit wing should be filled urgently and adequate training should be given to the officials without affecting the promotion scope of the employees of the department. The Committee further recommends that training had to be given periodically and on a regular basis to ensure that transfer or promotion of officers in the internal audit wing would not affect the efficiency of the wing.

### **Action Taken**

2.32 The Department has posted competent officials for the purpose of internal audit. The vacancies in the internal audit wing have been filled in time and the officers have been given adequate training periodically. The Director, SCDD has ensured that promotion/transfer of officers in the internal audit wing does not affect the efficiency of the wing.

### **Recommendation**

*(Sl. No. 18, Para No.52)*

2.33 The Committee also recommends to put in the place an effective mechanism in the department to formulate suitable plans/projects in tune with the Central Government Schemes to ensure maximum availability and utilization of Central Government Funds. There should be effective measures to evaluate and monitor the educational schemes and all other schemes and activities covered by the department. The Committee recommends that the Architecture Wing of PWD has to be strengthened to avoid inordinate delay in furnishing approved plans and estimates of buildings for the Central or State Government Schemes. It urges the SC/ST Development Department to take appropriate steps to conduct a social audit covering all the aspects in relation to the schemes intended for the upliftment of SC/ST population. The Committee further recommends the Government to formulate a State Tribal Policy and Action Plan encompassing all the existing Welfare Schemes in the lines of National Policy for Tribal population formulated by Central Ministry of Tribal Affairs.

### **Action Taken**

2.34 ST Development Department have effective mechanism to formulate suitable plans/projects for the specific welfare of ST population of the State. A Sub Plan Cell is functioning in the Department with a Planning Officer in the rank of Assistant Director from the State Planning Board. Plans and Projects of the Department are made in tune with the Central Government Schemes/guidelines to ensure maximum availability and utilization of Central Government schemes. Government of India allotting funds to the States by considering the factors like total tribal population of the State, backwardness of the state, share of TSP in the Annual Plan etc. By satisfying the criteria propounded by Government of India,

the ST Development Department got maximum assistance under Central Sector schemes. Department have five 50% Centrally Sponsored Schemes and eleven 100% Centrally Sponsored Schemes. In addition to this, SGSY and IAY schemes of the Government of India are implemented through Rural Development Department for the welfare of STs. Besides Scheduled Tribes Development Department received incentive grant under Special Central Assistance to Tribal Sub Plans (SCA to TSP) in the years 2007-08, 2010-11 and 2011-12 amounting ₹ 47.36 lakhs ₹ 90 lakh and ₹ 92 lakh respectively.

The Project officers and Tribal Development Officers are regularly submitting the monthly plan progress of expenditure before 5th of every month. They were also directed to monitor the physical progress regularly. Besides, the Sub Plan Cell in the Directorate regularly watch the progress of expenditure. The projects implemented by utilizing pooled funds proposed by other Department viz, Kerala Water Authority, Kerala State Electricity Board, Forest Department etc. are reviewed at Government level.

A Monitoring Team consisting of the Controlling Officers in the Directorate of ST Development Department to visit various districts for monitoring the physical as well as financial progress of implementation of plan schemes is formed. Also a Monitoring Committee is formed as per G.O. (Rt) No. 1013/2012/SCSTDD, dated 17-7-2012 with the Director, Scheduled Tribes Development Department as the Chairman and Convener and Joint Director, Deputy Director, Assistant Executive Engineer and Project Officers/Tribal Development Offices are the members to ensure that the ultimate benefit of the Tribal Sub-Plan fund utilization reaches the beneficiaries.

These Committees are meeting at periodical intervals and necessary instructions are issued to ensure the optimum utilization of Tribal Sub-Plan fund.

ST Development Department follows the Policies and Action plans of the State Government formulated in the line of National Policy for tribal population of the Central Ministry of Tribal Affairs.

Thiruvananthapuram,  
30th January, 2018.

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

## APPENDIX

**Summary of main Conclusion/Recommendation**

Sl. No.	Para No.	Department Concerned	Conclusion/Recommendation
1	1.3	Public Works Department.	The Committee strongly recommended that the Architectural Design Wing of PWD should be strengthened and manpower requirement and availability should be reviewed. The Committee criticized the Department's decision to utilize the services of private firms for investigations and design works and urged the Department to strengthen its design wing with a state of the art system.

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